

# Mid-Year report



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

Appeal No. MAA00004

31 August 2011

This report covers the period 1 January 2011 to 30 June 2011



At a national conference on the lessons learned from mega-disasters organized by the Pakistan Red Crescent in May, Pakistan's Minister of Interior, Rehman Malik, responded positively on the importance of IDRL. **IFRC**

### In brief

**Programme outcome:** The IFRC's International Disaster Response Laws, Rules and Principles (IDRL) programme seeks to reduce human vulnerability by promoting legal preparedness for disasters, in particular with regard to international assistance.

Consistent with Resolution 4 of the 30<sup>th</sup> International Conference of the Red Cross and Red Crescent of November 2007, the programme's primary focus is the follow-up and implementation of the ["Guidelines for the domestic facilitation and regulation of international disaster relief and initial recovery assistance"](#) (the "IDRL Guidelines").

**Programme(s) summary:** During the reporting period, the IDRL programme worked in three main areas: (1) collaborating with national societies to provide technical assistance to interested governments on the implementation of 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) disseminating and promoting the IDRL Guidelines and related instruments and fostering new collaborative research on domestic legislative issues in disaster management.

**Financial situation:** The total 2011 budget is CHF 2,792,246, of which CHF 1,601,361 (57 per cent) was covered during the reporting period (including opening balance). Overall expenditure during the reporting period was CHF 797,296 (29 per cent of the budget and 50 per cent of funding actually available).

Expenditures were low, due in part to turnover in staff (in Asia) and delays in the start-up of new country projects. Funding shortfalls for projects were experienced particularly in Africa, which slowed the initiation of new projects there. However, some expenditures have also been reserved for a number of substantial workshops, publications and other products planned for the second half of the year.

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

**No. of people we have reached:** See chart on page 11.

**Our partners:** The IDRL programme is very grateful for the support of its donors for the 2010-2011 plans thus far. This includes substantial contributions from ECHO and the Governments and Red Cross Societies of Australia, Austria, Canada, Denmark, 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.

The IDRL programme has also worked with a number of programmatic partners, including a number of national societies as described below, and external partners such as the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA), 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.

## Context

A decade of research and broad 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 30<sup>th</sup> 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 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 are prompting a number of countries – including those without a long history of receiving outside disaster assistance – to think afresh about their legal preparedness. The IDRL Guidelines can be an important part of that reflection.

# Progress towards outcomes

## Programme component 1: Technical assistance to governments

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



Disaster law short course in Køge IFRC



IDRL workshop in Kampala IFRC



IDRL workshop in Manila IFRC

### 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 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 finalized a national disaster management policy, on which
- Following initial steps taken in 2010, technical assistance projects were launched in **Namibia** and **Mozambique** during the reporting period. Experienced research consultants were engaged by the National Societies and have begun document reviews of existing laws and procedures and stakeholder interviews. In Mozambique, the work is being coordinated with the National Disaster Management Agency, and in Namibia with the Office of the President. Workshops for both projects are being planned for the second half of 2011.
- A follow-up project was also initiated with the **Sierra Leone Red Cross**, which was the first African National Society to complete an IDRL country project in 2009. In 2011, the SLRCS and IFRC will be assisting the Office of National Security in the development of an IDRL Policy.

## Americas

- The IDRL technical assistance project in **Colombia** continued during the first half of 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. The workshop was attended by representatives from the Colombian System for Disaster Attention and Prevention, relevant national and local governmental authorities, international and non-governmental organizations, the Colombian Red Cross and IFRC

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 is expected in the second half of 2011. The National Society and the Colombian Directorate of Disaster Management are now considering renewing their [cooperation agreement](#) to continue their collaboration in the implementation and use of the IDRL Guidelines in Colombia.

- Following a second country workshop in Lima in February, the **Peru** technical assistance project was completed in February. 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 second half of 2011.
- The **Haiti** project, launched in 2010 was completed in May. The report was presented to governmental and humanitarian partners during the Urban Risk workshop that took place in Port-au-Prince on the 22nd to 26th August 2011. The report highlights the legal challenges during the relief phase after the earthquake of 2010. 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. The report will be generally published in English and French in the second half of 2011.
- New technical assistance projects are in development for **Argentina**, the **Dominican Republic** and **Jamaica**, anticipated for launch in the second half of 2011.

## Asia Pacific

- In **Nepal**, the study undertaken by the Nepal Red Cross was completed and presented to the authorities in March. The report reviews Nepal’s developing legal framework for disaster risk reduction, highlighting some of the main legal gaps, the unused potential under existing laws, and the good practices that have evolved under the current legal framework in Nepal. It will be published in the second half of 2011.
- In **Pakistan**, progress on the project by the IFRC and Pakistan Red Crescent begun in 2010 was somewhat delayed by changes in senior management at the National Disaster Management Authority. However, stakeholder interviews continued in the first half of 2011 and a new legal consultant has now been engaged. In the meantime, however, 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.

- In **Vanuatu**, a project by the IFRC and the Vanuatu Red Cross in support of the National Disaster Management Office, was completed in January. 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.
- The IFRC also provided inputs to new draft legislation in **Cambodia, Bhutan, and Vietnam** during the project period. In addition, it continued to provide provided technical input to SOPAC's ongoing support to government's disaster risk management review processes in **Tuvalu and Kiribati**.
- Discussions were also underway for the development of new technical assistance projects in the **Philippines** (where a preliminary workshop was held ) and the **Cook Islands**, as well as follow-up work in **Laos and Mongolia**.

## Central Asia

- In **Kazakhstan**, as a follow-up to the technical assistance project undertaken by the Kazakhstan Red Crescent and the IFRC in 2010, a workshop of project task force members, chaired by the Ministry of Emergency Situations was convened in Astana in February. 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 defense which is currently pending inter-ministerial review. The English translation of the project report will be finalized and published in the second half of 2011.
- In **Tajikistan**, UNDP invited the IFRC and the Tajikistan Red Crescent to collaborate in an IDRL technical assistance project. An initial meeting with relevant ministries was convened in February and a consultant was recruited to being legal research during the reporting period.

### 1.2 Complete an EU regional study

**Goal for the two-year period 2009-2010:** 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 is currently leading 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.

As an additional follow-up to the EU regional study, with support from the IFRC, the National Societies of Iceland, Ireland, Latvia, Poland and the Netherlands have applied for support from ECHO for country-level IDRL projects to commence in 2012.

### 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:

The IFRC is cooperating with UNOCHA and IPU to develop a model national law to implement the recommendations of the IDRL Guidelines.. The model 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), examining how existing legislation in over 50 jurisdictions in Asia-Pacific, Africa and the Americas address the issues raised in the IDRL Guidelines.

During the project period, a preliminary draft of the model act was prepared, with support from the above partners as well as the World Customs Organization. An experts meeting was convened in May 2011 to review the draft. Following the meeting, a consultant was engaged to further develop the draft for circulation and consultation, as well as to prepare the extensive commentary. The commentary addresses 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.

After the reporting period, a [first consultation draft was circulated](#). Additional experts meetings are also planned for the second half of 2011. The IFRC intends to present a pilot version of model act to the 31<sup>st</sup> International Conference in November 2011.

#### **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, 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 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, UNOCHA, 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:**

There were no UNDAC preparedness missions during the reporting period.

### **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.

#### **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:

Planning was undertaken during the reporting period for regional workshops in Astana, Male, Panama, and Barbados, to be undertaken in the second half of 2011. In addition, the IFRC provided specialized briefings on IDRL in the context of other trainings, including:

- UNDAC induction course hosted by UNOCHA in Panama (June)
- First Responders Initiative training hosted by the Canadian Red Cross, Ottawa (June)

## 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 English, French, Spanish. Substantial work was completed on the Arabic and Russian versions, which should be available online in the second half of 2011.

## 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.



OAS General Assembly in San Salvador **OAS**



WCO working group on natural disasters **IFRC**



ASEAN exercise in Manado **IFRC**

## Achievements:

**3.1 Disseminate the 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 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, 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 addressed issues of legislative advocacy.

- The IFRC convened a [side event](#) at the **Third Global Platform for Disaster Risk Reduction** in May 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, 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, IFRC successfully advocated for inclusion of positive references to the IDRL Guidelines in the annual resolution on “strengthening humanitarian coordination” of the **Economic and Social Council** (ECOSOC Res. 2011/L.33, version tabled for adoption, published version forthcoming), 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”.
- In cooperation with UNOCHA, IFRC continued to engage with an ad hoc working group of the **World Customs Organization** (WCO) to assist it in developing a plan of action on developing solutions to customs issues in disaster operations, including at a meeting held in Brussels in February. In June, 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 UNOCHA. Plans are now being developed among these partners for the convening of a first regional workshop gathering customs officials and humanitarians in the second half of 2011.
- During the reporting period, there was also substantial planning undertaken for a joint project with the Swiss Agency for Development and Cooperation (SDC), UNOCHA, and the International Council of Voluntary Agencies (ICVA) to convene a high-level “**International Dialogue on Strengthening Partnership in Disaster Response: Bridging National and International Support**” between states and humanitarian agencies, which will take place in Geneva in October 2011. The International Dialogue is meant as a first step in overcoming perceptions of distrusts and real operational gaps as between international and domestic systems of humanitarian response. Work on drafting substantial background papers for the dialogue was begun and an experts meeting was held in June to help the organizers adequately frame key issues for discussion.
- Substantial preparatory work was also undertaken in planning for the disaster law issues that will be addressed at the 31<sup>st</sup> International Conference of the Red Cross and Red Crescent, to take place in Geneva in November 2011. [Discussion papers and related materials](#) were prepared and initial discussions commenced with National Societies and states.

## Africa

- In April, 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 likely take place in 2012.

## Americas

- In March, the IFRC participated in the **Second Session of the Regional Platform for Disaster Risk Reduction** in the Americas, that took place in Mexico and advocated for attention to legal preparedness. The meeting's outcome statement "strongly encourag[ing] national, subnational 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 the IFRC's work in the field
- In April, 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 the IFRC to facilitate a regional workshop to train assigned government focal points in completing the RLC.
- 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, the IFRC attended the 41<sup>st</sup> 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 International Federation 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.

## Asia Pacific

- In January, an exchange of letters between the IFRC and SOPAC affirmed their commitment to cooperation in promoting IDRL to SOPAC member states. The IFRC also regularly participated in the Pacific DRM Partnership Network to raise IDRL issues in disaster planning.
- In March, a representative of the IDRL programme [presented at the ASEAN Regional Forum](#) (ARF) Disaster Relief Exercise in Manado, an event organized jointly by Government 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. As many as 500

government participants and 23 nations including the EU and various ASEAN and UN agencies attended.

### 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 and Brazil and planning was started for a study of South Africa.

In May, 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 will inform continued research on the topic as well as the proposed debate at the 31st International Conference of the Red Cross and Red Crescent, in November 2011.

### 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:

Research continued under a joint project with the IFRC's shelter department to raise awareness of the key regulatory barriers to providing emergency and transitional shelter after disasters. Planning was also undertaken for an experts meeting held in July, attended by representatives of governments, international organisations, academic institutions, IFRC and National Societies. As above, discussions at the meeting will inform on-going research as well as the proposed debate on the topic at the 31<sup>st</sup> 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 IFRC produced a short [video on Haiti](#) on IDRL issues in the Haiti earthquake and undertook interviews and planning for a global video on IDRL topics.
- The IDRL [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.

- 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 Disasters."

## Progress towards quantitative goals

Goal for two-year period 2010-11	Level achieved through June 2011
Ten (10) governments benefiting from new country-level pilot technical assistance projects.	17 new projects were underway or completed, negotiations for an additional 7 projects reached advanced stages.
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.	Four DRR case studies completed, one more planned for second half of 2011.
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. 3 additional workshops planned for the second half of 2011.
At least 10 trainings/briefings of substantial length.	25 trainings/briefings provided to various audiences (as discussed in the text above).
Seek to co-sponsor two to three conferences per year with regional organizations.	Participation in a number of key conferences, including the EIHP and ASEAN.

## 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 the 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 has emerged relates 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, but also bearing in mind its capacity limits and the existing mandates and roles of other actors, the IFRC would like to broaden its approach to disaster law in the future.

## 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 is also continuing 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,

OAS, PDIC, and SOPAC. It also continued 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.

## Looking ahead

An important milestone is approaching with the 31<sup>st</sup> International Conference of the Red Cross and Red Crescent to be convened in November 2011. At that time, states and National Societies will be invited to report on their progress in implementing Resolution 4 of the 30<sup>th</sup> International Conference, adopting the IDRL Guidelines. The IDRL programme continues to support National Societies and governments to help ensure that they have positive and substantive progress to report. This includes direct assistance through technical support projects, as well as the development of tools such as the legislative advocacy manual, model legislation, an online training module and numerous studies and reports.

Starting last year, in collaboration with other IFRC Secretariat departments, the programme has also expanded its research base in emerging areas of disaster law, namely 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. The IFRC intends to present reports on both of these topics to the 31<sup>st</sup> International Conference. In the future, the IFRC would like to provide broader assistance and guidance on disaster law issues, not only limited to international relief.

## How we work

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

The 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.

The 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 non-violence and peace.

## Contact information

For further information specifically related to this report, please contact: (text in Arial 10)

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