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Disaster Law Programme Annual Report (2012)

 International Federation
of Red Cross and Red Crescent Societies

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**This report covers the
period 01/01/2012 to
31/12/2012**

*Participants of the regional workshop on
the role of customs in natural disasters,
held in Santo Domingo in November.
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Overview

In 2012, the International Federation of Red Cross and Red Crescent Societies' (IFRC) Disaster Law Programme (DLP) continued its work promoting legal preparedness for disasters, focused on the following main goals:

1. Improve legislation and normative instruments on disaster management;
2. Establish expanded and permanent capacity of the Red Cross and Red Crescent in disaster law;
3. Grow the international knowledge base on key disaster law issues; and
4. Achieve appropriate visibility for disaster law issues.

This report covers work undertaken by IFRC personnel at the global, zone and regional levels around the world. Highlights of the DLP's activities during the reporting period include:

1. Offering technical assistance projects and/or comments on draft laws in 25 countries, and seeing four countries adopt new laws or rules;
2. Organising nine major training workshops at the country level and six at the regional level;
3. Providing input to 13 major resolutions, outcome statements and guidance instruments at the global or regional levels;
4. Piloting and consulting on the Model Act for the Facilitation and Regulation of International Disaster Assistance (Model Act) and commencing research and drafting for a model emergency decree;
5. Commencing a major research project on law and disaster risk reduction involving over 25 countries, together with the IFRC's Community Preparedness and Risk Reduction (CPDRR) Department and the United Nations Development Programme (UNDP); and
6. Undertaking country-level desk research in Asia and the Americas on regulatory barriers to post-disaster shelter together with the IFRC's Shelter Department.

This report is being offered to selected partners in an advance version. It contains all relevant information except links to final financial reports.

Financial situation

The following chart summarizes the financial situation of the DLP from the global level and in the Africa, Americas and Asia-Pacific Zones. Note that these figures will also be separately noted by the Zones in their overall reporting on activities in their regions. Figures are listed in Swiss Francs.

DLP (level)	2012 Budget	Funds received (% of budget)	Expenditure (% of budget)
Geneva (global)	769,926	721,044 (94%)	701,402 (91%)
Africa Zone	610,777	454,468 (74%)	440,856 (72%)
Americas Zone	287,686	287,686 (100%)	286,007 (99%) ¹
Asia-Pacific Zone	633,790	633,790 (100%)	602,135 (95%)

Working in partnership

In each of the countries where the DLP engaged in technical assistance projects, it worked through or closely with the National Society concerned as well as the relevant authorities. The DLP also cooperated with several other departments of the IFRC in research and advocacy projects, including the IFRC's CPRR and Shelter Departments and its Humanitarian Diplomacy Division.

Externally, the DLP continued to cooperate closely with the UN Office for the Coordination of Humanitarian Affairs (OCHA), the Inter-Parliamentary Union (IPU), and the World Customs Organization (WCO) and developed stronger links with UNDP, the UN International Strategy for Disaster Reduction (UNISDR), the Brookings Institution, and the UN High Commissioner for Refugees (UNHCR). It also solidified working relationships with a large range of regional organizations, including the Association for South-East Asian Nations (ASEAN), the Pacific Islands Forum (PIF), the Organization of American States (OAS), the Caribbean Disaster and Emergency Management Agency (CDEMA), the Association of Caribbean States (ACS), the African Union (AU), and the Inter-Governmental Authority on Development (IGAD), among others.

Progress towards outcomes

The IFRC's DLP contributes to Business Lines 1, 3 and 4 of the Secretariat (raise humanitarian standards; strengthen the specific Red Cross Red Crescent contribution to development; heighten Red Cross Red Crescent influence and support for our work). To do this, it is pursuing four main goals for the period of 2012-13:

¹ Not included in this figure is CHF 56,892 that was spent on IDRL technical projects in Haiti and Jamaica as well as DRR law research in Nicaragua and Guatemala, from funds that were routed through IFRC budget lines outside the Americas Zone DLP budget.

- Goal 1: Improve legislation and normative instruments on disaster management;
- Goal 2: Establish expanded and permanent capacity of the Red Cross and Red Crescent in disaster law;
- Goal 3: Grow the international knowledge base on key disaster law issues; and
- Goal 4: Achieve appropriate visibility for disaster law issues.

The following chart sets out specific outcomes and outputs related to those overall goals, with quantitative targets where appropriate. Note that the targets are expressed for the entire two-year period of 2012-13.

Outcome	Indicators	Target for 2012-13	Achieved in 2012
Outcome 1: Disaster law support by the IFRC and NSs results in new domestic laws, policies, and/or procedures	<i># of countries that have adopted new laws, rules or procedures drawing on the IDRL Guidelines)</i>	10	4
	<i># of countries that have adopted new laws, rules or procedures including disaster law suggestions from IFRC/NSs (in addition to IDRL)</i>	7	0
<ul style="list-style-type: none"> • In 2012, new legislation or rules drawing on the Guidelines for the domestic facilitation and regulation of international disaster relief and initial recovery assistance (also known as the IDRL Guidelines) were adopted in four countries. In Colombia and Namibia, new disaster management legislation included a section on international response and work on more detailed implementing regulations was begun. Tajikistan adopted an amendment to its customs code exempting humanitarian aid from customs duties and reducing documentation requirements for aid shipments. Mexico adopted a new guideline for providing expedited visas for international relief personnel. This brought the total new laws or rules drawing on the IDRL Guidelines to 12. • In addition, draft legislation with substantial influence from the IDRL Guidelines and Model Act on IDRL was still pending in Cambodia, the Philippines (building on existing references to international assistance in its 2010 disaster legislation), and Rwanda. The IFRC had not begun to systematically promote disaster law suggestions beyond IDRL in its technical assistance projects in 2012, but built its capacity to start doing so in 2013. 			
Output	Indicators	Target for 2012-13	Achieved in 2012
Output 1.1: Country-level technical assistance projects	<i># of projects completed (at least through the production of a substantial report and recommendations)</i>	12	7
<ul style="list-style-type: none"> • A major area of activity of the DLP is supporting National Societies to carry out technical assistance projects for their governments related to the IDRL Guidelines. These projects generally involve the engagement of a local legal expert to undertake desk research, and coordinate consultations and workshops to determine the degree to which existing laws and procedures address the issues raised in the Guidelines. A taskforce chaired by an appropriate governmental agency oversees the process and reviews the final report. • During the reporting period, three such projects were completed in the Americas (Haiti, 			

<p>Colombia and Peru), two in Africa (Mozambique and Namibia) and two in Asia-Pacific (Nepal and Cook Islands). A number of other similar projects were started or still underway (including finalizing reports from otherwise completed activities). These included Afghanistan, Argentina, Ecuador, Jamaica, Kazakhstan, Pakistan, and Tajikistan. Agreements were reached for the launch of new projects in the Dominican Republic, Kenya, the Philippines, and Samoa in 2013.</p> <ul style="list-style-type: none"> • Upon request, the IFRC also sometimes undertakes “Phase 2” projects in countries where a report has already been completed. In these projects, the IFRC and the concerned National Society produce draft legislation for the government, drawing on the previously-developed recommendations. Initial work began on such a project in Haiti and consultations for similar projects began in Guatemala, Peru and Colombia. In addition, work began in Indonesia on a study of the impact of previously adopted regulations related to IDRL. 			
Output	Indicators	Target for 2012-13	Achieved in 2012
Output 1.2: Country-level workshops	<i># of workshops undertaken at the country level (outside the scope of the above projects)</i>	15	9
<ul style="list-style-type: none"> • The DLP and concerned National Societies organized country-level disaster law workshops in Botswana, Indonesia, the Cook Islands, Kuwait, the Philippines, Rwanda, South Sudan, Ethiopia and Tajikistan. Shorter IDRL briefing sessions were also provided to officials in Mexico, Chile and Guatemala. 			
Output	Indicators	Target for 2012-13	Achieved in 2012
Output 1.3: Ad hoc advice provided on draft legislation	<i># of laws commented on (beyond the scope of the technical assistance projects)</i>	11	16
<ul style="list-style-type: none"> • In conjunction with the relevant National Societies, the DLP offered ad hoc advice on legal preparedness for international disaster assistance to 16 draft disaster bills, including eight in Africa (Seychelles, Sierra Leone, Rwanda, Namibia, Mozambique, South Africa, Uganda, Botswana), two in the Americas (Chile, Haiti), five in Asia-Pacific (Bangladesh, Maldives, Mongolia, Myanmar, and Vietnam), and one in Europe (Kyrgyzstan). The DLP was pleased to have been sought out for advice on many more bills than expected – it has now already exceeded its target in this category for the entire 2012-13 period. This is a very positive sign that these issues are being accorded greater attention by lawmakers in many countries. 			
Output	Indicators	Target for 2012-13	Achieved in 2012
Output 1.4: Model IDRL act, decree and regulations	<i>Final model act, decree and regulations prepared and disseminated</i>	<i>Not quantitative</i>	<i>See below</i>
<ul style="list-style-type: none"> • In 2011, the IFRC together with UN OCHA and the IPU released a pilot version of a “Model Act on the Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance,” designed to assist lawmakers interested in implementing the recommendations of the IDRL Guidelines into their national law. This effort was welcomed by the participants of the International Conference of the Red Cross and Red Crescent, whose resolution also called for further consultations. • In December 2011, all permanent missions in Geneva were solicited for comments on the text. In addition, the IFRC, together with UN OCHA and the Government of Mexico, convened a 			

dedicated [regional consultation workshop on the model](#) in Panama City in June 2012, and feedback sessions on the model were included in regional workshops held in Mombasa in April, Bangkok in May, Gabarone in October, and Santo Domingo in November. The model was used in discussions with governments in several of the technical assistance projects mentioned above, resulting, thus far, in two draft laws incorporating significant parts of the text (in the Philippines and Rwanda). A [final consultation](#) with experts in disaster law and practice from around the world took place in Geneva in December. The final version of the model act will be published in early 2013.

- Based on ideas arising from the consultations on the model act, the IFRC and OCHA also began work on a model emergency decree related to the recommendations in the IDRL Guidelines, designed for states confronted by a disaster before they have been able to adopt more permanent legislation. The law firms of Allen & Overy, CMS Cameron McKenna and Baker and McKenzie, which had provided legal research support for the model act, again provided assistance in surveying existing state practice with emergency declarations concerning international assistance. A first draft of the model emergency decree was discussed at the December experts meeting.

Output	Indicators	Target for 2012-13	Achieved in 2012
Output 1.5: Checklist for legislators on DRR	<i>Checklist developed</i>	<i>Not quantitative</i>	<i>See below</i>

- In 2012, the IFRC began reaching out to partners to work on a “Disaster Risk Reduction Checklist for Lawmakers.” During the reporting period, a project plan was developed and negotiations were held with UNDP and UNISDR concerning their participation in the project. An [inception workshop](#) of DRR experts and lawyers from the Red Cross and Red Crescent Movement, UN organisations, NGOs and academia was held in Geneva in October and plans for a multi-year consultation process were developed.

Output	Indicators	Target for 2012-13	Achieved in 2012
Output 1.6: Global tools for short term property rights	<i>Global tools developed</i>	<i>Not quantitative</i>	<i>See below</i>

- During the reporting period, the IFRC Shelter Department informally gathered information from partner agencies in the Shelter Cluster concerning their approaches to regulatory barriers issues and also gathered information about the legal tools (contracts, leases, etc.) used in several IFRC operations as examples. The IFRC’s country level research on these issues is described under output 5.3 below.

Output	Indicators	Target for 2012-13	Achieved in 2012
Output 1.7: DLP participates in appropriate UN Missions	<i># of UNDAC preparedness missions</i>	<i>All</i>	<i>0</i>

- Pursuant to its 2011 [MOU with UN OCHA](#), the IFRC has made clear that it is ready to continue providing legal expertise to [UNDAC](#) preparedness missions. No such missions were organized during the reporting period.

Outcome	Indicators	Target for 2012-13	Achieved in 2012
Outcome 2: Disaster law promotion by the IFRC and NSs positively influences relevant international/regional instruments and organizations	<i># of any new/amended global or regional disaster instruments (treaties, guidelines, etc) that address IDRL issues</i>	3	7
	<i># of any new/amended global or regional instruments taking into account DL suggestions by IFRC/NSs (other than IDRL)</i>	3	2
	<i># of global IGOs engaged with DL issues</i>	4	4
	<i># of regional organizations engaged with DL issues</i>	7	7

- The IFRC's recommendations on IDRL were reflected in:
 - [ECOSOC Resolution 2012/13](#) (E/2012/L.11) (July (2012) (para. 6) (encouraging states to make use of the IDRL Guidelines and welcoming the model act);
 - [UN General Assembly Resolutions 67/87](#) of (December 2012) (para 17) (same); and [66/227](#) (March 2012) (para. 7) (encouraging states to make use of the IDRL Guidelines);
 - [Head of state communiqué from the 43rd Pacific Islands Forum](#) (August 2012) (calling on member states to consider the IDRL Guidelines and to work with National Societies, the IFRC and the UN other partners to strengthen their legal frameworks);
 - Organisation of American States, "[Inter-American Plan for Disaster Prevention and Response and the Coordination of Humanitarian Assistance](#)" (adopted by Resolution AG/RES.2750(XLII-O/12) (June 2012) (calling on states to strengthen various aspects of the legal preparedness for international disaster response);
 - Decision of the Association of Caribbean States' (ACS) Special Committee on Disaster Risk Reduction (November 2012) ([adopting the promotion of IDRL and the Model Act on IDRL as on-going activities](#) and recommending that the topic be included on the agenda of the 5th Summit of the Heads of States and/or Government of the ACS, which is scheduled to take place in April 2013 in Haiti);
 - Plan of Action of the [5th Regional Seminar on Enhancing International Humanitarian Partnerships](#) in the Americas (March 2012) (setting out steps to promote use of the IDRL Guidelines and model act in the region)

- The IFRC's recommendations on disaster risk reduction and legislation were reflected in:
 - the "[Yogyakarta Declaration](#)" of the 5th Annual Asian Ministerial Conference on Disaster Risk Reduction (October 2012) (referring to the need to strengthen laws on DRR and climate change adaptation in the region); and
 - the "[Comunicado de Santiago de Chile](#)" from the Third Regional Platform on Disaster Risk Reduction in the Americas (December 2012) (para.13).

- The interest of global and regional inter-governmental organizations in IDRL continues to grow. Four global IGOs (WCO, OCHA, UNDP, and UNISDR) and seven regional organizations (ASEAN, AU, OAS, ACS, CAPRADE, CDEMA, and PIF) were actively engaged with the IFRC in disaster law-related activities in 2012. Among these, several have moved beyond the initial phase of political dialogue to cooperation in technical training (e.g. WCO, UNISDR) and development of tools (e.g. ASEAN, CAPRADE and CDEMA). The DLP has also been actively

engaging with regional civil society organizations, such as the AADMER Partnership Group (APG) in Southeast Asia, and was invited to run a session on IDRL at the inaugural APG Civil Society Leadership Course.

Output	Indicators	Target for 2012-13	Achieved in 2012
Output 2.1: DL presentations to international and regional organizations	<i># of presentations provided</i>	28	8

- The IFRC provided eight formal presentations to inter-governmental fora at the regional and international levels on disaster law issues during the reporting period, including one at the global level ([statement](#) to the UN's Sixth Committee by the IFRC NY office in November); two in Africa (AU Disaster Management Policy meeting in Yaoundé in February, a [side event on disaster risk reduction at the IPU](#) in Kampala in March), two in Asia-Pacific (ASEAN Committee for Disaster Management in March, ASEAN Regional Forum in April), two in the Americas (Regional Forum on Adequate Housing in Bogota in September, ACS Special Committee on Disaster Risk Reduction in Port of Spain in November), and one in the Middle-East and Northern Africa (MENA) region ([AU workshop for Northern Africa on the Kampala Convention](#) in Tunis in April). This total is well below our target for the year. This is in large part dependent on the availability of opportunities and invitations but a renewed effort will be made to promote such occasions in 2013.

Output	Indicators	Target for 2012-13	Achieved in 2012
Output 2.2: Dedicated DLP workshops/ seminars organized for the members of int'l and regional orgs	<i># of workshops seminars organized (may overlap with the workshops described in Output 3.2)</i>	12	9

- Eight dedicated seminars were organised by the DLP for the members of international and regional organisations during the reporting period. This represents more than half of our targeted total of such seminars by 2013. They included:
 - an [Asia-Pacific regional seminar on the role of customs in natural disaster relief](#), which was convened jointly by the IFRC, WCO and UN OCHA in Bangkok in May 2012, gathering participants from customs authorities, disaster management agencies, 23 National Societies and other humanitarian partners;
 - a similar seminar focused on customs and disasters in [Latin America and the Caribbean](#), organized with the same partners in Santo Domingo in November;
 - a high-level [side event to the Humanitarian Affairs Segment of ECOSOC on disaster law](#) in New York in July, focusing on progress in the development of domestic preparedness to facilitate and regulate international disaster response;
 - a regional [workshop on disaster law in Western Africa](#), held in Dakar in September, in collaboration with ECOWAS, and gathering representatives from governments, National Societies and partners;
 - a [regional workshop on law and disasters in Southern Africa](#), held in Gabarone in October, in cooperation with SADC and the Botswana Red Cross and gathering representatives from governments, National Societies and partners;
 - a [regional workshop on disaster law in the Pacific](#) held in Nadi, in August, in cooperation with the Pacific Islands Forum.
 - a law and governance module, designed together with UNDP, for a [leadership forum on mainstreaming adaptation and disaster reduction into development](#) convened by

UNISDR in Incheon in November for officials from six countries.

- a [training workshop on legal and institutional frameworks for international disaster assistance for representatives of permanent missions, held in Geneva](#) in December, co-organized with the Swiss Agency for Development and Cooperation (SDC), OCHA, and the International Council of Voluntary Agencies (ICVA).
- a [regional workshop on disaster law](#) for governmental officials and National Society representatives from the Indian Ocean islands held in St. Denis in December, convened together the Indian Ocean Commission (IOC) and the Indian Ocean Platform for Regional Intervention (PIROI).

Output	Indicators	Target for 2012-13	Achieved in 2012
Output 2.3: DL messages proposed for resolutions, agreements and other instruments	<i># of resolutions/instruments for which suggestions are provided</i>	10	13

- As noted above, the IFRC successfully proposed language for nine global and regional instruments of various kinds in 2012. In addition, input was provided on the following documents that were still in draft form as of the end of 2012:
 - Draft AU Humanitarian Policy Framework and Disaster Management Policy (Africa)
 - Draft UN OCHA Guides for Disaster Managers (Americas and Asia Pacific)
 - Draft revisions to the CAPRADE Operational Guide for Disasters (Americas)
 - Draft revisions to CDEMA's Model Comprehensive Disaster Management Legislation, Regulations and Adaptation Guide (Americas).

Outcome	Indicators	Target for 2012-13	Achieved in 2012
Outcome 3: National Societies and key partners achieve greater capacity for their work in disaster law	<i># of NS whose staff/volunteers have increased their skills in legislative advocacy</i>	35	80
	<i># of NS that have participated in legislative advocacy in disaster law</i>	13	14
	<i># of partner organizations taking part in trainings</i>	20	12
	<i># of persons fully completing disaster law e-learning modules</i>	2000	589 (total of 1198 since creation)

- The staff and volunteers of 80 National Societies increased their skills in advocacy related to disaster law through three country-level workshops and six regional workshops (in which 12 partner agencies also participated). Fourteen National Societies were also directly engaged in legislative advocacy on disaster law during the reporting period, either on their own or in conjunction with the IFRC. Five hundred eighty-nine persons completed the free online learning module on IDRL in 2012. Additional efforts will be made to promote the use of the course in 2013 in order to meet the 2-year target.

Outcome	Indicators	Target for 2012-13	Achieved in 2012
Output 3.1: Guidance Note finalized and rolled out	<i>Guidance note published</i>	<i>Not quantitative</i>	<i>See below</i>
	<i># of country/regional</i>	10	-

	<i>workshops or meetings where Guidance Note is discussed</i>		
<ul style="list-style-type: none"> Revisions to the “Humanitarian Diplomacy Guidance Note on Legislative issues in Disaster Management and Epidemic Response” were undertaken during 2012, but a decision was taken to broaden the document to further issue areas of interest to National Societies. This postponed its publication to 2013. 			
Output	Indicators	Target for 2012-13	Achieved in 2012
Output 3.2: Dedicated regional and country training workshops	<i># of regional training workshops (may overlap with the workshops described in Output 2.2)</i>	9	9
	<i># of country-level training workshops (may overlap with the workshops described in Output 1.2)</i>	11	10
<ul style="list-style-type: none"> During this reporting period, each of the nine country workshops reported above in Output 1.2 and eight of the nine workshops reported in Output 2.2 also included a training component. In addition, the IFRC organized the following dedicated training workshops: <ul style="list-style-type: none"> a regional training on IDRL for governments and National Societies from the Horn of Africa held in Mombasa in April, in cooperation with OCHA; a high-level workshop held in Kuala Lumpur in July, which brought together representatives from National Red Cross Societies from Nepal, the Philippines, Sri Lanka and Vietnam with other humanitarian partners to discuss regulatory barriers to the provision of emergency and transitional shelters after disaster; and a workshop of the Vietnamese National Assembly held in Hanoi in August, where representatives of the Assembly sought information on international best practice for disaster management legislation from the Vietnamese Red Cross and IFRC, among others. 			
Output	Indicators	Target for 2012-13	Achieved in 2012
Output 3.3 : Additional training and dissemination materials developed	<i>Enhanced dissemination kit developed on DLP issues</i>	<i>Not quantitative</i>	<i>See below</i>
<ul style="list-style-type: none"> A dissemination kit on the outcomes of the 31st International Conference was made available to National Societies on Fednet. An IDRL briefing paper was also prepared and disseminated to NSs in the Pacific in anticipation of the Pacific Islands Forum conference. 			
Output	Indicators	Target for 2012-13	Achieved in 2012
Output 3.4: Sample TORs and guidance for IDRL projects	<i>Kit for NSs interested in running their own technical assistance projects developed</i>	<i>Not quantitative</i>	<i>See below</i>
<ul style="list-style-type: none"> Drafting commenced on a kit for National Societies interested in managing their own IDRL technical assistance projects. This kit will be completed in 2013. 			

Output	Indicators	Target for 2012-13	Achieved in 2012
Output 3.5: Disaster law short course	<i>Short course held annually</i>	<i>Not quantitative</i>	<i>See below</i>
<ul style="list-style-type: none"> The IFRC co-convened its second annual disaster law short course in December 2012. This year, the title was changed to “International Course on Law and Legal Protection in Natural Disasters.” It was organised in collaboration with the Brookings Institution-London School of Economics Project on Internal Displacement and UNHCR and was held at the Institute for International Humanitarian Law (IIHL) in San Remo, Italy. It gathered senior officials from disaster management agencies, legislative drafters, regional organisations, National Societies, and other humanitarian organizations from around the world to address international norms and global practice related to all phases of disaster management. It is planned to continue the course at IIHL in 2013. 			
Output	Indicators	Target for 2012-13	Achieved in 2012
Output 3.6: Disaster law material integrated into other IFRC and partner trainings	<i>DL module created and managed for Tata DM course</i>	<i>Not quantitative</i>	<i>See below</i>
	<i>DL material contributed to humanitarian diplomacy course DL modules updated for FACT, ERU, IMPACT, RDRT trainings</i>	<i>Not quantitative</i>	<i>See below</i>
<ul style="list-style-type: none"> Initial discussions were conducted with the IFRC’s National Society and Knowledge Development Division on integrating disaster law materials in a new course on disaster management to be developed by the IFRC and the Tata Institute. The DLP also actively collaborated with the IFRC CPDRR Department and Shelter Department on the research projects described below. DLP materials were used in a Kenya Red Cross’ “Humanitarian Emergencies in Large Populations” course, in Nairobi in March and a Humanitarian Diplomacy Department workshop in South Asia in June. In the Americas, participants of the RIT training in Colombia and Guatemala benefited from a special training session on IDRL. A representative of the Mexican Red Cross and member of the Advocacy Network presented on IDRL at an OSOCC training and was part of the INSARAG evaluation team for IDRL questions in Mexico City in October. The DLP also worked with the Mexican government and OCHA to include issues on IDRL in an INSARAG exercise held on that occasion. Inputs on IDRL were also presented to US Southern Command for inclusion in the “Humanitarian Allied Forces Simulation Exercise (FAHUM)” that will take place in El Salvador in 2013. 			
Output	Indicators	Target for 2012-13	Achieved in 2012
Output 3.7: Disaster law focal points/advisors appointed in NSs	<i>Designation of at least one person with significant understanding of DL as focal point</i>	8	13
<ul style="list-style-type: none"> Focal points were designated in 8 National Societies in Africa (Uganda, Mozambique, Namibia, South Africa, Sierra Leone, Kenya, Botswana, and the Seychelles) and 5 in Asia (Malaysia, Vietnam, Japan, Indonesia and Afghanistan). In the Americas, 22 National Societies attended 			

the first meeting of a new advocacy network (see below).			
Output	Indicators	Target for 2012-13	Achieved in 2012
Output 3.8: NS peer groups created around DL	<i>Regional peer groups created and interacting regularly</i>	3	1
<ul style="list-style-type: none"> An “Advocacy Network on Disaster Law” was created by representatives of 22 National Societies of the Americas at a meeting organized by the DLP in Panama in June. A first conference call of members was subsequently organized to finalize TORs for the group. The DLP also contributed to the discussions of the European Legal Support Group, and the African National Societies Legal Network and the Asia Pacific Legal Network. In Africa, the DLP trained two experts who were involved in peer-to-peer capacity building on disaster law, namely the legal advisers to the Kenyan Red Cross and the Ugandan Red Cross. 			
Outcome	Indicators	Target for 2012-13	Achieved in 2012
Outcome 4: The role and capacity of the IFRC in the area of disaster law is strengthened	<i>The advice of the IFRC and of interested National Societies is increasingly sought out in relevant policy discussions concerning disaster law</i>	<i>Not quantitative</i>	<i>See below</i>
	<i>The DLP has increased its integration and cooperation with other relevant departments at Geneva and Zone levels.</i>	<i>Not quantitative</i>	<i>See below</i>
	<i>The IFRC has strengthened its relationships with key partners</i>	<i>Not quantitative</i>	<i>See below</i>
<ul style="list-style-type: none"> As noted above, the IFRC was invited to provide presentations at a wide range of events over the course of 2012, from academic conferences to inter-governmental meetings. National Societies were also called upon in several instances to provide information to their authorities on IDRL issues, and a number were active in organizing workshops for relevant ministries. Establishing knowledge and capacity across the IFRC’s secretariat staff on key aspects of disaster law continued to be a challenge, in light of the many other tasks and priorities that face them. However, the DLP increased its direct cooperation with colleagues in disaster risk reduction and shelter. The DLP also entered into new external partnerships, including with UNDP for the DRR study (described below), the African Union (through participation in several events), and numerous regional organizations (as discussed further above). 			
Output	Indicators	Target for 2012-13	Achieved in 2012
Output 4.1: DLP delegates provided targeted training on new areas of disaster law	<i>Training session provided at annual delegates meeting</i>	<i>Not quantitative</i>	<i>See below</i>
	<i># of relevant training opportunities undertaken</i>	4	2

	<i>individually by delegates</i>		
<ul style="list-style-type: none"> The annual DLP team meeting took place in September 2012. It included briefings from other departments as well as external agencies involved in legislative advocacy. Two DLP personnel undertook online courses on disaster management. 			
Output	Indicators	Target for 2012-13	Achieved in 2012
Output 4.2 IFRC country and DM delegates provided basic information on disaster law	<i># of IFRC staff completing online DL trainings</i>	50	15
	<i># of DLP briefings for IFRC staff</i>	10	7
<ul style="list-style-type: none"> The number of IFRC staff completing the online IDRL training is lower than hoped, and more promotion will be needed in the second semester. However, 7 briefings for IFRC staff were undertaken: at the Global IFRC Managers meeting in Geneva in February, to the disaster risk reduction global group meeting, during the Asia Pacific technical meetings, at the South Asia Humanitarian Diplomacy workshop, at the Asia Pacific at RDMC meeting and at the Humanitarian Diplomacy delegation in the AU office, at a dedicated briefing session on the topic in the Americas in August. 			
Outcome	Indicators	Target for 2012-13	Achieved in 2012
Outcome 5: New research on disaster law broaden the general knowledge-base and facilitate change	<i>See outputs below</i>	<i>See outputs below</i>	<i>See below</i>
<ul style="list-style-type: none"> In 2012, the IFRC made good in establishing a more solid evidence base for its work on disaster risk reduction legislation and regulatory barriers to post-disaster shelter. A number of national desk law surveys and one in-depth country case study have already been completed. The real impact of this work will not be felt until the research is complete and used to develop concrete tools, as planned for 2013. 			
Output	Indicators	Target for 2012-13	Achieved in 2012
Output 5.1: Country case study research on DRR legislation	<i># of national desk law surveys completed</i>	30	12
	<i># of in-depth country case studies completed</i>	5	1
<ul style="list-style-type: none"> A major research project on disaster risk reduction (DRR) and legislation was well underway as of the end of 2012. A partnership with UNDP was agreed, as well as detailed terms of reference for comparative desk research of national laws in over 25 countries, for in-depth country research on implementation in 10 countries, and a jointly produced synthesis report to be completed in 2013. Volunteers and pro bono legal advisors were recruited (the latter with support from A4ID) to undertake desk research of the laws in a number of countries. As of the end of the year, these had been completed in New Zealand, China, Vietnam, Japan, Philippines, Guatemala, Nicaragua, St. Lucia, Ecuador, Uruguay, and the States of Illinois, and Louisiana. Fifteen additional desk studies were still underway. The IFRC completed a first draft of an in-depth country case study on Nicaragua. Three others (in Ethiopia, Guatemala, and Vietnam) were underway, and two (in Madagascar and Japan) 			

were being planned for early 2013. Per the agreement, UNDP was also engaged in developing five in-depth case studies (in Iraq, Kyrgyzstan, Namibia, Mexico and Vanuatu).			
Output	Indicators	Target for 2012-13	Achieved in 2012
Output 5.2: Synthesis study on DRR legislation	<i>Study completed</i>	<i>Not quantitative</i>	<i>See below</i>
<ul style="list-style-type: none"> In addition to the desk and case studies mentioned above, background research on existing secondary literature of was conducted in 2012. The synthesis report will be drafted after all of the case studies are completed in 2013. 			
Output	Indicators	Target for 2012-13	Achieved in 2012
Output 5.3: Country case study research on regulatory barriers to shelter	<i># of regional desk studies of country laws completed</i>	2	2
	<i># of in-depth case studies completed</i>	4	0
<ul style="list-style-type: none"> A regional desk study on regulatory barriers to shelter in Asia Pacific was largely completed during the reporting period, focusing on 5 countries (Nepal, Vietnam, the Philippines, Indonesia, and Pakistan). A workshop to validate conclusions and decide on next steps was held in July, and it is anticipated that the final report will be published in the first quarter of 2013. Planning started for in-depth country studies to take place in Sri Lanka and Nepal in 2013. In the Americas, desk studies were underway for Chile, Cuba, El Salvador, Haiti, Honduras, and Peru. During an informal consultation on security of tenure held by the Special Rapporteur of the UN Council on Human Rights in the Right to Housing after the Sixth Session of the World Urban Forum, a number of different actors were informed about the work that the DLP and the Shelter Department are carrying out jointly. In the Americas, dialogue was initiated for similar research with the American, Canadian and Colombian Red Cross Societies. 			
Output	Indicators	Target for 2012-13	Achieved in 2012
Output 5.4: Synthesis study on regulatory barriers	<i>Study completed</i>	<i>Not quantitative</i>	<i>See below</i>
<ul style="list-style-type: none"> The synthesis study on regulatory barriers will be drafted when country case studies are completed in 2013. 			
Output	Indicators	Target for 2012-13	Achieved in 2012
Output 5.5: Additional legal research and advice to other IFRC departments and programmes	<i># of research projects for other departments</i>	1	<i>See below</i>
<ul style="list-style-type: none"> At the request of the IFRC Humanitarian Diplomacy Division, the DLP began preliminary research concerning law and food security, as preparation for a potential long-term advocacy project in conjunction with the IFRC CPRR Department. 			
Output	Indicators	Target for 2012-13	Achieved in 2012
Output 5.6: Comprehensive and well used disaster law	<i>Database format updated</i>	<i>See below</i>	<i>See below</i>
	<i># of records in the database</i>	2000	900

database	<i># of users of the database</i>	500	n/a
<ul style="list-style-type: none"> At the end of 2012, the Disaster Law Database was updated to a new format and existing records were corrected in order to ensure full working capacity. The database currently has more than 900 uploaded legal and policy instruments related to disaster management from international, regional, national, provincial and local levels, as well as references to articles, book chapters and reports relevant to disaster law. Measurements of usage were not possible under the previous format. 			
Outcome	Indicators	Target for 2012-13	Achieved in 2012
Outcome 6: Disaster law issues receive greater visibility, including in humanitarian and academic fora	<i># of RC/RC & NGO meetings addressing disaster law issues</i>	<i>See outputs below</i>	<i>See below</i>
	<i># of masters/diploma courses including regular modules on IDRL and other key DL issues</i>	10	5
	<i>Disaster law is addressed in relevant IFRC courses and trainings</i>	<i>See below</i>	<i>See below</i>
<ul style="list-style-type: none"> Disaster law issues – and the contribution that the Red Cross and Red Crescent and its partners can make – are definitely gaining wider attention. Not only are National Societies continuing to take them very seriously and to accord them a prominent place at their various meetings, but new and influential external partners – like The Hague Academy of International Law are starting to integrate them into their work. The DLP was aware of 5 master’s level courses being taught on the issue of disaster law in Europe and North America. 			
Output	Indicators	Target for 2012-13	Achieved in 2012
Output 6.1: Key RC/RC and other humanitarian partner meetings address disaster law issues	<i># of global and regional RC conferences and meetings addressing disaster law</i>	2	9
	<i># of humanitarian partner meetings where disaster law is discussed</i>	4	5
<ul style="list-style-type: none"> Disaster law was addressed at several Red Cross and Red Crescent conferences and meetings, including: <ul style="list-style-type: none"> Inter-American Red Cross Conference in Montrouis, Haiti, in March. Indonesia Red Cross Disaster Management Committee Meeting in Bandung in March Pacific Secretary General’s Forum in Suva in April IFRC Asia Pacific Zone technical meetings in Kuala Lumpur in April, the RDMC Meeting in Singapore in June, the South Asia Humanitarian Diplomacy meeting in New Delhi in June the “RC-Net” meeting in Nairobi in March Italian Red Cross-IFRC, Training in Disaster and Crisis Management, in Milan in June Tripartite meeting of the Swiss Red Cross, Swiss Agency for Development and Cooperation and IFRC in Bern in June <p>DLP issues and presentations were also integrated into a number of partners’ meetings and conferences, including:</p>			

- Good Humanitarian Donorship Meeting in Geneva in February;
- UN Inter-Agency Standing Committee regional meeting for Asia Pacific, in Bangkok in January;
- First, Second and Third UNISDR Leadership Development Forums for Mainstreaming Adaptation and Disaster Reduction into Development, in Incheon in February, May and November;
- UN Pacific Gender and Humanitarian Conference in Suva in March; and
- UNOCHA's Asia-Pacific Regional Civil-Military Coordination Guidance Harmonization Workshop (December).

Output	Indicators	Target for 2012-13	Achieved in 2012
Output 6.2: Effective DLP websites and mailing lists	<i>DLP websites in all languages are effective and up-to-date</i>	<i>See below</i>	<i>See below</i>
	<i># DL newsletter list subscribers</i>	3,500	4,100
	<i># of DL news service subscribers</i>	500	370

- The quality of the website has been improved and it is regularly kept up-to-date. The electronic newsletter had 4'100 subscribers during the reporting period and the news service had 370.

Output	Indicators	Target for 2012-13	Achieved in 2012
Output 6.3: Bi-monthly newsletter published electronically in English and Spanish	<i>Newsletters published and circulated within bi-monthly deadline</i>	12	6

- The newsletter was regularly published every two months (The editions are available here: [February](#), [April](#), [June](#), [August](#), [October](#), [December](#)).

Output	Indicators	Target for 2012-13	Achieved in 2012
Output 6.4: Sample syllabus, modules and materials for disaster law courses	<i>Sample syllabus and materials prepared</i>	<i>Not quantitative</i>	<i>See below</i>

- Work had not yet started on the sample syllabus, modules and materials for disaster law courses in 2012

Output	Indicators	Target for 2012-13	Achieved in 2012
Output 6.5: Academic workshops on disaster law	<i>At least 1 academic conference per year is organized in conjunction with a university on disaster law issues</i>	2	0

- No dedicated conference was co-sponsored with an academic partner during the period, However, lectures and training were provided at meetings organized by various academic institutions, including:
 - [Hague Academy of International Law Seminar on "Responding to the Challenges of Natural and Industrial Catastrophes: New Directions for International Law,"](#) in the Hague

in January;

- Students from Australian National University in Geneva in February;
- Centre for International Humanitarian Cooperation (CIHC), Human Rights and Humanitarian Law Course in Bogis in March;
- Students from Tilburg University in Geneva in April;
- Geneva Centre for Education and Research in Humanitarian action (CERAH) Course on Humanitarian Action, in Geneva in April; and
- Institute for International Humanitarian Law, Course on the Law of Internal Displacement in San Remo in June.

Output	Indicators	Target for 2012-13	Achieved in 2012
Output 6.6: Student disaster law competition	<i>National competitions held by interested NSs</i>	<i>Not quantitative</i>	<i>See below</i>
	<i>Global competition held in Geneva</i>	<i>Not quantitative</i>	<i>See below</i>

- After further consultations with National Societies active in developing IHL competitions as well as potential academic partners, it was decided that it is premature to organize a competition on this new topic. Instead, an essay contest will be developed in 2013.

Output	Indicators	Target for 2012-13	Achieved in 2012
Output 6.7: Disaster Law Working Paper series	<i># of working papers published</i>	6	1

- The Disaster Law Working Paper Series published one [paper](#) by Luca Corredig, “Effectiveness and Accountability of Disaster Risk Reduction Practice – An Analysis Through the Lens of Informal International Lawmaking.” It is anticipated that the essay contest will generate additional articles in 2013 to allow the DLP to meet its two-year goal.

Output	Indicators	Target for 2012-13	Achieved in 2012
Output 6.8: Articles published in external journals	<i># of articles published</i>	4	0

- No scholarly articles were published in 2012, but one was prepared for publication in the first quarter of 2013 and discussions began for the publication of a book chapter.

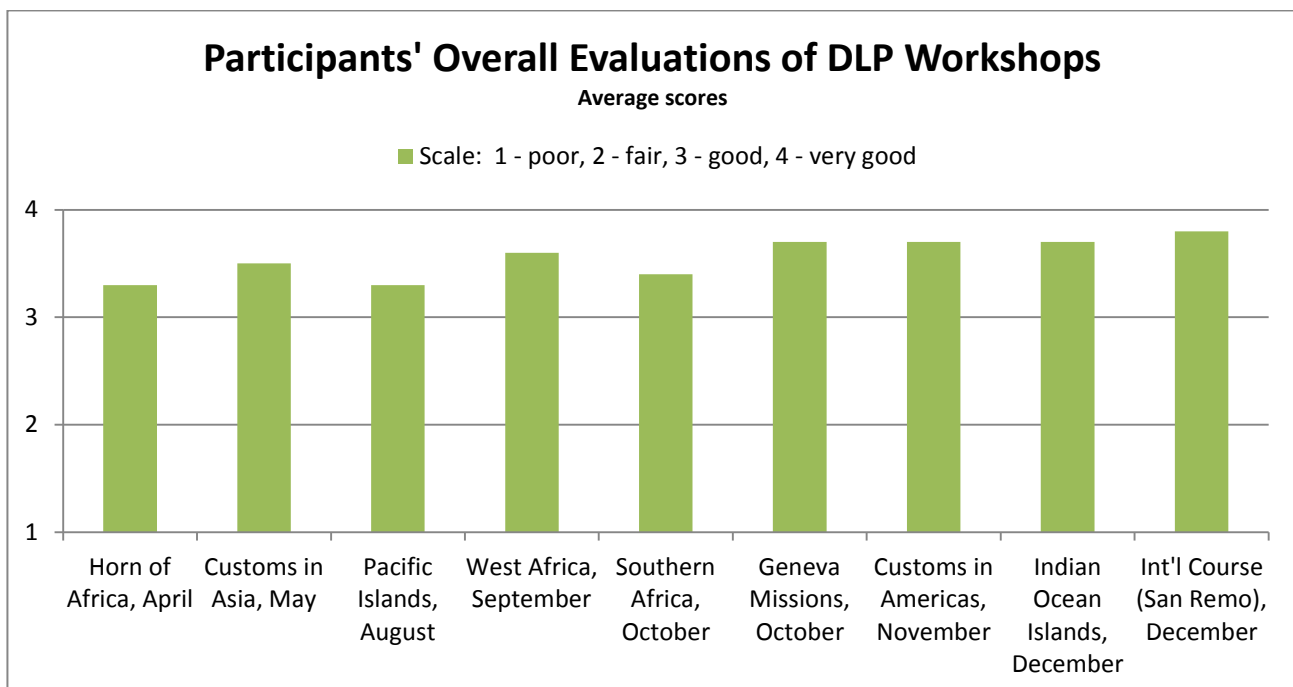
Output	Indicators	Target for 2012-13	Achieved in 2012
Output 6.9: Articles placed in external media	<i># of external media articles/broadcasts per year have featured IFRC or NS disaster law work</i>	10	4

- External media covered the DRR side event at the IPU Assembly in March, the Philippines IDRL workshop in June, and the Botswana country workshop in June.
- An editorial prepared by the Asia Pacific DLP team on law and DRR was published in the Jakarta Post for the 5th Asian Ministerial Conference on Disaster Risk Reduction in Yogyakarta.

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 reiterated at the 31st International Conference of the Red Cross and Red Crescent in 2011. Since then, as mentioned above, we have been pleasantly surprised by the increasing number of requests for technical assistance by both National Societies and states.

Representatives of National Societies and governments have joined other partners at our training events, such as the seminars on the role of customs in disaster management in Bangkok and Santo Domingo and the workshop on IDRL in the Horn of Africa in Mombasa. In participant evaluations, these events received consistently high ratings, as noted in the chart below:



In addition, at the end of 2012, the DLP also sent a survey to the participants of all training workshops it organized that year. More than two-thirds of respondents reported having taken concrete actions to follow-up on the discussions of the event they attended, and 80% plan additional follow-up.

Our research projects this year are all collaborative efforts, involving several departments of the IFRC and colleagues from across different specializations, as well as key external partners, such as UNDP and UNISDR.

Key Risks or Positive Factors

Key Risks or Positive Factors	Priority High Medium Low	Recommended Action
A major risk in legislative work 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 technical assistance projects.	M	We have tried to adapt the structure of projects to accord with political realities in each country. However, we remain committed to working with the relevant governmental authorities and this often requires a great deal of time.
The development of new and untested areas of disaster law expertise could lead to errors and or conflicts with other concerned stakeholders.	M	Ensure adequate time for the building of an evidence base. Create partnerships with key actors to avoid duplications and conflict.

Lessons learned and looking ahead

As in the past, obtaining clear results over the short term is extremely challenging in the legal field. As interest in disaster law appears to be rising, the DLP has received no shortage of invitations to speak, present and provide training. While building up the knowledge and engagement of key stakeholders will clearly be important over the long term, measuring the real effectiveness of this work in the short and medium term can be difficult.

Moreover, as the profile of the IFRC and its members grow in this area, we receive ever more requests for advice on draft bills. Responding fully and effectively to these requests requires that we further develop our collective expertise in new areas of disaster law.

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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