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Disaster Law Programme Annual Report - 2014

 International Federation
of Red Cross and Red Crescent Societies

Global (G00253)

Asia-Pacific (P50033)

Africa (P60013)

Americas (P42068,

P42095, PHT065,

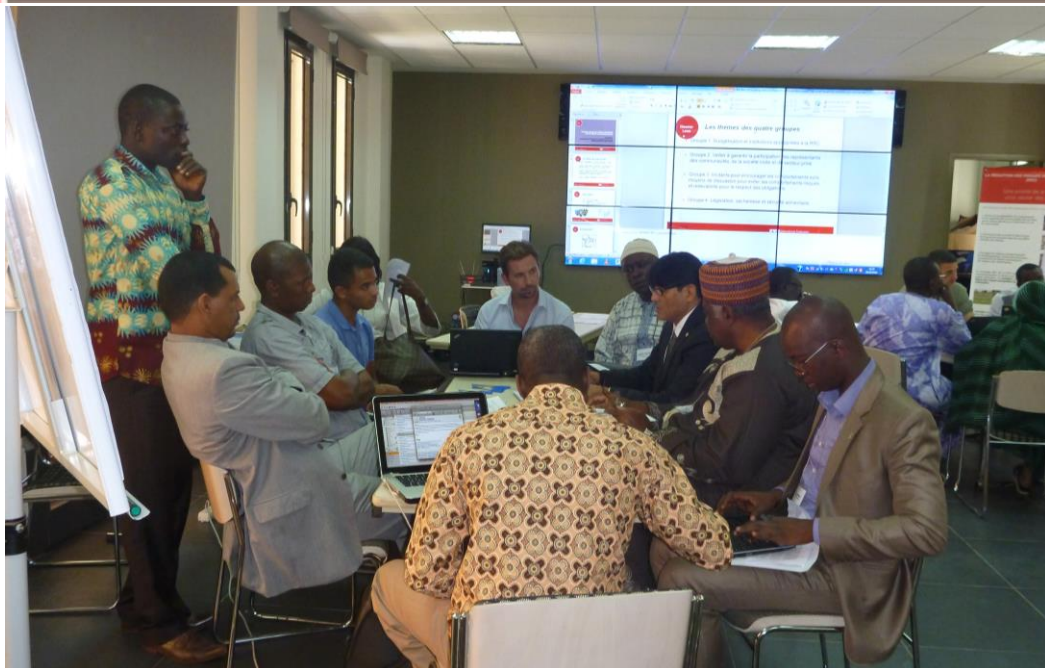
PDO032, P46039)

26 April 2015

**This report covers the
period:**

01/01/2014 to 31/12/2015

*Participants at the West African
regional workshop on risk
reduction and law conferring in
Dakar. (Oct. 2014)*



Overview

During the reporting period, the International Federation of Red Cross and Red Crescent Societies' (IFRC) Disaster Law Programme (DLP) continued its work promoting legal preparedness for disasters. Pursuant to mandates assigned to the IFRC at the [28th](#), [30th](#), and [31st](#) International Conferences of the Red Cross and Red Crescent, the programme focused on the following main goals:

- (1) Improve legislation and normative instruments on disaster management
- (2) Strengthen regional and global systems for disaster management
- (3) Improve the management of IDRL issues in disaster operations
- (4) Establish expanded and permanent capacity of the RC/RC in disaster law
- (5) Grow the international knowledge base and toolkit on key disaster law issues
- (6) Achieve appropriate visibility for disaster law issues, particularly in humanitarian and academic fora.

Top outcomes from the DLP's efforts during the reporting period include:

- Adoption of new disaster management acts drawing in part on IFRC/National Red Cross Society recommendations in Burkina Faso, Mozambique, and the Seychelles as well as new standard operating procedures in the Cook Islands.
- Adoption of the "Model Act on the Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance" by the Commonwealth of Independent State's Inter-Parliamentary Assembly as its own model.

- Finalization of the NATO model liability agreement for relief personnel, which was developed with DLP technical support.
- Adoption of several regional outcome documents reflecting DLP input.

Major activities included:

- Finalization and publication of 29 desk studies, 5 new case studies, and a global synthesis report on legislation and disaster risk reduction, undertaken jointly with UNDP, with major launch events organized in Bangkok, Berlin, Geneva, New York and Washington.
- Support for ongoing National Society' technical assistance projects on international disaster response laws, rules and principles (IDRL) in 30 countries, provision of ad hoc advice on draft legislation or rules in 7 others, commencement of law and urban risk projects in several cities and participation in a "Disaster Response Dialogue Learning Review" mission in the Philippines.
- Publication of IDRL research reports for 6 countries and of a report on regulatory barriers to shelter on one more.
- Organization of 12 workshops or information sessions at the country level, 5 at the regional level, and two global-level courses for policy-makers, practitioners and academics.
- Provision of input into 15 resolutions, agreements or outcome documents at the global and regional level.
- Launch of a new academic interest group on disaster law in the Americas.

Financial situation

The following chart summarizes the financial situation of the DLP at the global level and in each of the four Zones where a specific budget code was developed for DLP activities. Note that these figures will also be separately reported by the Zones in their overall reporting on activities in their regions. Figures are listed in Swiss Francs.

DLP (level)	2014 budget	Coverage (% of budget)	Expenditure (% of budget)
Geneva (global)	907,102	804,504 (89%)	699,284 (77%)
Africa Zone	816,056	503,786 (62%)	447,968 (55%)
Americas Zone	583,586	633,391 (109%) ¹	496,789 (85%)
Asia-Pacific Zone	553,559	491,072 (89%)	428,644 (77%)
Totals	2,860,303	2,432,753 (85%)	2,072,684 (72%)

Programme donors for the reporting period (by order of investment) included the European Union, the Australian Government and Red Cross Society, the Canadian Government and Red Cross Society, the Swiss Government, the German Government, the British Government and Red Cross Society, the Norwegian Government and Red Cross Society, the American Red Cross Society and the Japanese Red Cross Society.

¹ By agreement with the donor, this excess coverage against the budget will be spent in the following year.

Working in partnership

In each of the countries where the DLP engaged in technical assistance projects, it worked with the National Red Cross or Red Crescent Society concerned as well as with the relevant authorities. The DLP also cooperated with other departments of the IFRC in research and advocacy projects, at the Zone, regional and country offices. Externally, the DLP continued to cooperate closely with key global agencies, including the United Nations Development Programme (UNDP) the UN Office for the Coordination of Humanitarian Affairs (OCHA) and the World Customs Organization (WCO). It built its cooperation with a large range of regional organizations, including the African Union (AU), the Association of Caribbean States (ACS), the Association for South-East Asian Nations (ASEAN), the Central American Coordination Centre for the Prevention of Disasters (CEPREDENAC), the East Africa Community (EAC), the Inter-Governmental Authority on Development (IGAD), the Union of South America Countries (UNASUR) and the Pacific Islands Forum (PIF) among others.

Progress towards outcomes

The DLP contributes to IFRC Secretariat Business Lines 1, 2, 3 and 4 (raise humanitarian standards; grow services for vulnerable people; strengthen the specific Red Cross Red Crescent contribution to development; heighten Red Cross Red Crescent influence and support for our work).

Outcome 1: Technical support by the IFRC and NSs results in new domestic laws, policies, and/or procedures

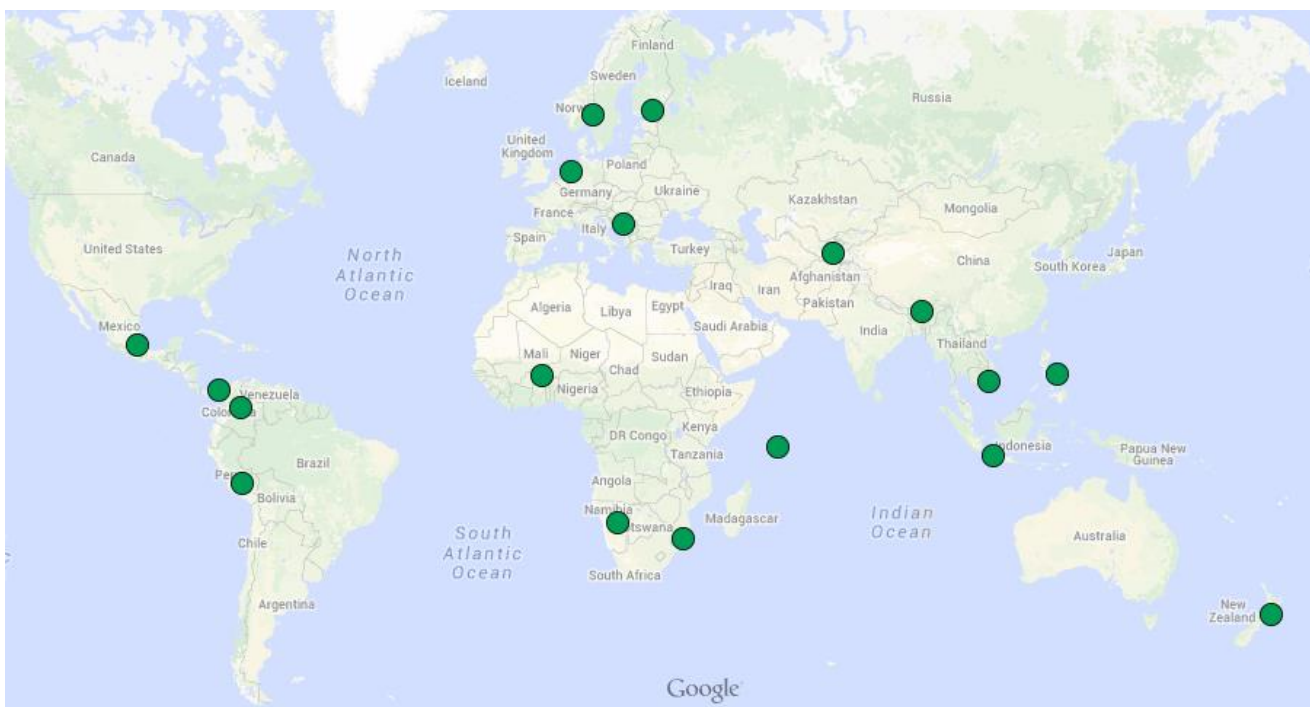
Adopted laws or rules

During the reporting period, [Burkina Faso](#), [Mozambique](#) and the [Seychelles](#) adopted new national disaster management acts incorporating advice from their National Red Cross Societies and the IFRC. In the case of Mozambique, this advice was in the form of a formal [technical assistance project](#) completed in 2012. In Burkina Faso and the Seychelles, advice was provided directly on draft legislation. All three of the new acts include sections on international disaster assistance, requiring the development of detailed regulations. The Seychelles also incorporated advice related to disaster risk reduction. The National Societies and IFRC will continue to support authorities with regard to the development of the detailed regulations foreseen by the acts.

Likewise, in the **Cook Islands**, the National Council adopted new “standard operating procedures” for managing incoming disaster assistance based on advice emerging from a project by the Cook Islands Red Cross. Legislative enhancements to better integrate institutional efforts on disaster risk management and climate change adaptation drawing on advice from the National Society are still pending.

This brings the global total of [countries that have adopted new domestic rules or laws drawing on the IDRL Guidelines](#) since 2007 to 18. The IFRC is aware of pending bills in a further 15 countries.

Laws or rules adopted to date drawing on the IDRL Guidelines



Technical support at the country level

Africa



Sierra Leone IDRL report launch, Freetown, January 2014



Meeting between the Madagascar RC, IFRC and government officials, November 2014

In **Gambia**, the IFRC supported the Gambia Red Cross with a project to support its government in assessing its rules and procedures on IDRL in May. Consultative [workshops](#) were organized in May and June as well as three trainings for Assembly members and various government agencies, and external partners in September and October. A research report with recommendations was being completed as of the end of the year.

In **Kenya**, a similar project begun in 2013 continued in the reporting period, with consultations on a draft report and recommendations for strengthening existing law and policy with regard to international disaster assistance. The report was nearly complete at the end of the year. In addition, the IFRC supported the Kenya Red Cross in several activities designed to strengthen legislation on disaster risk reduction. These included a research project on legal issues related to urban risk in Nairobi as well as processes to develop county-level legislation for disaster management in 3 counties. Thus far, the latter effort has resulted in the adoption of the first Nairobi County Fire and Disaster Management Bill in December 2014.

In **Madagascar**, a technical support law [project](#) focusing both on IDRL and on disaster risk reduction legislation began in November 2014. In December, a one-day disaster law workshop was held in Antananarivo. The aim of this workshop was to launch the IFRC case study on "[How Law and Regulation Supports Disaster Risk Reduction in Madagascar](#)" and to train the prospective taskforce of the IDRL project on the subject matter of IDRL and law and DRR. The Malagasy Red Cross also provided technical support to the authorities on the development of Madagascar's draft National Strategy for Risk Reduction drawing on the findings of the case study report and the draft Checklist on law and disaster risk reduction.

In **Malawi**, a project on IDRL was carried out, with the production of a research report, overseen by a task force that met regularly over the course of the year. The report was being finalized as of the end of the year.

In **Senegal**, the IFRC supported the National Society to undertake a rapid review of existing legislation for disaster risk reduction, drawing on methodology of its global research project. The results of this research was used to provide input to a draft national policy and will form as a starting point for a follow-up project examining law relevant to urban risk issues in Dakar in 2015.

In **Sierra Leone**, the National Red Cross Society and IFRC published an [updated version of the IDRL research report](#) prepared several years ago in order to assist in [more recent efforts](#) to develop disaster management legislation.

Also during the reporting period, the IFRC offered ad hoc advice on draft legislation through National Societies in four countries in Africa (**Burkina Faso, Kenya, Mauritius, Seychelles**). In addition, comments were provided on the African Union Model Act for the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention) and a regional bill on disaster risk management for the East African Community.

Divina Sabino, Project
Officer, Disaster Risk
Management Office of
the Seychelles

“Our new law will reshape disaster risk management in the Seychelles and ensure that international standards are adopted and adhered to.”

Sering Modou Joof,
Deputy Executive
Director of the
National Disaster
Management Agency,
Gambia

“This workshop came at the right time for the country and this will help in the coordination of disaster activities.”

Americas



Peruvian authorities and Red Cross discuss potential new IDRL rules



Costa Rica and Panama Red Cross discuss border issues in relief with relevant officials

In **Bolivia**, work began on a project to assess legislation relevant to urban risk in the capital of La Paz, including dedicated discussions at a [“Forum on Urban Risk”](#) held in November.

In **Colombia**, the IFRC worked in collaboration with the Disaster Risk Management Unit and Colombian Red Cross (CRC) to develop “injects” and scenarios on IDRL that were used during a bi-national disaster simulation concerning Colombia and Ecuador. In addition, with support from the CRC, the Colombian government established a permanent [“IDRL Committee”](#) and a “Legal Advisory Commission” responsible to advise on the strengthening of the legal framework for international disaster operations in the country. The IFRC, CRC and Colombian government also developed a cooperation agenda for the implementation of IDRL in the country and regionally.

In **Costa Rica** and **Panama**, the IFRC supported the National Societies in their promotion of strengthened [bi-national arrangements](#) between the countries to facilitate trans-border pre-hospital assistance. After high-level discussions with the authorities in the capitals, a visit to the border was organized to foster discussions with local authorities and develop a plan of action. Operational procedures were finalized between the two National Societies for mutual trans-border assistance. Research relevant to the facilitation and regulation of international disaster assistance started in Panama. The IFRC also participated in an [INSARAG regional simulation](#) exercise that took place in Costa Rica by developing “injects” that were used during the exercise. The IFRC provided recommendations on IDRL to the government authorities at the end of the simulation.

In the **Dominican Republic**, the IFRC supported the National Society in undertaking research and consultations on how to codify rules and procedures related to international disaster assistance, drawing on the experience of the Haiti earthquake. The report was drafted in 2014 and will be published in 2015. The IFRC also supported [bi-national arrangements](#) between the National Societies and Governments of the Dominican Republic and Haiti for future disasters through dedicated workshops and the development of joint action plans.

In **Ecuador**, work began on a project to assess national laws and procedures relevant to the provision of post-disaster shelter. Work continued on the implementation of the recommendations of the IDRL report published in December 2013. A taskforce comprised of government representatives, the Red Cross and United Nations actors was established. Work began on the drafting of an IDRL law.

In **Guatemala**, the IFRC and Guatemala Red Cross [supported authorities](#) in the drafting of a new law for the facilitation and regulation of humanitarian assistance, with very detailed provisions on regulating international assistance. The draft law is currently pending in parliament.

In **Haiti**, ongoing support was provided to the Haiti Red Cross through in-country delegates to provide research and advice to the authorities in strengthening national legal and policy frameworks for disaster management. This included advice on [draft customs regulations](#) related to incoming relief for unregistered responders, work on the development of a “multi-agency” cell for handling the clearance of incoming relief goods, participation in several working groups with relevant officials, including one concerned with customs issues and another focused on land rights questions in recovery. The IFRC advanced two research reports on law and disaster risk reduction and addressing regulatory barriers to shelter, both to be launched in 2015.

In **Honduras** and **El Salvador**, research visits were undertaken to assess national laws and procedures relevant to post-disaster shelters. Results from the research will be published in 2015.

In **Paraguay**, a preliminary research and report on IDRL was completed by Paraguay Red Cross volunteer. Moreover, the Chamber of Deputies adopted a draft statute prepared with support from the National Society relating to the status of the Paraguay Red Cross and also including provisions relevant to the facilitation of further cross-border Red Cross disaster assistance.

In **Peru**, the National Society provided support to its authorities in the drafting of a [new decree](#) regulating international disaster assistance, which was also pending as of the end of the year.

Ad hoc advice was further provided on draft legislation in **Chile** and **Trinidad and Tobago** and preparations were undertaken for future IDRL projects in **Cuba** and **El Salvador** as well as a project related to flood resilience and legislation in **Mexico** (as part of a larger set of activities related to the partnership between Zurich Insurance, Mexican Red Cross and IFRC).

Luis Juarez, Head of
Customs Office for
Paso Canoas, Costa
Rica

“The Red Cross Societies spare no effort to provide ambulance services and do everything they can to save a life. From our side we want to support them with accelerated clearance.”

H.E. Roxana Baldetti,
Vice-President of
Guatemala

“The Guatemalan Red Cross and the International Federation of Red Cross and Red Crescent Societies have constituted fundamental pillars in [the law-making] process, not only through the financial support, but through technical assistance and by providing valuable comments and recommendations to improve the content of the draft law.”

Asia-Pacific



A workshop on IDRL issues in Ulaanbaatar, March 2014



High-level discussion on disaster law in Myanmar, May 2014

In **Afghanistan** a [study](#) regarding the national legal framework for managing international disaster response was finalized in April following research and consultations undertaken in 2013. The study found a number of strengths in existing law and procedures, particularly the National Disaster Management Law of 2012, which includes a number of provisions on this issue. However, there were also some gaps, potentially to be addressed by new legislation.

In **China**, the IFRC, Chinese Red Cross and UNDP organized a roundtable workshop in Beijing concerning DRR and law in January and initial research was undertaken on the national legal framework for disaster risk reduction.

In **Indonesia**, a great deal of progress has been made in previous years in implementing the recommendations of the IDRL Guidelines, including through provisions in its disaster management law, regulations and national guidelines. In June, the Indonesian Red Cross and IFRC published a [study of the impact of these new rules](#) looking to the experience of the Padang earthquake in West Sumatera Province in 2009 and the Mount Merapi eruption in 2010. While the international response to these disasters was far more modest than that experienced after the 2004 tsunami, they offered a first test of the new systems. The study found that the advances had improved coordination and processing of international assistance, but that additional improvement could be made for the future, in particular in consolidating information and increasing dissemination about the new rules.

In **Mongolia**, the IFRC and Mongolian Red Cross (MRC) provided support to the authorities in considering amendments to its 2003 Law on Disaster Protection. A draft chapter on international assistance was prepared, drawing on Red Cross advice and a [dedicated consultation workshop](#) convened in March. In the course of the year, MRC also began work to provide advice on support on issues related to disaster risk reduction in this and other laws.

In **Nepal**, the IFRC and the Nepal Red Cross [published an assessment](#) of the potential regulatory barriers for providing emergency and transitional shelter in the event of a future disaster. The report was launched at a [workshop](#) hosted by the Department of Urban Development and Building Construction in Kathmandu in June.

In **Pakistan**, a [study](#) was published in July examining the country's legal framework for facilitating and regulating international disaster relief. As in the case of Afghanistan, this study found a number

of strengths in the existing legal framework as well as the practice of “No Objection Certificates”, which provide for the waiver of customs duties and taxes on the import of procured and donated relief goods. Again, however, certain gaps were noted, which might be best addressed in new national level guidelines

In **Thailand**, the National Society organized its first [national workshop](#) on IDRL in November, gathering over sixty representatives from Thai government ministries, the Armed Forces, Thai Red Cross, the United Nations, academia and civil society organisations.

In **Vietnam**, the IFRC supported a “study exchange” visit of officials and representatives from the Red Cross from **Laos** to learn, among other things, the experience and challenges faced by Vietnam in the development of its new disaster management act.

Work was also ongoing as of the end of 2014, on legal studies in **Bangladesh**, the **Philippines**, **Samoa** (where an related consultation workshop was held in December) and **Tonga**. Ad hoc advice was provided on draft legislation in **Myanmar**.

Arun Pinta, Chief of
Foreign Relations,
Department of
Disaster Prevention
and Mitigation,
Thailand

“Large scale disasters like the 2004 tsunami are quite rare for Thailand, compared to other countries in the region...[and] in the past there has not been much pressure to develop legal frameworks for IDRL. But that doesn’t mean we don’t need to be legally prepared.”

T. Badral, Deputy
Chief, Mongolian
National Emergency
Management Agency

“International assistance could be needed at any time, and the legal preparedness of the hosting country is especially important.”

Europe



Edmon Azaryan of Armenian RC discusses law with the Armenian Platform for DRR



Workshop in Warsaw on preparedness for host nation support in disasters

In Western Europe, six National Societies (**Finland, Iceland, Ireland, Italy,² Latvia and Poland**) have been engaged since 2013 in a project to evaluate progress at the national and regional level in implementation of the European Union's "Host Nation Support (HNS) Guidelines", with support from the IFRC. The EU HNS Guidelines themselves were published in 2012, drawing on the IDRL Guidelines and the results of a similar set of studies undertaken in 2009-10 by the National Societies of Austria, Bulgaria, France, Germany, and the United Kingdom.

During the reporting period, all of the National Societies published final versions of their [country studies](#) and a synthesis report was drafted. A common finding among the studies is that very few provisions have been made for receiving disaster assistance from non-EU governments or from non-governmental actors. The project will be completed in the first quarter of 2015.

In **Armenia**, work also commenced on a legal analysis associated with urban risk in Yerevan undertaken by the Armenian Red Cross with support from the IFRC. The project was [launched](#) in October at a meeting of the National Platform on Disaster Risk Reduction.

Edmon Azaryan, Head of Disaster management, Armenian Red Cross

"We hope that this project will give us a better understanding of the existing laws and rules in Yerevan, and what we can be doing to address any gaps as well as increase implementation of what is already out there. Through promoting better awareness and implementation of rights and obligations in the legal framework, we hope to contribute to making Yerevan a safer, more resilient city to live in."

² In the case of Italy, the Italian Red Cross was associated with a project led by the National Societies' academic partners, the Universities of Roma Tre, Bologna, Pisa Sant'Anna and Telenettuno, acting together as the "International Disaster Law Project".

Global tools



Workshop on law and disasters in Toluca, November 2014



Workshop on law and disaster risk reduction in Dakar, October 2014

Responding to suggestions raised during the consultations on the “Model Act on the Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance” in 2012, the IFRC and OCHA continued to collaborate in 2014 on the development of a [model emergency decree](#) on the same topic. The model is intended for countries that have not yet been able to develop the necessary laws and regulations for managing international relief before a major disaster strikes. The draft model was shared widely with partners for comment and will be finalized in 2015.

In addition, following on the recommendations of the 31st International Conference (and drawing on the results of their global study reported below), the IFRC and UNDP are continuing work to develop a [“Checklist on Law and Disaster Risk Reduction”](#) through a process of stakeholder consultations. During the reporting period, the DLP organized regional expert consultation meetings on the checklist in [Abuja](#), [Dakar](#), Kuala Lumpur, [Nairobi](#) and [Toluca](#) (Mexico). The checklist will be completed in pilot form in the first quarter of 2015.

The DLP also provided technical advice to the International Organization on Migration in support of its development of a [“Comprehensive Guide on for Planning Mass Evacuations in Natural Disasters.”](#)

Bernado Castro, Chief
of Cabinet of the
National Office for
Emergencies, Chile

“The Checklist will be very useful at the national level and will help to increase our knowledge in order to produce better laws on this matter.”

Hon. Patricia
Hajabakiga, Member
of the East African
Legislative Assembly

“The Checklist will serve as an important tool in evaluating the draft East African Community Bill on disaster risk reduction.”

Indicators from the 2014-15 Operational Plan	Annual Target	Year to Date Actual	Details
Outcome 1: Technical support by the IFRC and NSs results in new domestic laws, policies, and/or procedures			
1a. # of countries that have adopted new laws, rules or procedures drawing on the IDRL Guidelines	8	4	Mozambique, Burkina Faso, Seychelles, Cook Islands
1b. # of countries that have adopted new laws, rules or procedures including DLP suggestions from IFRC/NSs on DM issues other than IDRL	3	2	Seychelles, Cook Islands
Output 1.1: Technical assistance projects on IDRL			
1.1.a. # of research and recommendation papers completed	12	12	Afghanistan, Dominican Republic, Finland, Iceland, Indonesia, Ireland, Latvia, Pakistan, Paraguay, Poland, Sierra Leone
1.1.b. # of workshops completed	19	12	China, Dominican Republic, Gambia (x2), Kenya, Malawi, Mongolia, Myanmar, Peru, Samoa, Sierra Leone, Thailand
1.1.c. # of training/informational sessions	12	11	Ethiopia, Gambia, Guatemala, Kiribati, Mexico, Myanmar (x2), Philippines, Panama-Costa Rica (border and INSARAG simulation), Senegal
1.1.d. # of instruments drafted (no specific targets)	-	4	Guatemala, Haiti, Kenya, Peru
Output 1.2: Technical assistance projects on DRR/DP			
# of projects completed	2	1	Senegal (China underway)
Output 1.3: Legal components of urban risk projects			
# of projects completed	8	0	(Projects were underway in Dakar, La Paz, Nairobi, & Yerevan)
Output 1.4: Technical assistance projects on regulatory barriers to shelter			
# of projects completed	2	1	Nepal (missions completed to Ecuador, El Salvador, Honduras and Haiti)
Output 1.5: Ad hoc advice provided on draft legislation			
# of draft laws and rules commented on	-	13	Burkina Faso, Chile, Colombia, Haiti, Indonesia, Kenya, Laos, Mauritius, Mongolia, Myanmar, Timor Leste, Trinidad and Tobago, Seychelles
Output 1.6: Checklist for lawmakers on DRR			
Checklist developed Dissemination kit (manual, explanations) developed	1	1	Draft developed and under consultation
Output 1.7: Model act, decree and regulations on IDRL			
Model decree finalized, Model regulations developed	1	0	Draft developed and under consultation

Indicators from the 2014-15 Operational Plan	Annual Target	Year to Date Actual	Details
Output 1.8: Sample TORs and guidance for technical assistance projects on IDRL			
<i>Kit for NSs interested in running their own technical assistance projects developed on IDRL</i>	1	0	In progress
Output 1.9: Internal checklist on law and disaster preparedness			
<i>Checklist developed</i>	-	-	Planned for 2015

Outcome 2: Disaster law advocacy by the IFRC and NSs influences relevant international and regional instruments, organizations and processes



Workshop on law and DRR at the Africa Regional Platform in Abuja, May 2014



Side event on IDRL at the SIDS conference in Apia, September 2014



IFRC SG ElHadj As Sy congratulates the CIS on its model law, November 2014

The IFRC succeeded in positively influencing several global and regional outcome documents adopted during the reporting period to include important messages on disaster law.

At the global level, UN General Assembly resolution [69/243](#) on “international cooperation on humanitarian assistance in the field of natural disasters, from relief to development” and [69/135](#) on “strengthening of the coordination of emergency humanitarian assistance” both welcomed progress in the implementation of the IDRL Guidelines and the support of National Societies and other partners in this respect.

At the regional level, the [Statement of Africa’s Contribution to the Post-2015 Framework for Disaster Risk Reduction](#), which emerged as a product of the African Regional Forum on Disaster Risk Reduction in Abuja in May. The statement asserts, as a first priority: “Policy and appropriate legislation, including regulatory frameworks, have played a significant role in addressing disaster risks in many African countries; these processes should be enhanced, including through parliamentary forums at regional and national levels, and backed by strengthened institutional capacity to enforce legislation.” Likewise, the “[Bangkok Declaration on Disaster Risk Reduction in Asia and the Pacific](#)” issued by the 6th Asian Ministerial Conference on Disaster Risk Reduction, in June commits to “[e]ncourage the development of and the enforcement of laws and regulation to reduce exposure to risk.” The [Communiqué of Guayaquil on Disaster Risk Reduction](#) resulting from a similar conference in the Americas in May, also adopted language on the importance of legal frameworks for disaster risk reduction and disaster management of international operations.

In Eastern Europe and Central Asia, the Commonwealth of Independent States (CIS) Inter-Parliamentary Assembly [formally adopted](#) a model for the consideration of its member for national

legislation on the regulation of international disaster relief. This model drew substantially on the model act published by IFRC/OCHA and the Inter-Parliamentary Union in 2013. As a CIS model, this document will now be promoted among the national legislatures of member states. Likewise, in April, the Collective Security Treaty Organization (CSTO) parliamentary assembly also adopted a resolution calling on its member parliaments to consider the IFRC/OCHA model act.

In terms of ongoing normative processes, the IFRC cooperated with: the United Nations Development Programme (**UNDP**) and World Bank (**WB**) in presenting [joint suggestions](#) related to law and disaster risk reduction for the new “**Sendai Framework**” set to replace the Hyogo Framework for Action; the United Nations Office for the Coordination of Humanitarian Affairs (**OCHA**) and World Customs Organization (**WCO**) to promote potential developments to [the Istanbul Convention](#) on Temporary Admission to modernize its provisions on customs in disaster situations; the Central American System for Integration (**SICA**) on a future regional protocol focused on IDRL as well as on revisions to existing regional customs arrangements to include reference to disaster relief; the Parlamento Centro-Americano (**PARLACEN**) with regard to a resolution on IDRL; and the African Union (**AU**) Peace and Security Department on development of AU Guidelines for Humanitarian and Natural Disaster Support system. The IFRC and National Societies also offered observations on legal and normative issues affecting the global humanitarian system in the context of the regional consultations connected to the **World Humanitarian Summit** in Abidjan in June, Tokyo in July and Pretoria in October, which were taken up in the final outcomes.

Moreover, during the reporting period, the North Atlantic Treaty Organization (**NATO**) finalized a “[Model Technical Arrangement for Liability of Relief Personnel](#)”, on which the IFRC played an advisory role. The model is intended to draw authorities’ attention to potential liability concerns related to state-to-state assistance in the event of a disaster and to provide model contractual clauses to ensure clarity and extend appropriate protections. The IFRC also provided technical support in the development of the **UNASUR**’s mutual cooperation instrument for response to disasters.

The IFRC organized a dedicated side event on IDRL at the [Small Islands Developing States \(SIDS\) conference](#) in September. It also provided presentations on disaster law issues to a number of other inter-governmental meetings, including presentations to an AU Humanitarian Symposium in Nairobi, the [Administrative Committee for the Istanbul Convention](#), the Human Rights Council, the Pacific Islands Forum, Union of South American Nations (**UNASUR**) high-level working group on risk reduction, a “[Disaster Response Dialogue](#)” conference in Manila, and a global [customs conference in Baku](#).

The IFRC also continued to strengthen its external partnerships to promote disaster law. On February 28, the IFRC signed a MOU with the **Pacific Islands Forum** Secretariat to support work to strengthen national policy, institutional and legal frameworks to reduce the risk of disasters, mitigate their effects when they occur and expedite the recovery of our communities. The IFRC also became an official observer of **Pacific Islands Law Officers Network** in light of its ongoing discussions with this body on disaster law issues. A joint action plan was developed between the IFRC and the **ASEAN Coordinating Centre for Humanitarian Assistance**, including cooperation in promoting disaster law. The IFRC also supported the **African Union** in a project to map disaster laws among its member states.

Namulauulu Tautala
Mauala, Secretary
General of the Samoa
Red Cross, at the SIDS
Summit 2014

"We learned from our experience of the 2009 tsunami. Despite generosity from people around the world, we received 20 containers of used winter clothes and shoes that simply couldn't be used in Samoa."

Elyse Mosquini, Senior
Disaster Law Officer,
IFRC, at the Human
Rights Council

"The lack of tenure security experienced by many affected by natural disasters poses an all-too-frequent barrier to the provision of humanitarian shelter and other forms of humanitarian assistance. "

Indicators from the 2014-15 Operational Plan	Annual Target	Year to Date Actual	Details
Outcome 2: Disaster law advocacy by the IFRC and NSs influences relevant international and regional instruments, organizations and processes			
2a. # of new/amended instruments (resolutions, guidelines, etc) that address IDRL issues	5	5	UN GA res 69/243 & 69/135, NATO arrangement, CIS model, CSTO resolution
2b. # of new/amended global/regional instruments taking into account DL suggestions by IFRC/NSs	4	3	African Regional Platform for DRR, Bangkok Declaration, Guayaquil Communiqué
2c. # of IGOs engaged with DL issues	2	4	OCHA, UNDP, WCO, WB
2d. # of regional organizations engaged with DL issues	10	16	ACS, APEC, AU, ASEAN, CEPREDENAC, CIS ECOWAS, EAC, PIF, PILON, PALACEN, NATO, SAARC, SICA, UNASUR, WFS Pacific
Output 2.1: DLP fosters discussion on potential new treaty on IDRL			
# of consultations with relevant stakeholders	6	2	ASIL (Washington), Toluca
Output 2.2: Dedicated DLP workshops organized at the global and regional levels			
# of workshops organized (that are not covered under other outputs)	7	7	Details available on request
Output 2.3: DL presentations to international and regional organizations			
# of presentations provided	10	28	Details available on request
Output 2.4: DL messages proposed for key global and regional resolutions, agreements and initiatives			
# of resolutions/instruments/initiatives for which suggestions are provided	10	9	Details available on request
Output 2.5: DLP supports interested regional organizations in strengthening cooperation on disaster law			
# of regional processes supported	8	9	ACS, AU, ASEAN, CEPREDENAC, CIS, CSO, PIFS, NATO, UNASUR

Indicators from the 2014-15 Operational Plan	Annual Target	Year to Date Actual	Details
Outcome 2: Disaster law advocacy by the IFRC and NSs influences relevant international and regional instruments, organizations and processes			
<i># of regional process specifically on IDRL</i>	5	9	AU, APEC, ASEAN, CIS, CSTO, NATO, PARLACEN, PIFS, UNASUR

Outcome 3: Disaster law support and advocacy by IFRC and NS during international response operations results in better outcomes

There were no emergency deployments of DLP personnel during the reporting period. Planning started for a training process for the deployment roster, to be conducted in early 2015.

Indicators from the 2014-15 Operational Plan	Annual Target	Year to Date Actual	Details
Outcome 3: Disaster law support and advocacy by IFRC and NS during international response operations results in better outcomes			
<i># of operations where disaster law advice is taken up</i>	-	1	DLP input on bunkhouses taken up in the Philippines from prior deployment.
Output 3.1: Disaster law expert deployments in relief operations			
<i># of disaster law experts deployed</i>	3	0	
Output 3.2: Disaster law expert deployment roster			
<i># of disaster law experts trained and included on roster</i>	9	0	
Output 3.3: Web pages on disaster law for operations in selected countries			
<i># of countries featured in web pages</i>	14	7	Afghanistan, Indonesia, Nepal, Pacific, Pakistan, Philippines, Vietnam

Outcome 4: National Societies, the IFRC, and key partners achieve greater capacity for their work in disaster law



Training for missions to the African Union in Addis Ababa, March 2014



Role play at Nairobi disaster law training for National Societies, November 2014



Disaster law short course participants, Sanremo, December 2014

In March, the IFRC co-sponsored a [“Disaster Response Dialogue” training workshop](#) for permanent missions to the African Union in Addis Ababa, focused on providing background information and

fostering discussion on the legal and institutional mechanisms for international disaster assistance. Participants focused in particular on the problem of inappropriate assistance.

In April, the IFRC cooperated with the law faculties of the Universities of Bologna, Roma Tre, Uninettuno and Pisa, Sant'Anna (acting through their "International Disaster Law Project") to co-convene their first annual "**International Disaster Law Course**" targeted to academics and humanitarian practitioners and hosted by the International Institute for Humanitarian Law (IIHL) in Sanremo, Italy. In December, the IFRC collaborated with UNDP to conduct the fourth annual "**Short Course on Law, Legal Protection and Disasters**," also hosted by the IIHL. This latter course, attended by invitation only, was aimed at delegations including governmental officials, Red Cross/Red Crescent representatives and UNDP representatives from selected countries. The IFRC also cooperated with the legal clinic of the University San Francisco of Quito, Ecuador, in the research project on laws and regulations relevant to post-disaster shelters.

The IFRC conducted a dedicated training workshop on disaster law for staff of 10 African Red Cross and Red Crescent Societies from across the continent in Addis Ababa in November. In all, the IFRC provided support to 108 staff and volunteers from 44 National Societies to increase their skills in advocacy related to disaster law. Twenty-five National Societies were directly engaged in legislative advocacy on disaster law during the reporting period, either through their own efforts or by soliciting/submitting input on draft legislation from the IFRC.

The IFRC also supported the integration of disaster law issues into a number of trainings, including the ASEAN AHA Centre 'Excellence' training programme, a UN Civil Military Coordination training, and IFRC "Regional Intervention Team" trainings in Ecuador and Guyana.

Ten partner organizations took part in trainings in disaster law and 1,132 individual completed the introductory online e-training module on IDRL, which is available on the IFRC's learning platform.

Rabii Zenati, Head of Section for Humanitarian Affairs, Ministry of Foreign Affairs, Tunisia (participant in Sanremo Course, December 2014)

"The course is definitely of help to me in future endeavours in connection with DRR. I thank the organizers in particular for the substantive knowledge and the insights provided from operational activities."

Indicators from the 2014-15 Operational Plan	Annual Target	Year to Date Actual	Details
Outcome 4: National Societies, the IFRC, and key partners achieve greater capacity for their work in disaster law			
4a. # of NS whose staff/volunteers have increased their skills in legislative advocacy	29	44	Details available on request
4b. # of NS that have participated in legislative advocacy in disaster law	12	25	Details available on request

Indicators from the 2014-15 Operational Plan	Annual Target	Year to Date Actual	Details
4c. # of partner organizations taking part in trainings	13	46	Details available on request
4d. # of persons taking the DL e-module(s)	110	1,132	
Output 4.1: Training workshops at global and regional levels			
4.1.a. # of global training workshops	2	2	IIHL workshops
4.1.b. # of regional training workshops	7	5	AU DRD workshop, RIT workshops, AHA workshop, Civil Military training
4.1.c. # of persons attending workshops	225	286	
Output 4.2: Country-level training workshops			
# of country-level training workshops	9	-	See Output 1.1
Output 4.3: Legislative advocacy guidance notes			
# legislative guidance notes developed	6	0	Two notes are in development
Output 4.4: Disaster law focal points and peer groups supported			
4.4.a. # of NSs designating a focal point with substantial expertise in disaster law	16	14	Seychelles, Burkina Faso, Cuba, Gambia, Guatemala, Honduras, Kenya, Madagascar, Malawi, Nigeria, Senegal, Sudan, Uganda, Zimbabwe
4.4.b. # of active NS disaster law peer groups	4	3	ALF, ELSG, African legal support group
4.4.c. Support for short term disaster law advisor positions	3	3	Ecuador, Madagascar, Kenya
Output 4.5: Disaster law integrated into other IFRC and partner trainings			
DL module provided through Tata DM course	1	1	
DL integrated into FACT, RDRT/RIT trainings and other meetings	17	9	Training session on IDRL provided to ASEAN AHA Centre 'Excellence' training programme for NDMOs, UN Civil Military Coordination training, ICRC training for African NS, 3 RDRT/RIT trainings (Ecuador, Guyana South Africa), Southeast Asia regional pandemic preparedness workshop, Pacific Regional DRM Forum, National Society leadership training

Outcome 5: New research on disaster law broadens the general knowledge base and facilitates change



Lead author Mary Picard describes the IFRC-UNDP study in Washington



Researcher Paulina Pakjert investigates legal barriers to shelter in Honduras



Researcher Ewan Powrie investigates legal barriers to shelter in Haiti

In June 2014, the IFRC and UNDP launched the results of the largest comparative study of legislation for disaster risk reduction undertaken to date. The study, entitled [*Effective law and regulation for disaster risk reduction*](#), analysed the laws of 31 countries in various parts of the world to explore which elements were most successful, where there are major gaps, and how implementation of key rules has fared in a number of contexts. The study was undertaken jointly by IFRC and the UNDP over a two year period, with the collaboration of dozens of legal experts, volunteers, National Red Cross and Red Crescent Societies and the governments of the countries involved.

The study found that many countries showed real progress in modernizing their legal frameworks to manage risk reduction, but there were also a number of common gaps. These included a widespread tendency to assign major responsibility for the implementation of key safety-related regulations (such as for land use and building codes) to local authorities, without ensuring corresponding funding and expertise. Many disaster risk management laws include only very general and vague provisions on the engagement of communities as well as of civil society organisations, women and marginalised groups. In addition, further work seems to be required to introduce effective early warning systems and risk mapping instruments and particularly to ensure workable mechanisms for accountability, monitoring and review for DRR responsibilities.

As part of the study launch, the IFRC published five new case studies on disaster risk reduction (in Guatemala, Madagascar, New Zealand, Nicaragua and Vietnam) as well as the synthesis report. During the reporting period, four events in Bangkok, New York, Washington and Berlin were held to launch the study's findings. As mentioned above, the results of the study will inform efforts to develop a "Checklist on law and disaster risk reduction" and are also being employed for pilot technical assistance projects in several countries.

The DLP also substantially advanced work on a study on the regulatory barriers to the provision of temporary shelter after the Haiti Earthquake of 2010 and desk studies on potential barriers in El Salvador and Honduras during the reporting period. It is expected that all three will be published in the second quarter of 2015. Moreover, the DLP also initiated research on new focus areas, including disaster preparedness, IDRL issues and costs in recent disasters, nuclear accident preparedness law, and first aid legislation, the results of which will be published in 2015.

Jordan Ryan, then Director of the Bureau for Crisis Prevention and Recovery, UNDP, at the New York launch event

“We were delighted to have the partnership with IFRC on this study. It came from a common interest of the Movement and the UN of making sure that people and governments have the best information possible when it comes to lawmaking.”

Indicators from the 2014-15 Operational Plan	Annual Target	Year to Date Actual	Details
Outcome 5: New research on disaster law broadens the general knowledge-base and facilitates change			
<i>High quality studies well received by relevant disaster management and legal stakeholders</i>	-	6	DRR synthesis study and case studies on Guatemala, Madagascar, New Zealand, Nicaragua and Vietnam
Output 5.1: DRR law research project			
<i>Synthesis study published and disseminated</i>	1	1	See above
Output 5.2: Research on regulatory barriers to shelter			
<i>5.2.a. # regional desk studies of country laws completed</i>	1	0	
<i>5.2.b. # in-depth case studies completed</i>	2	1	Study published on Nepal; reports being prepared for Haiti, El Salvador, Honduras
<i>5.2.c. Synthesis report and recommendations completed</i>	-	-	
Output 5.3: Research on law and disaster preparedness/response			
<i>5.3.a. # of stakeholders surveyed on key issues</i>	182	0	Survey postponed to Q1 2015
<i>5.3.b. Report produced</i>	1	0	Report now planned for 2015
Output 5.4: Research on IDRL issues and costs in recent disasters			
<i># of research reports</i>	2	0	Consultancy was underway during the period
Output 5.5: Revised edition of 2007 desk study on IDRL			
<i>Study revised and published</i>	-	-	Initial research begun
Output 5.6: Research on nuclear accident preparedness law			
<i>Study completed</i>	-	-	Pro bono support secured, planning undertaken
Output 5.7: Research on first aid legislation			
<i>Study completed</i>	1	0	Pro bono support secured and research commenced on 40 countries
Output 5.8: Disaster law database			
<i># of records supplied for the database</i>	200	264	Currently at 1,254 documents

Outcome 6: Disaster law issues receive greater visibility, particularly in humanitarian and academic fora



Manila urban risk conference highlights legal problems, August 2014



Launch of a new academic volume on international disaster law, October 2014



Participants at the JNU disaster law conference, November 2014

Disaster law issues – and the contribution of the Red Cross Red Crescent and its partners – are continuing to gain attention in both humanitarian and academic fora. During this period, fifteen RC/RC, NGO and academic meetings addressed disaster law issues, and seven new courses include modules on disaster law issues. The DLP's events and products also appeared in nearly a dozen media outlets, including [an editorial](#) developed for the Bangkok Post on the occasion of the Asian Ministerial Conference on Disaster Risk Reduction.

The IFRC provided presentations and information on disaster law at the IFRC Civil Military Relations Forum in Kuala Lumpur and the World Urban Forum in Medellin both in April, Regional Platforms for Disaster Risk Reduction in Africa (Abuja) and for the Americas (Guayaquil), both in May, the West and Central Africa Consultation for the World Humanitarian Summit in Abidjan in June, a [regional urban risk workshop](#) for Asian National Societies in Manila in August, the Asia-Pacific Regional Red Cross Conference in Beijing in October, the Annual National Societies Leadership Training in October, and the IFRC Global Community Resilience Forum in Cali in November. Preparations began for the development of disaster law issues to be presented to the 32nd International Conference of the Red Cross and Red Crescent to take place in December 2015.

The IFRC was invited to deliver a number of academic lectures and training, including to students from Australian National University in Geneva in February, as part of the Geneva Centre for Education and Research in Humanitarian action (CERAH) Certificate Course on Disaster Management in Geneva in March, Deacon University in June, the University of Copenhagen in July and an IFRC delegate also taught a disaster law course at the University San Francisco of Quito, Ecuador.

IFRC personnel helped to found a new “interest group” on disaster law within the American Society of International Law (ASIL), which co-sponsored a [launch event](#) for a new book (including several chapters authored by Red Cross experts) on international disaster law at King's College in London in October and began planning for a number of other academic events on disaster law issues to take place in 2015.

Together with ASIL, the International Disaster Law Project (of the Universities of Bologna, Roma Tre, Pisa Sant'Anna and Uninettuno), and the International Institute of Humanitarian Law, the IFRC

launched the “[First annual international and comparative disaster law essay contest](#)” for undergraduate and graduate students. Winners will be announced in early 2015. Also, the IFRC began cooperation with the International Disaster Law Project on the development of a new “Handbook on International Disaster Law” planned for publication in 2016.

The quality of the DLP website continues to improve and it is kept regularly up-to-date. A [new webpage](#) devoted to the joint IFRC-UNDP report on disaster risk reduction was also created. The programme’s two traditional communications tools – the weekly news service and bi-monthly newsletter – were published regularly and reached a wide audience. Subscription rates during the reporting period were 347 for the news service and 4,031 for the newsletter. In addition, in 2014, the IFRC developed online discussion groups on disaster law on Facebook (157 members) and LinkedIn (226 members).

Retired Sri Lanka
Supreme
Court Justice
Shiranee
Tilakawardane, at the
JNU conference

“The law must be designed to empower and protect the most vulnerable, such as women and children and those with disabilities before and after disaster strikes.”

Indicators from the 2014-15 Operational Plan	Annual Target	Year to Date Actual	Details
Outcome 6: Disaster law issues receive greater visibility, particularly in humanitarian and academic fora			
6a. # of RC/RC, NGO & academic meetings addressing disaster law issues	12	15	Details available on request
6b. # of new masters/diploma courses include regular modules on IDRL and other key DL issues	-	8	George Washington University Law School, American University Law School, Université de Genève, University of Ottawa, Australian National University, University of Canterbury, Pontificia Universidad Católica de Peru, University San Francisco of Quito.
6c. Disaster law is addressed in relevant IFRC courses and trainings	-	2	IFRC- Tata DM course, IFRC-Diplo Foundation HD course
Output 6.1: Support provided for attention to DL issues at key RC/RC meetings			
# of RC conferences addressing DL	3	4	Details available on request
Output 6.2: Disaster law issues raised in inter-agency meetings			
# of meetings	-	11	Details available on request
Output 6.3: Textbooks and training for teachers			
6.3.a. Develop textbook for law schools	1	0	To begin in 2015
6.3.b. Develop abbreviated version for DM students	-	-	To begin in 2015
6.3.c. Provide training for law /DM professors	1	0	To begin in 2015
Output 6.4: DL essay contest			
# of students participating in the contest	-	1	Contest launched
Output 6.5: DL messages reflected in external media			
# of external media articles/broadcasts per year have featured IFRC or NS disaster law work	12	21	Details available on request

Indicators from the 2014-15 Operational Plan	Annual Target	Year to Date Actual	Details
Output 6.6: Effective and widely used DLP websites, newsletter and news service			
6.6.a. <i>DLP websites in all languages are effective and up-to-date</i>	-	-	
6.6.b. <i># new DL newsletter list subscribers</i>	130	74	
6.6.c. <i># of new DL news service subscribers</i>	35	0	
6.6.d. <i># of weekly news service reports</i>	40	58	
6.6.e. <i># of newsletters</i>	6	5	

Stakeholder participation and feedback

One of the main areas of work of the DLP is building the capacity of National Societies and technically assisting governments in matters relevant to disaster law. By its nature, this work requires stakeholders' direct participation. The importance of the IFRC's work on disaster law was strongly endorsed by the 31st International Conference of the Red Cross and Red Crescent in 2011. Since then, we have been pleasantly surprised by the increasing number of requests for technical assistance by both National Societies and states.

We have continued to grow our collaboration with external partners as well, including with UNDP, WCO, numerous regional organizations, and academic institutions.

Key Risks or Positive Factors

Key Risks or Positive Factors	Priority High Medium Low	Recommended Action
A major risk in legislative advocacy is that political considerations separate from those in the substance will slow progress. This has often led to delays in the launch and finalization of the DLP's projects.	M	We have tried to adapt the structure of projects to accord with political realities in each country. However, we remain committed to using them to engage key stakeholders and this often takes time.
The development of new and untested areas of disaster law expertise could lead to misunderstandings or tensions with other concerned stakeholders.	M	Ensure adequate time for the building of an evidence base. Create partnerships with key actors to avoid duplication and conflict.

Lessons learned and looking ahead

In 2014, the IFRC encountered a growing demand for its support on the issue of disaster law, both among National Societies and external partners, in particular governments. National Societies continues to take on stronger roles in joint projects with the Disaster Law Programme, fulfilling an important goal of building local ownership. At the same time, donors and partners continue to press for more rapid results. This is a challenging expectation to fulfil when it comes to the development of legislation, but it is true that, notwithstanding the work accomplished to date, there are still many countries that have yet to adopt comprehensive rules for managing international disaster response. In 2015, the IFRC will be exploring means to accelerate progress in this regard.

The finalization of the IFRC-UNDP study on DRR and law is an important milestone. By providing strong comparative substance, the study will allow the development of new National Society and IFRC programming in this much wider area of disaster law. In the second half of the year, the IFRC and UNDP made good progress in refining the “Checklist on law and disaster risk reduction,” which will provide policy-makers and those who support them with a simple and useable roadmap for addressing a potentially very complex and intimidating subject. Several National Societies have also started putting some of this learning into practice in pilot projects at the country level.

The DLP will now need to support National Societies to make best use of this information at the operational level. It will also need to continue to innovate, to open up and raise attention to the many ways that laws can support the protection and saving of lives threatened by disasters.

How we work

All IFRC assistance seeks to adhere to the [Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations](#) (NGO's) in Disaster Relief and 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.

www.ifrc.org
Saving lives, changing minds.



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 nonviolence and peace.

Find out more on www.ifrc.org

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