The right aid at the right time

Progress report on the

Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance

November 2009

International Federation
of Red Cross and Red Crescent Societies

The International Federation's Global Agenda (2006–2010)

Over the next two years, the collective focus of the Federation will be on achieving the following goals and priorities:

Our goals

Goal 1: Reduce the number of deaths, injuries and impact from disasters.

Goal 2: Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.

Goal 3: Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.

Goal 4: Promote respect for diversity and human dignity, and reduce intolerance, discrimination and social exclusion.

Our priorities

Improving our local, regional and international capacity to respond to disasters and public health emergencies.

Scaling up our actions with vulnerable communities in health promotion, disease prevention and disaster risk reduction.

Increasing significantly our HIV/AIDS programming and advocacy.

Renewing our advocacy on priority humanitarian issues, especially fighting intolerance, stigma and discrimination, and promoting disaster risk reduction.

About the IDRL Programme

The International Federation of Red Cross and Red Crescent Societies' International Disaster Response Laws, Rules and Principles (IDRL) Programme seeks to reduce human vulnerability by promoting legal preparedness for disasters through advocacy, technical assistance, training and research.

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Acronyms

APEC	Asia-Pacific Economic Cooperation
ASEAN	Association of Southeast Asian Nations
AU	African Union
BSEC	Black Sea Economic Cooperation
CAPRADE	Andean Committee for Disaster Prevention and Relief
CEPREDENAC	Coordination Centre for the Prevention of Natural Disasters in Central America
CDEMA	Caribbean Disaster Emergency Management Agency
ECOWAS	Economic Community of West African States
EU	European Union
GHD	Good Humanitarian Donorship
IDRL	International Disaster Response Laws, Rules and Principles
IFRC	International Federation of Red Cross and Red Crescent Societies
ILC	International Law Commission
ISDR	International Strategy for Disaster Reduction
MERCOSUR	Common Market of the South
NATO	North Atlantic Treaty Organization
NGO	Non-governmental organization
OAS	Organization of American States
OCHA	Office for the Coordination of Humanitarian Affairs
SADC	Southern African Development Community
SELA	Latin American and Caribbean Economic System
SOPAC	Pacific Islands Applied Geoscience Commission
UN	United Nations
UNDAC	UN Disaster Assessment and Coordination Team
WHO	World Health Organization

Executive summary

Two years have passed since the 30th International Conference of the Red Cross and Red Crescent adopted the Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance, designed to help states to prepare their domestic regulatory frameworks to efficiently and effectively make use of international disaster assistance.

In 2011, States, National Societies and the International Federation of Red Cross and Red Crescent Societies (IFRC) will be invited to report to the 31st International Conference on their accomplishments in using the Guidelines. This report comes at the midway point between the two International Conferences and describes the progress that has been made so far.

To supplement the information available to the IFRC through its ongoing work in this area, a survey of states and National Societies was conducted from July-September 2009, generating 110 responses. Encouragingly, the large majority of respondents to the survey indicated that they have begun to take steps to follow-up on the IDRL Guidelines. In particular, over two dozen national review processes using the IDRL Guidelines to examine strengths and weaknesses in national laws are either in process or under advanced discussion. However, only a few new laws have been adopted to date.

At the regional level, a large number of regional organizations have begun to discuss the Guidelines and several of them have already begun to refer to them in the context of their own agreements, manuals and procedures for disaster cooperation. Likewise, at the global level, the UN General Assembly has joined other inter-governmental fora in encouraging state members to make active use of the Guidelines.

These are very hopeful signs that the Guidelines are on their way to becoming a mature global instrument. Nevertheless, a great deal of work remains to be done if they are to have the intended impact of ensuring rapid and appropriate disaster assistance.

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Introduction

In November 2007, the state parties to the Geneva Conventions gathered with the components of the International Red Cross and Red Crescent Movement in Geneva for the 30th International Conference of the Red Cross and Red Crescent. Among the topics they addressed was a new set of "Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance" (also known as the "IDRL Guidelines"[1]) (see annex 1).

Two years after their adoption, this report describes the progress made and work remaining to be done before states, National Societies and the International Federation of Red Cross and Red Crescent Societies (IFRC) are invited to report on their accomplishments in achieving implementation of the IDRL Guidelines at the 31st International Conference in 2011.

Background on the IDRL Guidelines

The IDRL Guidelines were the fruit of over six years of research and eighteen months of formal consultations with states, National Red Cross and Red Crescent Societies (National Societies), UN agencies, non-governmental organizations (NGOs) and other stakeholders, spearheaded by the International Federation of Red Cross and Red Crescent Societies (IFRC). As described in the IFRC's 27 case studies and its comprehensive desk study entitled "Law and Legal Issues in International Disaster Response" (available at www.ifrc.org/idrl), those efforts revealed a consistent set of regulatory problems in international disaster relief and recovery operations.

On the one hand, these include unnecessary bureaucratic barriers to the entry and deployment of international relief personnel, goods, equipment and transport (for example, due to constraints in the granting of visas, customs clearance, tax exemptions, and transport permissions). On the other hand, inadequate oversight in other areas has permitted

[1] This short name is derived from the title of the IFRC's "International Disaster Response Laws, Rules and Principles" (IDRL) Programme, which managed the consultation process on the Guidelines.

variable quality, coordination and complementarity of international relief efforts. Together, these twin problem areas have rendered aid operations slower, more expensive and less effective than they should be in saving lives and restoring the dignity of devastated communities.

The IDRL Guidelines were designed to help states to ensure that their domestic regulatory frameworks for accepting international relief are ready to solve these common problems. They were primarily intended as a preparatory measure – as a tool for strengthening laws and policies in advance of a disaster and to ensure the effective exercise of state sovereignty.

In its unanimous adopting resolution ("Resolution 4"), the 30th International Conference encouraged states to use the Guidelines to strengthen their national legal, policy and institutional frameworks, as well as when developing bilateral and regional agreements. States, National Societies and the IFRC were further encouraged to bring the IDRL Guidelines to the attention of international and regional organizations. Moreover, National Societies and the IFRC were invited to disseminate and support the use of the Guidelines, promote their mainstreaming, and continue their research and advocacy efforts on disaster law.

Sources for this report

This report is drawn from two main sources:

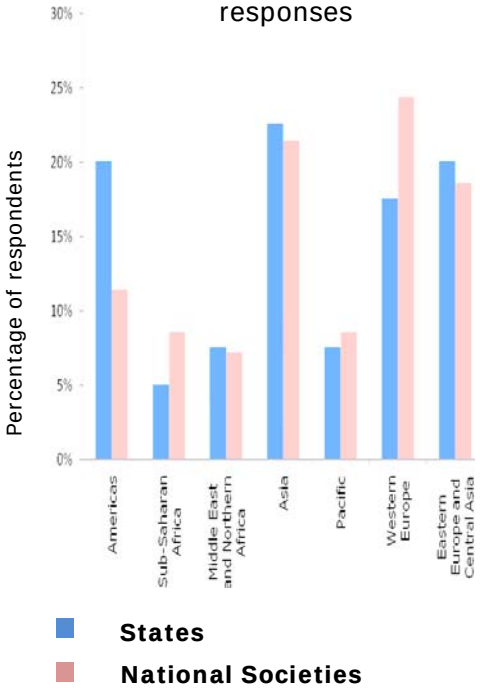
(1) information gained by the IFRC in its interactions with National Societies, states and other partners in promoting the IDRL Guidelines in various parts of the world, and

(2) Brief surveys of National Societies and states carried out from July-September 2009.

The surveys were sent to the presidents and secretaries-general of all National Societies, to all the permanent missions of states in Geneva and, through the cooperation of National Societies, to Foreign Ministries and other competent authorities in individual capitals. Follow-up reminders were delivered by IFRC staff in Geneva and in the IFRC's "Zone" and regional offices in Almaty, Amman, Budapest, Kuala Lumpur, Nairobi, Panama and Suva.

Over 100 responses were received, including 40 from states and 70 from National Societies (see annex 2). The responses provided a fairly good geographical distribution, as shown on Figure 1.

Figure 1
Geographic distribution of responses



Progress at the national level

The main goal of the IDRL Guidelines is to strengthen laws, policies and institutions at the national level so that they are prepared both to expedite and oversee the arrival of international assistance when it is needed.

New regulations

Some new national rule-making has already been accomplished. For example,

- in **Indonesia**, a new executive regulation was adopted in February 2008 on the "Participation of International Institutions and Foreign Non-Governmental Institutions in Disaster Management," drawing on the IDRL Guidelines.[2] An additional set of national guidelines is also currently under discussion;

- in **Panama**, a new executive decree on immigration was promulgated in August 2008, which included a special visa category for international humanitarian relief personnel,[3] as recommended by the Guidelines. In addition, in April 2009, the Ministry of Foreign Affairs issued a new Manual for Procedures in the Event of Disasters, which makes brief reference to the IDRL Guidelines;

- in **New Zealand**, the Ministry for Civil Defense and Emergency Management drew on the IDRL Guidelines in developing a set of standard operating procedures, adopted in September 2009, for an "International Assistance Cell"[4] tasked with coordinating and facilitating international relief; and

[2] Regulation 23/2008, February 28, 2008.
[3] Executive Decree No. 320 of August 8 2008, arts. 56-58.
[4] National Crisis Management Centre, International Assistance Cell, Standard Operating Procedures, September 2009.

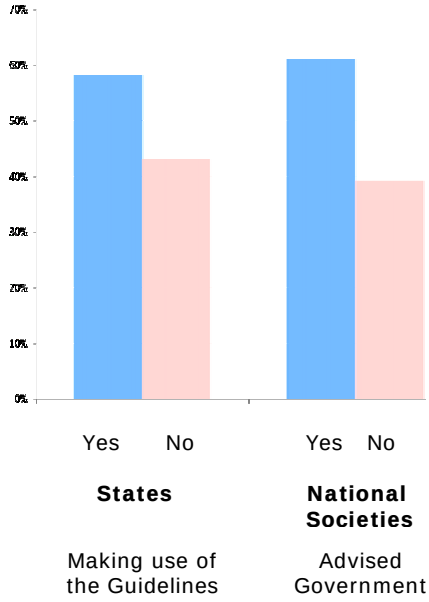
- In **Norway**, a new draft migration law builds on the Guidelines by including provisions for the waiver of visa requirements for international relief personnel. The new law is scheduled to enter into force in January 2010.

In each of the above cases, the National Red Cross Society collaborated closely with the government in aid of the new developments, with support from the IFRC.

Formal review processes

In a number of other countries, review processes using the IDRL Guidelines are ongoing or currently starting up. As illustrated in Figure 2, 23 (58%) of the state respondents to our survey indicated that they have begun to make use of the IDRL Guidelines to strengthen their national legal, policy or institutional frameworks and 43 (61%) of the National Society respondents stated that they have encouraged and/or assisted their governments to examine their frameworks in light of the Guidelines.

Figure 2
Using the IDRL Guidelines



In Africa, the **Sierra Leone** Red Cross Society and the IFRC have collaborated with the Office of National Security in a consultation and review about Sierra Leone law in light of the IDRL Guidelines. A legal analysis has been prepared and a culminating national workshop is planned to take place in December 2009. It is anticipated that the government will begin drafting new legislation soon thereafter.

The **Uganda** Red Cross and IFRC are planning to begin a similar process in support of the Uganda Department of Disaster Management and Refugees this year. Advanced discussions have equally taken place regarding review projects in **Mozambique** and **Namibia** in 2010.

In the Americas, discussions are currently underway for the development of national reviews in **Peru** and **Colombia**. In Peru, these discussions were initiated in May 2009, in the wake of the strong recommendations of a "preparedness mission" of the UN Disaster Assessment and Coordination (UNDAC) team in which the IFRC participated. In Colombia, the Colombian Red Cross, IFRC and OHCA are planning a national workshop on the IDRL Guidelines as a first step in the

review process. In both countries, new disaster management legislation is currently being drafted.

In Asia-Pacific, the IFRC, the World Health Organization (WHO) and the National Societies of **Cambodia**, **Laos** and **Vietnam** collaborated in 2008-09 to support national authorities in a review of their national laws in light of the IDRL Guidelines and the revised International Health Regulations. Final research reports and recommendations from these projects will be published in 2009. In Cambodia, the IFRC and Cambodian Red Cross are planning to provide ongoing support to the government to allow it to draft a new law. In Vietnam, the United Nations Development Programme (UNDP) is supporting a follow-up project, to which the IFRC is providing technical support.

The **Nepal** Red Cross Society is commencing a similar review this month and advanced discussions have taken place between the National Societies and authorities in **Afghanistan**, **Bangladesh, Kiribati, Pakistan,** the **Philippines** and **Vanuatu** about commencing projects in 2010, with the support of the IFRC. Discussions have also begun along similar lines with several governments in Central Asia, including **Kazakhstan** and **Tajikistan**.

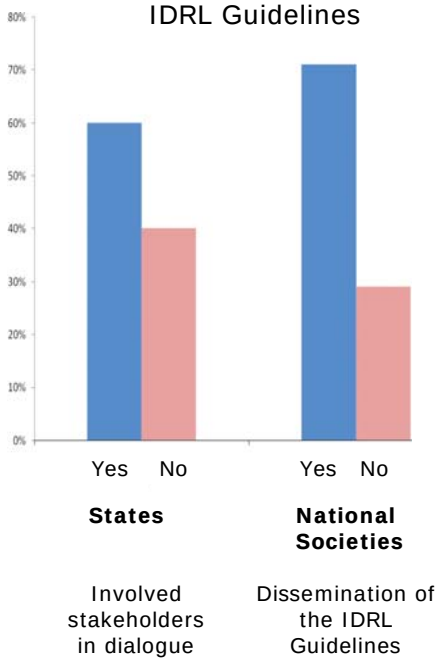
In Europe, the National Societies of **Austria**, **Bulgaria**, **France**, **Germany**, the **Netherlands** and the **United Kingdom** have joined the IFRC and their national civil protection officials in a project to review their national laws, as well as EU-level regulations. This project, scheduled for completion in 2010, has taken on additional relevance in light of the imminent adoption of the Lisbon Treaty, with its mandate for the promotion of "swift, effective operational cooperation" in disaster response within the EU.

Likewise, in **Norway**, the Ministry of Justice, with the support of the Norwegian Red Cross, is coordinating a multi-ministerial review of national law in light of the IDRL Guidelines. In **Serbia**, the Serbian Red Cross has been providing advice concerning the IDRL Guidelines to national authorities this year in connection with draft disaster management legislation currently being developed.

Dissemination and dialogue

In addition to the above, many states and National Societies have undertaken more informal dialogues and dissemination efforts concerning the IDRL Guidelines. As illustrated in Figure 3, 24 (60%) of the state respondents to our survey indicated that they had involved other national stakeholders, including their National Societies, in dialogue about the Guidelines. Respondents noted that they had involved a variety of ministries, including interior, foreign affairs, environment and education. They had also encouraged the participation of international actors, including the IFRC but also OCHA and ISDR.

Figure 3
Disseminating the IDRL Guidelines



For their part, 50 (71%) of the National Society respondents stated that they had disseminated the Guidelines to relevant actors in their countries. A large number of them reported raising attention to the Guidelines in disaster management forums with governmental officials and other stakeholders. Several reported having disseminated them among non-governmental and community organizations in their countries. In addition, the National Societies of **Australia, Canada, Finland, Laos, Indonesia, Ireland, Philippines, Sierra Leone, Singapore, Sweden and Vietnam** reported having organized dedicated IDRL workshops for their authorities and others.

To support National Societies in their dissemination, the IFRC has assisted in many of the above workshops and produced information and presentation materials. The IFRC and its members have also translated the Guidelines into over a dozen languages thus far, including Arabic, Chinese, English, French, Greek, Japanese, Khmer, Lao, Mongolian, Russian, Serbian, Spanish, and Vietnamese.

Progress at the regional level

As mentioned above, Resolution 4 encouraged states to make use of the Guidelines as the basis for regional agreements. They also encouraged states, National Societies and the IFRC to bring the Guidelines to the attention of regional organizations. Eighteen (45%) of the state respondents to the survey indicated that they had raised the Guidelines in a regional or global forum.

Africa

While not directly referring to the Guidelines, the **African Union**'s (AU) recently adopted "Convention for the Protection and Assistance of Internally Displaced Persons in Africa" commits signatories to be prepared to coordinate international relief, to request it when their own resources are insufficient in the wake of disaster, and to "allow rapid and unimpeded passage of all relief consignments, equipment and personnel to internally displaced persons," including those displaced by disaster. The treaty also requires states to implement its various obligations into domestic law. The IDRL Guidelines should be useful to African parties in filling in the technical details about how to meet these broad obligations.

At the sub-regional level, an October 2009 high-level meeting of emergency management officials organized by the Southern African Development Community (**SADC**) called on SADC member to "explore the incorporation" of the IDRL Guidelines into their domestic laws. Likewise, in Western Africa, the IFRC and the Economic Community of West African States (**ECOWAS**) are currently finalizing arrangements to cooperate in a range of areas, including the promotion of the IDRL Guidelines.

Within the Movement, African National Societies reiterated their commitment to promote the IDRL Guidelines as part of the "Johannesburg Commitment", issued after the 7th Pan-African Conference of the Red Cross and Red Crescent in October 2008.

Americas

In the Americas, a strong pre-existing network of sub-regional organizations dedicated to disaster cooperation continues to address several of the issues raised in the Guidelines. These include the Coordination Centre for the Prevention of Natural Disasters in Central America (**CEPREDENAC**), which has promoted a successful model of institutional arrangements for facilitating international relief called "Coordination Centres for Humanitarian Assistance." Likewise, the newly-renamed Caribbean Disaster Emergency Management Agency (**CDEMA**) has provisions in its agreement to address certain regulatory issues in inter-state disaster operations. Both CEPREDENAC and

CDEMA have recently requested formal presentations from the IFRC to member states on the IDRL Guidelines to see how they may be relevant to their work.

In addition, the Andean Committee for Disaster Prevention and Relief (**CAPRADE**) included a brief reference to the IDRL Guidelines in the first edition of its regional "Operational Guide for Mutual Assistance in Natural Disasters" published last year and discussions are currently taking place about a more extensive use of the Guidelines in a future edition. It has also been reported that the newly-created "Specialized Meeting on Disaster Risk Reduction, Civil Defense, Civil Protection and Humanitarian Assistance" of Common Market of the South (**MERCOSUR**) states has raised the Guidelines in initial meetings.

At the regional level, the formerly moribund "Inter-American Convention to Facilitate Disaster Assistance" of 1991 has begun to draw attention again (thanks in part to the discussions around the Guidelines), with the recent accession of the Dominican Republic and calls in some regional forums for modernizing its language.

Along these lines, in June 2009, the Organization of American States' (**OAS**) General Assembly adopted a resolution calling for a "process of joint assessment of existing legislative and coordination mechanisms in the natural disaster and humanitarian assistance areas, which takes into account coordination efforts that can be made by the Organization, and to consider the advisability of updating them."[5]

In September 2009, the Government of Brazil and the United Nations' Office for the Coordination of Humanitarian Affairs (OCHA) convened the "Second Regional Meeting on Enhancing International Humanitarian Partnerships" in Florianopolis, Brazil. Nineteen governments joined in the "Declaration of Florianopolis," which called on governments to "take stock of the existing legal and institutional mechanisms, as appropriate, for facilitating and regulating inter-

[5] OAS GA Res. 2492 (XXXIX-O/09) Existing Mechanisms for Disaster Prevention and Response and Humanitarian Assistance among the Member States (June 4, 2009). On September 25, 2009, the first meeting to respond to this request was convened by the OAS Permanent Council and Permanent Executive Committee of the Inter-American Council for Integral Development in Washington.

national relief, making use, inter alia, of sub-regional manuals, procedures and the Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance."

Most recently, the IDRL Guidelines were also addressed as part of an October 2009 Latin American and Caribbean Economic System (**SELA**) seminar on regional disaster cooperation. At that meeting, a decision was made to form a working group to examine mechanisms for disaster management cooperation in the Americas.

Asia-Pacific

Soon after the 2004 Indian Ocean tsunami, the Association of South-East Asian Nations (**ASEAN**) adopted a pioneering "Agreement on Disaster Management and Emergency Response," which is scheduled to enter into force at the end of this year. Based on the IDRL Guidelines, ASEAN developed a set of standard operating procedures for applying its agreement. It has also invited the IFRC to provide IDRL advice at its Disaster Management Committee, simulation exercises and high-level conferences.

In July 2008, a meeting of Pacific Islands Applied Geoscience Commission (**SOPAC**) CEOs issued a "call to action" urging member states to take up the IDRL Guidelines, and indicating willingness to collaborate with the IFRC in promoting them. As one follow-up step, SOPAC cooperated with the IFRC to organize a workshop on disaster risk management and IDRL for the authorities of Kiribati in July 2009.

In November 2008, the Asia Pacific Economic Cooperation (**APEC**) Summit adopted a new "Strategy for Disaster Risk Reduction and Emergency Preparedness and Response" which referred to the IDRL Guidelines and contemplated cooperation with the International Federation in assisting member states to make use of them. At the same summit, the governments of Australia and Indonesia announced their plans to create a new regional "Disaster Reduction Facility," which will also devote attention to promoting implementation of these IDRL Guidelines.

In May 2009 the 4th Annual Pacific Disaster Risk Management Partnership Network meeting included a

recommendation to bring IDRL issues forward by supporting "governments to develop or strengthen national laws and policies for enhanced legal preparedness for national and international disaster response."

Most recently, in October 2009, the Asian Development Bank and IFRC cooperated in organizing the "Mekong Forum on Legal Preparedness for Disasters and Health Emergencies" for representatives of governments and National Societies in Southeast Asia. The Forum adopted, as a top priority recommendation, the updating of national laws using the IDRL Guidelines and other instruments.

Europe

In December 2007, the European Union (**EU**) adopted its "European Consensus on Humanitarian Aid" setting out its philosophies and priorities in the humanitarian domain. The Consensus expressly "subscribed" to the IDRL Guidelines. This was reflected as an action point in the "Action Plan" for implementing the Consensus prepared by the European Commission in 2008, which aims at an "improved EU understanding of IDRL and how its implementation can be promoted to facilitate humanitarian operations."

In the meantime, the EU has continued to strengthen its frameworks for disaster management cooperation, including new Council Conclusions on Reinforcing the Union's Disaster Response Capacity adopted in July 2008, and concerning an "European mutual assistance system building on the civil protection modular approach" adopted in December 2008.

As noted above, the IFRC and six EU National Societies are currently cooperating, with the support of the European Commission, in a regional study focused on the IDRL Guidelines, which will produce recommendations for action at the national and regional levels in 2010.

The IFRC has also engaged with the Black Sea Economic Cooperation (**BSEC**) about the IDRL Guidelines, in light of BSEC's several agreements on disaster cooperation, and with the North Atlantic Treaty Organization (**NATO**), which has drawn on the

Guidelines in creating a checklist for its members on cross-border disaster assistance.

Middle East and Northern Africa

As in the Americas, member states of the **League of Arab States** adopted a treaty addressing many of the issues in the IDRL Guidelines (the Arab Cooperation Agreement on Regulating and Facilitating Relief Operations) several decades ago, but have not made much operational use of it. In the wake of the adoption of the IDRL Guidelines in 2007, member states have begun discussing how to revive and modernize their agreement.

Regional Trainings

The IFRC has also collaborated at the regional level with partners, including OCHA and the UN Joint Logistics Centre (now part of the Logistics Cluster), to raise the capacity of National Societies, governments, NGOs and other stakeholders on the IDRL Guidelines and related instruments. Regional workshops have been organized thus far for:

- **Asia** in Kuala Lumpur in November 2008;
- **Western Africa** in Abuja in November 2008;
- **Eastern Africa** in Nairobi in June 2009;
- the **Pacific** in Suva in August 2009;
- **Latin America** in Panama City in September 2009; and
- **Central Asia** in Almaty in October 2009.

Several National Society respondents to the survey indicated that their attendance at one of these workshops had sparked new action at the national level.

Progress at the global level

Both the UN Economic and Social Council (**ECOSOC**) and the UN **General Assembly** have responded positively to the Guidelines. In 2008, the General Assembly adopted three separate resolutions referring to the Guidelines.[6] Resolution 63/139 was typical in

[6] See UN General Assembly Resolutions 63/139(o.p. 8), 63/141 (o.p. 6; and 63/137 (o.p. 5) of 2008. See also ECOSOC Resolutions 2008/36 (o.p. 5) of 2008 and 2009/3 of 2009 (o.p. 5).

"encourag[ing] Member States and, where applicable, regional organizations to strengthen operational and legal frame-works for international disaster relief, taking into account, as appropriate, the Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance[.]"

The Guidelines also served as a significant source of inspiration to the International Law Commission (**ILC**), an expert body of the UN charged with codifying customary international law. Drawing on the Guidelines and other international instruments, the ILC has begun work on what may become a draft global treaty relating to the "protection of persons in the event of disasters." The ILC's progress has been reported to the UN General Assembly's Sixth Committee on several occasions, where a number of state representatives have emphasized the relevance of the Guidelines.

The IDRL Guidelines have been brought forward in other global fora as well. These include the Second Session of the Global Platform on Disaster Risk Reduction (where a side session highlighted examples of national implementation of the Guidelines); the Inter-Parliamentary Union (**IPU**); the International Civil Defense Organization (**ICDO**); the Good Humanitarian Donorship (GHD) forum; and the **Commonwealth** Law Ministers Meeting.

For its part, OCHA has invited the IFRC to integrate its expertise on IDRL into several **UNDAC** preparedness missions (including, as noted above, to Peru but also Bhutan, Cambodia and Papua New Guinea), in country-level contingency planning exercises in Western Africa, as well in a new series of training workshops on international law for current and perspective humanitarian coordinators. The Guidelines have likewise been presented to several humanitarian "clusters" as an important tool for dialogue.

Assessment and next steps

In light of the foregoing, it is fair to say that the IDRL Guidelines have not been forgotten since their adoption in 2007. A good deal of energy is being generated around them in various parts of the world and the pace appears to be quickening. But is it enough?

Mainstreaming

While the unanimous adoption of the IDRL Guidelines at the 30th International Conference granted them a high level of international standing, continued inter-governmental attention to them has been critical to their ongoing viability and influence. As a voluntary standard, the Guidelines can only succeed if states continue to insist that attention be paid to them. The UN ECOSOC and General Assembly resolutions have been important steps in this direction.

Over the long term, the ILC's efforts may bring the spirit animating the Guidelines to a new level, in the form of a global treaty on disaster response. In the meantime, their ongoing mainstreaming into other global forums are helping to ensure that the intellectual capital of the Guidelines – in particular their articulation of best practice in the regulation of relief – will help to inform related initiatives, including inter-agency efforts to improve global disaster cooperation.

At least in the medium term, the uptake of the Guidelines at the regional level will probably be even more important. Regional organizations are increasingly becoming the key fora for states to discuss disaster cooperation at the practical level, as well as important engines for the harmonization of national procedures.

The last two years have seen widespread but still somewhat uneven levels of engagement from regional organizations with the IDRL Guidelines. Over the next two years, the IFRC will redouble its efforts to reach out to relevant organizations, building on its successful partnership with ASEAN as an example.

Implementation

Still, the main aim of the Guidelines is to strengthen national laws. To date, only a handful of new laws have been adopted on the basis of the Guidelines. For some disaster management practitioners – schooled in the necessity of rapid action – this has been a source of some frustration.

On the other hand, if there is one universal truth about lawmaking, it is that it is a slow process. Binding

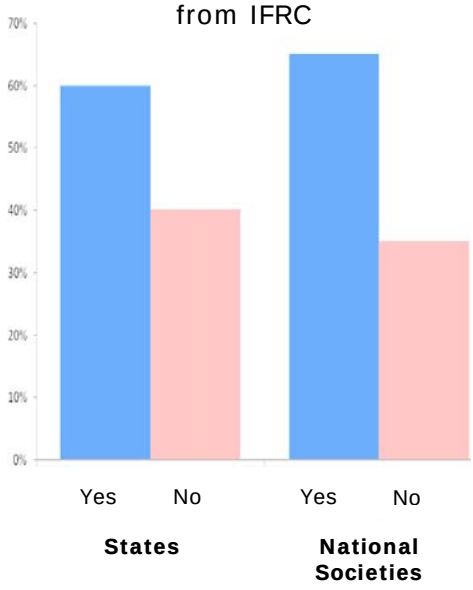
treaties sometimes require many years to achieve significant levels of domestic legislative implementation. The challenge can be even greater for voluntary international norms.

By way of comparison, as of 2007, two years after the adoption of the Hyogo Framework for Action, the ISDR reported that a large number of states were reviewing their legislation on disaster management in light of that instrument, but identified only a few that had already passed new laws.[7] As of 2009, ISDR was able to report a high level of new legislation and policies in place.[8]

It is plain that much more work remains to be done to achieve a similar result for the IDRL Guidelines in an equivalent time period (i.e. before the next International Conference of the Red Cross and Red Crescent in 2011). As noted above, over two dozen domestic review processes are in process or under serious discussion in various parts of the world. These alone will require a great deal of energy and attention from governments and support from National Societies, drawing, as appropriate, on the IFRC secretariat. However, they are not enough. Still more states and National Societies will need to take up the Guidelines – particularly in the most disaster-prone countries – if they are to have the desired effect of improving aid to the most vulnerable.

Our survey shows some encouraging signs that this will be possible. Twenty-eight (70%) of the state respondents and 53 (75%) of the National Society respondents reported having taken at least some steps to follow-up on the International Conference's commitments on the Guidelines.

Figure 4
Additional support from IFRC



IFRC support

As illustrated in Figure 4, large majorities of both types of survey respondent (18 or 60% of the state respondents and 43 or 64% of the National Societies) also indicated their desire for additional support from the IFRC to assist them in moving forward. Their requests varied from technical advice on draft

[7] ISDR, Disaster Risk Reduction: 2007 Global Review (2007), at 38-40.
[8] ISDR, Global Assessment Report on Disaster Risk Reduction (2009), at 122 & appendix 3.

legislation, to assistance in legal analysis, providing informational materials, organizing seminars and briefings, and developing other tools.

For its part, the IFRC remains committed to assisting its members to advise their governments as to how to make the best use of the IDRL Guidelines in their own contexts.

Its capacity to do so, though still modest, is now greater than it was. At the time of the adoption of the Guidelines in November 2007, the IFRC employed three specialized staff members with IDRL expertise. This year, that number grew to six, five of whom are integrated in its decentralized regional structures in Kuala Lumpur, Panama, Nairobi, and Suva. This integration has helped more IFRC field leadership and staff to gain a familiarity with the Guidelines as well.

The IFRC has also benefited from growing partnerships, in particular OCHA, WHO and UNDP, in promoting the IDRL Guidelines at the national, regional and global levels. Strengthening these partnerships and reaching out to other actors, including the non-governmental and academic communities, will be an ongoing priority. Along these lines, the IFRC has launched a new "Disaster Law Working Paper Series" to publish original academic works and is collaborating with groups such as the Norwegian law students' humanitarian action ("HUMAK") campaign to promote attention to IDRL issues.

In addition, in 2010, the IFRC will partner with OCHA, the IPU, and the International Development Law Organization, with support from Allen & Overy other law firms, to develop a model act on the IDRL Guidelines for the use of law-makers. It will also complete a manual for its member societies on legislative advocacy in disaster management and health emergencies and continue to advance its research and knowledge base on legal issues in disasters.

Conclusion

The IDRL Guidelines represent a rare point of global consensus on the mechanics of humanitarian relief. Their central message – that states ought to be prepared for the common problems in disaster cooperation – has struck a common chord from

Southeast Asia to Central America. While not the only instrument to raise this issue, the Guidelines have served as an important impetus for new activity and dialogue.

However, the Guidelines' true impact will only be felt when they are implemented in national laws and used in disaster operations. Given that the numbers and impacts of disasters are on the rise due to the effects of climate change, we can anticipate that this kind of preparation will be immediately useful to many countries – even those that have not traditionally sought international assistance.

Annex 1: Guidelines for the domestic facilitation and regulation of international disaster relief and initial recovery assistance (adopted by Resolution 4, 30th International Conference of the Red Cross and Red Crescent, 2007)

Introduction

1. Purpose and Scope

1. These Guidelines are non-binding. While it is hoped that States will make use of them to strengthen their laws, policies and/or procedures related to international disaster response, as appropriate, the Guidelines do not have a direct effect on any existing rights or obligations under domestic law.

2. They draw from many existing international instruments, including United Nations General Assembly Resolutions 46/182 of 1991 and 57/150 of 2002, the Measures to Expedite International Relief of 1977 and the Hyogo Framework for Action of 2005.

3. Their purpose is to contribute to national legal preparedness by providing guidance to States interested in improving their domestic legal, policy and institutional frameworks concerning international disaster relief and initial recovery assistance. While affirming the principal role of domestic authorities and actors, they recommend minimum legal facilities to be provided to assisting States and to assisting humanitarian organizations that are willing and able to comply with minimum standards of coordination, quality and accountability. It is hoped that the use of these Guidelines will enhance the quality and efficiency of international disaster relief and initial recovery assistance in order to better serve disaster-affected communities.

4. These Guidelines are not intended to apply to situations of armed conflict or to disasters that occur during armed conflicts, or to imply changes in any rules governing relief in those contexts. They are also not intended to recommend any changes to, or affect the meaning or implementation of, any existing international law or agreements, including but not limited to:

a. International humanitarian, human rights and refugee law;

b. The legal personality and status of States, inter-governmental organizations, the International Federation of Red Cross and Red Crescent Societies (International Federation) and the International Committee of the Red Cross (ICRC);

c. International law related to privileges and immunities;

d. The Statutes and regulations of the International Red Cross and Red Crescent Movement (Movement) and existing legal arrangements between the individual components of the Movement and States; and

e. Existing agreements between States or between States and assisting actors.

2. Definitions

For the purposes of these Guidelines,

1. “Disaster” means a serious disruption of the functioning of society, which poses a significant, widespread threat to human life, health, property or the environment, whether arising from accident, nature or human activity, whether developing suddenly or as the result of long-term processes, but excluding armed conflict.

2. “Disaster relief” means goods and services provided to meet the immediate needs of disaster-affected communities.

3. “Initial recovery assistance” means goods and services intended to restore or improve the pre-disaster living conditions of disaster-affected communities, including initiatives to increase resilience and reduce risk, provided for an initial period of time, as determined by the affected State, after the immediate needs of disaster-affected communities have been met.

4. “Goods” means the supplies intended to be provided to disaster-affected communities for their relief or initial recovery.

5. “Services” means activities (such as rescue and medical care) undertaken by disaster relief and initial recovery personnel to assist disaster-affected communities.

6. “Equipment” means physical items, other than goods, that are necessary for disaster relief or initial recovery assistance, such as vehicles and radios.

7. “Personnel” means the staff and volunteers providing disaster relief or initial recovery assistance.

8. “Affected State” means the State upon whose territory persons or property are affected by a disaster.

9. “Assisting State” means a State providing disaster relief or initial recovery assistance, whether through civil or military components.

10. “Originating State” means the State from which disaster relief and initial recovery personnel, goods and equipment begin travel to the affected State.

11. “Transit State” means the State through whose territorial jurisdiction disaster relief or initial recovery assistance has received

permission to pass on its way to or from the affected State in connection with disaster relief or initial recovery assistance.

12. “Assisting humanitarian organization” means a foreign, regional, intergovernmental or international non-profit entity whose mandate and activities are primarily focused on humanitarian relief, recovery or development.

13. “Eligible assisting humanitarian organization” means an assisting humanitarian organization determined to be eligible to receive legal facilities pursuant to Part V by the originating, transit or affected State, as applicable.

14. “Assisting actor” means any assisting humanitarian organization, assisting State, foreign individual, foreign private company providing charitable relief or other foreign entity responding to a disaster on the territory of the affected State or sending in-kind or cash donations.

Part 1: Core responsibilities

3. Responsibilities of affected states

1. Affected States have the primary responsibility to ensure disaster risk reduction, relief and recovery assistance in their territory. National Red Cross and Red Crescent Societies, as auxiliaries to the public authorities in the humanitarian field, and domestic civil society actors play a key supporting role at the domestic level.

2. If an affected State determines that a disaster situation exceeds national coping capacities, it should seek international and/or regional assistance to address the needs of affected persons.

3. Affected States have the sovereign right to coordinate, regulate and monitor disaster relief and recovery assistance provided by assisting actors on their territory, consistent with international law.

4. Responsibilities of assisting actors

1. Assisting actors and their personnel should abide by the laws of the affected State and applicable international law, coordinate with domestic authorities, and respect the human dignity of disaster-affected persons at all times.

2. Assisting actors should ensure that their disaster relief and initial recovery assistance is provided in accordance with the principles of humanity, neutrality and impartiality, and in particular that:

a. Aid priorities are calculated on the basis of need alone;

b. It is provided without any adverse distinction (such as in regards to nationality, race, ethnicity, religious beliefs, class,

gender, disability, age and political opinions) to disaster-affected persons;

c. It is provided without seeking to further a particular political or religious standpoint, intervene in the internal affairs of the affected State, or obtain commercial gain from charitable assistance;

d. It is not used as a means to gather sensitive information of a political, economic or military nature that is irrelevant to disaster relief or initial recovery assistance.

3. To the greatest extent practicable, their disaster relief and initial recovery assistance should also be:

a. Responsive to the special needs, if any, of women and particularly vulnerable groups, which may include children, displaced persons, the elderly, persons with disabilities, and persons living with HIV and other debilitating illnesses;

b. Adequate for the needs of affected persons and consistent with any applicable international standards of quality;

c. Coordinated with other relevant domestic and assisting actors;

d. Provided and conducted in a manner that is sensitive to cultural, social and religious customs and traditions;

e. Carried out with adequate involvement of affected persons, including women, youth and the elderly, in their design, implementation, monitoring and evaluation;

f. Provided by competent and adequately trained personnel;

g. Commensurate with their organizational capacities;

h. Built upon and conducted in a manner that strengthens local disaster risk reduction, relief and recovery capacities and reduces future vulnerabilities to disasters;

i. Carried out so as to minimize negative impacts on the local community, economy, job markets, development objectives and the environment; and

j. Provided in a transparent manner, sharing appropriate information on activities and funding.

5. Additional responsibilities of all States

1. States providing funding to other assisting actors should encourage them to act in a manner consistent with the provisions of paragraph 4.

2. All States should actively encourage members of the public interested in contributing to international disaster relief or initial recovery to make financial donations where possible or otherwise

donate only those types of relief goods expressly requested by the affected State.

6. Responsibilities concerning diversion and the intended use of resources

1. States and assisting humanitarian organizations should cooperate to prevent unlawful diversion, misappropriation, or fraud concerning disaster relief or initial recovery goods, equipment or resources and initiate proceedings as appropriate.

2. Affected States should use funds and relief goods donated to them, and which they have accepted in relation to a disaster, in a manner consistent with the expressed intent with which they were given.

Part II: Early warning and preparedness

7. Early warning

1. In order to minimize transboundary impacts and maximize the effectiveness of any international assistance that might be required, all States should have procedures in place to facilitate the expeditious sharing of information about disasters, including emerging hazards that are likely to cause disasters, with other States and assisting humanitarian organizations as appropriate, including the United Nations Emergency Relief Coordinator.

8. Legal, policy and institutional frameworks

1. As an essential element of a larger disaster risk reduction programme, States should adopt comprehensive legal, policy, and institutional frameworks and planning for disaster prevention, mitigation, preparedness, relief and recovery which take full account of the auxiliary role of their National Red Cross or Red Crescent Society, are inclusive of domestic civil society, and empower communities to enhance their own safety and resilience. States, with the support, as appropriate, of relevant regional and international organizations, should devote adequate resources to ensure the effectiveness of these frameworks.

2. These frameworks should also adequately address the initiation, facilitation, transit and regulation of international disaster relief and initial recovery assistance consistent with these Guidelines. They should allow for effective coordination of international disaster relief and initial recovery assistance, taking into account the role of the United Nations Emergency Relief Coordinator as central focal point with States and assisting humanitarian organizations concerning United Nations emergency relief operations.

They should also clearly designate domestic governmental entities with responsibility and authority in these areas. Consideration should be given to establishing a national focal point to liaise between international and government actors at all levels.

3. Where necessary and appropriate, national governments should encourage other domestic actors with authority over areas of law or policy pertinent to international disaster relief or initial recovery assistance, such as provincial or local governments and private regulatory bodies, to take the necessary steps at their level to implement the Guidelines.

9. Regional and international support for domestic capacity

1. With a view to increasing resilience and reducing the need for international disaster relief and initial recovery assistance, the international community, including donors, regional and other relevant actors, should support developing States, domestic civil society actors and National Red Cross and Red Crescent Societies to build their capacities to prevent, mitigate, prepare for and respond to disasters domestically.

2. The international community should also support developing States to build their capacity to adequately implement legal, policy and institutional frameworks to facilitate international relief and initial recovery assistance. This support should be provided to States in a coordinated manner by the relevant actors.

Part III: Initiation and termination of international disaster relief and initial recovery assistance

10. Initiation

1. Disaster relief or initial recovery assistance should be initiated only with the consent of the affected State and, in principle, on the basis of an appeal. The affected State should decide in a timely manner whether or not to request disaster relief or initial recovery assistance and communicate its decision promptly. In order to make this decision, the affected State should promptly assess needs. Consideration should be given to undertaking joint needs assessments with the United Nations and other assisting humanitarian organizations.

2. Requests and offers for assistance should be as specific as possible as to the types and amounts of goods as well as the services and expertise available or required, respectively. Affected States may also wish to indicate particular types of goods and services likely to be offered that are not needed.

3. Affected States should make available to assisting actors adequate information about domestic laws and regulations of particular relevance to the entry and operation of disaster relief or initial recovery assistance.

11. Initiation of military relief

Military assets should be deployed for disaster relief or initial recovery assistance only at the request or with the express consent of the affected State, after comparable civilian alternatives have been considered. Prior to any such deployment, terms and conditions (including such issues as the duration of deployment, whether they must be unarmed or may be armed, the use of their national uniforms, and mechanisms for cooperation with civilian actors) are to be agreed by the affected and assisting States.

12. Termination

When an affected State or an assisting actor wishes to terminate disaster relief or initial recovery assistance, it should provide appropriate notification. Upon such notification, the affected State and the assisting actor should consult with each other, bearing in mind the impact of such termination on disaster affected communities.

Part IV: Eligibility for legal facilities

13. Facilities for assisting States

It is recommended that transit and affected States grant, at a minimum, the legal facilities described in Part V to assisting States with respect to their disaster relief or initial recovery assistance.

14. Facilities for assisting humanitarian organizations

1. Subject to existing international law, it is the prerogative of originating, transit and affected States to determine which assisting humanitarian organizations will be eligible to receive the legal facilities described in Part V with respect to their disaster relief or initial recovery assistance.

2. It is recommended that States establish criteria for assisting humanitarian organizations seeking eligibility for legal facilities. These criteria should include a showing by the organization of its willingness and capacity to act in accordance with the responsibilities described in paragraph 4 of these Guidelines.

3. Any additional requirements imposed on assisting humanitarian organizations should not unduly burden the provision of appropriate disaster relief and initial recovery assistance.

4. Determination of eligibility by the State granting the facilities should be possible in advance of a disaster, or as soon as possible after its onset. Applicable procedures and mechanisms should be as simple and expeditious as possible. They should be clearly described and information about them should be made freely available. They might include the use of a national roster, bilateral agreements or reliance upon international or regional systems of accreditation, if available.

5. Retention of the legal facilities in Part V should be made dependent on ongoing compliance with the provisions of subsection 2 of this paragraph. However, entitlement to legal facilities should not be changed arbitrarily, retroactively or without notice appropriate to the circumstances.

15. Facilities for other assisting actors

Affected States may also wish to extend, upon request, some of the legal facilities in Part V to assisting actors other than those covered by paragraphs 13 and 14, such as private companies providing charitable relief, provided this does not negatively affect operations of assisting humanitarian organizations or assisting States. Any actor receiving such facilities should be required to abide, at a minimum, by the same conditions described in paragraph 14.

Part V: Legal facilities for entry and operations

It is recommended that States provide the legal facilities described in paragraphs 16-24 to assisting States and eligible assisting humanitarian organizations. It is understood that the granting of these facilities will be subject to the interests of national security, public order, public and environmental health, and public morals of the concerned affected, originating and transit States. Measures to protect such interests should be tailored to the exigencies of the specific disaster and be consistent with the

humanitarian imperative of addressing the needs of affected communities. Where specific facilities recommended here are within the competence of authorities other than the national government, the national government should, where possible and appropriate, encourage those authorities to provide the relevant facilities to assisting States and eligible assisting humanitarian organizations.

16. Personnel

1. With regard to disaster relief and initial recovery personnel of assisting States and eligible assisting humanitarian organizations, affected States should:

a. Grant visas and any necessary work permits, ideally without cost, renewable within their territory, for the time necessary to carry out disaster relief or initial recovery activities;

b. In disaster relief operations, waive or significantly expedite the provision of such visas and work permits;

c. Establish expedited procedures for temporary recognition of professional qualifications of foreign medical personnel, architects, and engineers, driving licences and other types of licence and certificate that are necessary for the performance of disaster relief or initial recovery functions and that have been certified as genuine by the concerned assisting State or eligible assisting humanitarian organization, for the time necessary to carry out disaster relief or initial recovery activities;

d. Facilitate freedom of access to and freedom of movement in and from the disaster affected area, bearing in mind the safety of disaster relief and initial recovery personnel.

2. Upon request, originating and transit States should likewise waive or promptly issue, ideally without cost, exit or transit visas, as appropriate, for the disaster relief and initial recovery personnel of eligible assisting humanitarian organizations.

3. Assisting States and eligible assisting humanitarian organizations should consider to what degree disaster relief and initial recovery objectives can be met through hiring local staff.

17. Goods and equipment

1. With regard to disaster relief and initial recovery goods and equipment exported or imported by, or on behalf of, assisting States and eligible assisting humanitarian organizations, originating, transit and affected States should:

a. Exempt them from all customs duties, taxes, tariffs and governmental fees;

b. Exempt them from all export, transit, and import restrictions;

c. Simplify and minimize documentation requirements for export, transit and import;

d. Permit re-exportation of any equipment or unused goods which the assisting

e. State or assisting humanitarian organization owns and wishes to retain.

2. With regard to disaster relief goods and equipment only, originating, transit and affected States should additionally:

a. Waive or reduce inspection requirements; where waiver is not possible, clear relief goods and equipment rapidly and as a matter of priority, through a preclearance process where feasible; and

b. Arrange for inspection and release outside business hours and/or at a place other than a customs office, as necessary, to minimize delay, in accordance with the safety regulations of the affected State. Assisting States and eligible assisting humanitarian organizations should respect any routes and delivery points prescribed by the affected State.

3. In order to benefit from the above facilities, assisting States and assisting humanitarian organizations should, in accordance with agreed international standards, appropriately pack, classify and mark disaster relief and initial recovery goods and equipment, and include detailed manifests with each shipment. They should additionally inspect all such goods and equipment to ensure their quality, appropriateness for the needs in the affected State, and conformity with the national law of the affected State and international standards.

4. Assisting States and eligible assisting humanitarian organizations should assume responsibility for removing or disposing of any unwanted and unused disaster relief and initial recovery goods, particularly if they may pose a threat to human health or safety, or to the environment.

18. Special goods and equipment

In addition to the facilities described in paragraph 17:

1. Affected States should grant temporary recognition to foreign registration and plates with regard to vehicles imported by assisting States and eligible assisting humanitarian organizations or on their behalf in disaster relief and initial recovery assistance.

2. Affected States should waive or expedite the granting of any applicable licences and reduce any other barriers to the use, import or export of telecommunications and information technology equipment by assisting States and assisting humanitarian organizations, or on their behalf, in disaster relief and initial recovery assistance. Without discrimination against or negative impact to domestic relief actors, affected States should also grant (or, where appropriate, encourage other domestic actors to grant) assisting States and eligible assisting humanitarian organizations priority access to bandwidth, frequencies

and satellite use for telecommunications and data transfer associated with disaster relief operations.

3. Originating, transit and affected States should reduce legal and administrative barriers to the exportation, transit, importation and re-exportation of medications and medical equipment by assisting States and eligible assisting humanitarian organizations, or on their behalf, in disaster relief and initial recovery assistance, to the extent consistent with public safety and international law. Assisting States and eligible assisting humanitarian organizations should take all reasonable steps to ensure the quality, appropriateness and safety of any such medications and equipment and in particular:

a. Any medications they import should be approved for use in the originating and affected States;

b. Medications they use in their own operations should be:

   i. transported and maintained in appropriate conditions to ensure their quality and;

   ii. guarded against misappropriation and abuse.

c. Any medications they donate for use by others in the affected State should be:

   i. at least 12 months from their expiry date upon arrival, unless otherwise agreed by the receiving authorities;

   ii. transported and maintained in appropriate conditions to ensure their quality until they reach the affected State; and

   iii. appropriately labelled in a language understood in the affected State with the International Nonproprietary Name or generic name, batch number, dosage form, strength, name of manufacturer, quantity in the container, storage conditions and expiry date.

4. Originating, transit and affected States should consider whether normal requirements regarding fumigation and prohibitions and restrictions on food imports and exports by assisting States and eligible assisting humanitarian organizations in disaster relief operations can be modified or reduced.

19. Transport

1. Originating, transit and affected States should grant, without undue delay, permission for the speedy passage of land, marine and air vehicles operated by an assisting State or eligible assisting humanitarian organization, or on its behalf, for the purpose of transporting disaster relief or initial recovery assistance and, ideally, waive applicable fees.

2. In particular, permission should be granted for overflight, landing and departure of aircraft. Such aircraft should also be authorized to operate within the territory of the affected State as required for the delivery of assistance.

3. Any applicable exit, transit and entry visas for the operating personnel of such transport vehicles should be promptly issued.

20. Temporary domestic legal status

1. Affected States should grant relevant entities of assisting States and eligible assisting humanitarian organizations, upon entry or as soon as possible thereafter, at least a temporary authorization to legally operate on their territory so as to enjoy the rights, inter alia, to open bank accounts, enter into contracts and leases, acquire and dispose of property and instigate legal proceedings, for the purpose of providing disaster relief and initial recovery assistance.

2. Assisting States and eligible assisting humanitarian organizations should also be granted the right to freely bring the necessary funds and currencies in or out of the country through legal means and to obtain legal exchange rates in connection with their disaster relief or initial recovery assistance.

3. Affected States should allow assisting States and eligible assisting humanitarian organizations to legally hire and terminate the contracts of local personnel.

21. Taxation

Affected States should provide exemptions to assisting States and eligible assisting humanitarian organizations from value-added and other taxes or duties directly associated with disaster relief and initial recovery assistance.

22. Security

Affected States should take appropriate measures to address the safety and security of disaster relief and initial recovery personnel of assisting States and eligible assisting humanitarian organizations and of the premises, facilities, means of transport, equipment and goods used in connection with their disaster relief or initial recovery assistance. Assisting States and assisting humanitarian organizations should also take appropriate steps in their own planning and operations to mitigate security risks.

23. Extended hours

Affected States should endeavour to ensure, when necessary, that State-operated offices and services essential to the timely delivery of international disaster relief function outside of normal business hours.

24. Costs

1. The costs of providing international disaster relief or initial recovery assistance pursuant to these Guidelines should normally be borne by the assisting State or assisting humanitarian organization. However, assisting States may agree in advance with the affected State for the reimbursement of certain costs and fees, or for the temporary loan of equipment.

2. Affected States should consider, when it is in their power and to the extent possible under the circumstances, providing certain services at reduced or no cost to assisting States and eligible assisting humanitarian organizations, which may include:

a. In-country transport, including by national airlines;

b. Use of buildings and land for office and warehouse space; and

c. Use of cargo handling equipment and logistic support.

Annex 2: IDRL survey respondents

States

- **Americas**: Argentina, Canada, Colombia, Costa Rica, Dominican Republic, Guatemala, Mexico, USA
- **Asia**: Afghanistan, Brunei, Cambodia, Indonesia, Japan, Lao Democratic Republic, Mongolia, Philippines, Republic of Korea
- **Eastern Europe & Central Asia**: Armenia, Bulgaria, Kazakhstan, Kyrgyzstan, Lithuania, Poland, Tajikistan, Turkey
- **Middle East and Northern Africa**: Egypt, Oman, Syria
- **Pacific**: Kiribati, New Zealand, Palau
- **Sub-Saharan Africa**: Kenya, Seychelles
- **Western Europe**: Belgium, Finland, Germany, Liechtenstein, Spain, Sweden, United Kingdom

National Societies

- **Americas**: Argentina, Bolivia, Colombia, Costa Rica, El Salvador, Honduras, Panama, USA
- **Asia**: Bangladesh, Cambodia, India, Indonesia, Japan, Laos, Malaysia, Maldives, Mongolia, Myanmar, Nepal, Pakistan, Republic of Korea, Thailand, Timor Leste
- **Eastern Europe & Central Asia**: Armenia, Bulgaria, Estonia, Kazakhstan, Kyrgyzstan, Lithuania, Poland, Serbia, Tajikistan, Turkey, Turkmenistan, Ukraine, Uzbekistan
- **Middle East and Northern Africa**: Egypt, Israel, Kuwait, Lebanon, Qatar

- **Pacific**: Australia, Fiji, Micronesia, New Zealand, Palau, Papua New Guinea

- **Sub-Saharan Africa**: Burundi, Namibia, Niger, Seychelles, Sierra Leone, Tanzania

- **Western Europe**: Austria, Belgium, Cyprus, Czech Republic, Denmark, France, Germany, Greece, Iceland, Ireland, Liechtenstein, Monaco, Netherlands, Norway, Sweden, Switzerland, United Kingdom

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