

05


SENDAI FRAMEWORK
FOR DISASTER RISK REDUCTION 2015-2030

DISASTER DISPLACEMENT: HOW TO REDUCE RISK, ADDRESS IMPACTS AND STRENGTHEN RESILIENCE

A companion for implementing the Sendai Framework Target (E)

WORDS INTO ACTION



WORDS INTO ACTION

Engaging for resilience in support of the Sendai Framework for Disaster Risk Reduction 2015-2030

The Words into Action (WiA) guidelines series aims to ensure worldwide access to expertise, communities of practice and networks of DRR practitioners. The guidelines offer specific advice on the steps suggested to implement a feasible and people-centered approach in accordance with the Sendai Framework for Disaster Risk Reduction 2015-2030. These guidelines are not meant to be exhaustive handbooks that cover every detail, and those who need more in-depth information will find references to other sources that can provide them with it.

Using a knowledge co-production methodology, WiA work groups take a participatory approach that ensures wide and representative diversity in sources of know-how. WiA is primarily a knowledge translation product, converting a complex set of concepts and information sources into a simpler and synthesized tool for understanding risk and learning. It is also meant to be a catalyser for engaging partners and other actors.

In summary, the WiA guidelines are pragmatic roadmaps to programming an effective implementation strategy. This is facilitated by promoting a good understanding of the main issues, obstacles, solution-finding strategies, resources and aspects for efficient planning. The guidelines can be a valuable resource for national and local capacity building through workshops and training in academic and professional settings. They can also serve as a reference for policy and technical discussions.

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Cover: Norwegian Refugee Council / Adrienne Surprenant 2017

This Somali woman is carrying the wood, fabric and cords necessary to build her tent after fleeing drought. She walked four hours, crossing the mountains bordering the dry valley. Of her 200 sheep, nothing is left. Sick from the lack of food, her husband is now in hospital, leaving her alone to care for their five children.

DISASTER DISPLACEMENT:
HOW TO REDUCE RISK, ADDRESS IMPACTS
AND STRENGTHEN RESILIENCE

WORDS INTO ACTION

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FOREWORD

Almost every second, a person becomes displaced by disaster. On average, 25 million people flee sudden onset disasters each year (IDMC, 2018). If we include displacement associated with slow-onset hazards such as drought, the global figure would be significantly higher. Most disaster displacement occurs within countries, but in some situations, people are displaced across international borders. Fleeing home to escape the impacts of a hazard can mean the difference between life and death. Displacement can worsen pre-existing vulnerabilities, undermine survivor's social cohesion and resilience, and also create new risks, like environmental degradation in host communities with whom displaced people take refuge.


Given the scale of disaster displacement and its vast humanitarian consequences, effective disaster risk reduction must be implemented to prevent individuals and communities from becoming displaced. Recognising potential risks, mitigating them where possible, and ensuring that countries and communities are robustly prepared helps to avoid displacement and respond resiliently where displacement does occur. Furthermore, measures to "Build Back Better" in recovery, rehabilitation and reconstruction enable displaced people to rebuild their lives.

The Sendai Framework for Disaster Risk Reduction 2015-2030 recognizes disaster displacement – the forced or involuntary movement of people associated with disasters – as an important concern. Target (E) provides advice around designing disaster risk reduction strategies at a national and local level, including

clear objectives and targets by 2020. These strategies should reduce the risk of disaster displacement and related human suffering in line with Target (B), which aims to substantially reduce the number of people affected by disasters globally. The United Nations Office for Disaster Risk Reduction (UNDRR) is the focal point and convener of the United Nations system for disaster risk reduction, supporting countries and societies to implement the Sendai Framework, including monitoring and review of progress. In line with this mandate, UNDRR partners with relevant actors to develop Words into Action guides which are practical guidelines that feed into on the ground implementation of the Sendai Framework. For this guide, the Platform on Disaster Displacement and the Norwegian Refugee Council have partnered with UNDRR.

This Words into Action guide offers practical guidance to help Government authorities integrate disaster displacement and other related forms of human mobility into regional, national, sub-national and local disaster risk reduction strategies in accordance with Target (E) of the Sendai Framework. The guide provides basic background information and highlights the various roles disaster risk reduction can play in reducing, preparing for and responding to displacement.

We hope this guide will support the work of disaster risk management actors and policymakers from the local to global level to translate the Sendai Framework on disaster displacement risk into effective action.



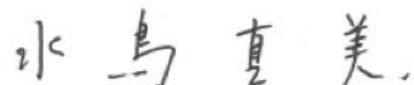
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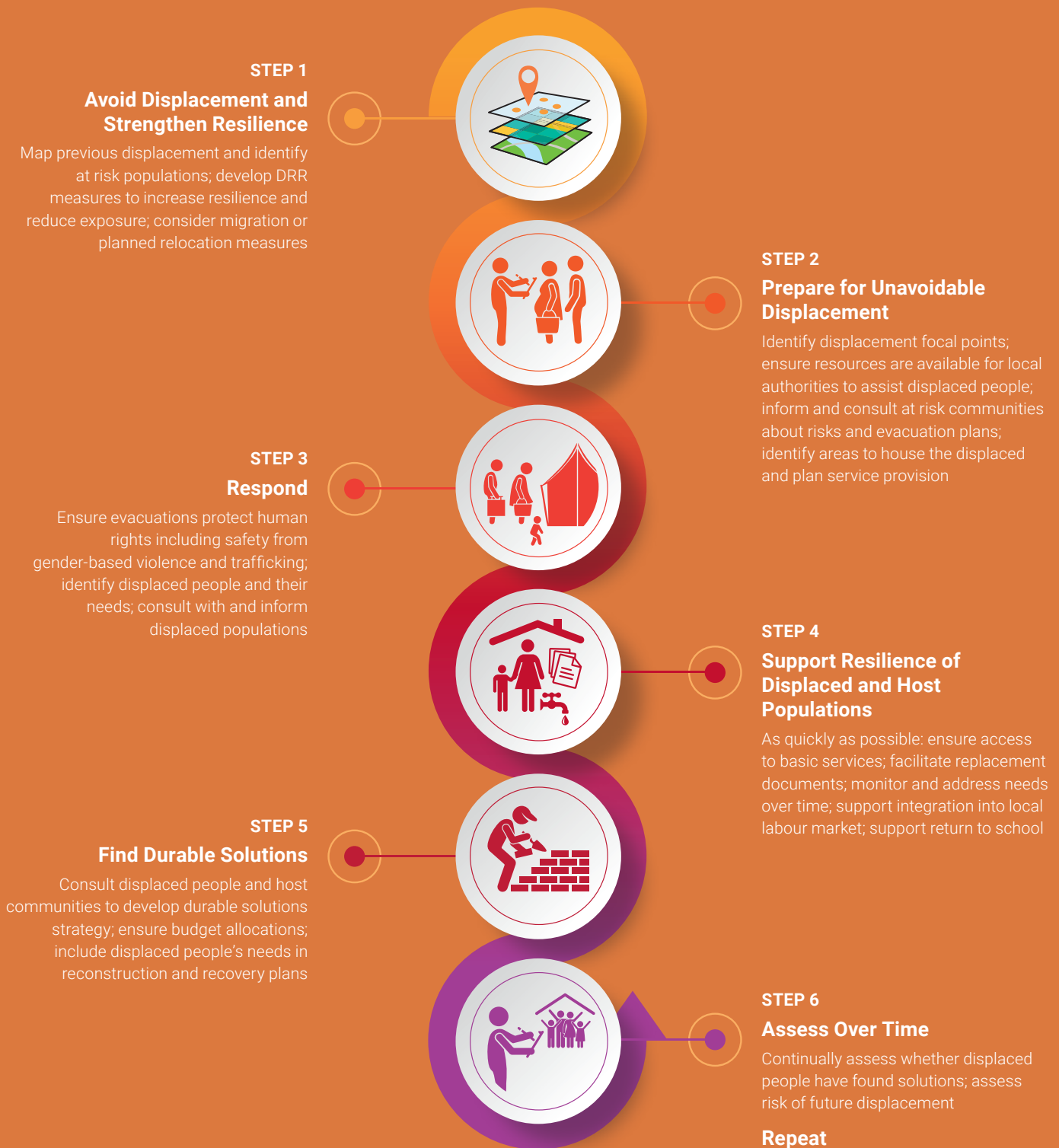
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Special Representative of the United Nations
Secretary-General for Disaster Risk Reduction

FIGURE 1:

TAKING ACTION ON DISASTER DISPLACEMENT

Understand, plan, prepare and respond



EXECUTIVE SUMMARY

Forced displacement is one of the most common and immediate impacts of disasters. Facilitating people's movement to avoid their exposure to life-threatening situations via evacuations or planned relocations is one of the most effective ways of reducing mortality and injury. Having to flee one's home, however, particularly when return is not possible for an extended period, tends to increase humanitarian needs and expose people to other significant risks linked to their displacement.

The Sendai Framework for Disaster Risk Reduction 2015-2030 (Sendai Framework) recognises disaster displacement – the forced or involuntary movement of people associated with disasters – as an important concern. If displacement cannot be avoided, the Sendai Framework also identifies actions to prepare for responses that reduce potential humanitarian needs and strengthen the resilience of those affected until they are able to find an acceptable solution to their displacement.

Sudden-onset disasters displace an average of 25 million people each year. Most disaster displacement occurs within countries – internal displacement – but in some situations, people are displaced across international borders – cross-border disaster-displacement. Climate change is projected to increase disaster displacement as extreme weather events become more frequent and intense, particularly in developing countries. Other risk factors, such as rapid and unplanned urbanisation, population growth, poverty, conflict, weak governance and environmental degradation are also expected to feed the phenomenon and heighten the needs of those affected.

The inclusion of disaster displacement in the Sendai Framework is an important DRR policy development. An all-of-society approach to DRR based on partnership begins with the engagement and consultation of those who face disaster risk directly, and should include all key stakeholders to support States in fulfilling their primary responsibility to address disaster displacement risk and impacts.

Appropriate systems to collect, analyse and share disaggregated data on displacement are needed to understand disaster displacement risk in all its dimensions, and should identify those with specific needs, including women, older people, people with disabilities and indigenous and marginalized groups. Data can be collected as part of displacement tracking, damage and loss assessments, environmental impact assessments, or human recovery and needs assessments.

Provisions to reduce disaster displacement risk, respond to disaster displacement and strengthen the resilience of people displaced by disasters should be included within national and local DRR strategies, plans and policies, as well as wider efforts to embed disaster risk reduction in other relevant laws, regulations and policies. Strong DRR coordination forums made

up of stakeholders at all levels are key to supporting a cross-sector approach. Clear roles and responsibilities related to displacement should be assigned to public and private actors. In some contexts, specific policies and programmes to address disaster-induced human mobility may help further ensure an effective and coordinated response across Government entities at all levels, and with other stakeholders.

DRR by definition aims to reduce all forms of disaster risk, including the risk of disaster displacement. When assessing vulnerability it is important to consider people likely to face higher displacement risk as well as those who face high levels of disaster risk more generally. Implementing general measures to improve the quality of infrastructure, services and housing to reduce and withstand exposure to hazards through retrofitting and risk-informed development is the primary way to reduce displacement risk too. When displacement cannot be avoided, investments in long-term DRR measures can help to strengthen displaced people's resilience. Beyond inclusive policies and social safety nets, targeted measures to address disaster displaced people's specific needs may also be required to this end.

Disaster preparedness is key to mitigating the impact that displacement will have on affected populations when it cannot be avoided. The Sendai Framework emphasises the importance of regular disaster preparedness, response and recovery exercises, such as evacuation drills, training and the establishment of area-based support systems to ensure rapid and effective responses to displacement. Measures to help disaster displaced people achieve durable solutions should be integrated in recovery, rehabilitation and reconstruction plans, recognising them as a disproportionately affected group with specific needs that may face challenges in accessing services and the benefits of development and reconstruction programmes.

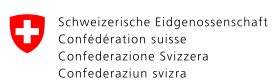
Global and regional DRR coordination structures and protocols provide useful opportunities to share information on disaster displacement risk, as well as effective practices and lessons learned on preparing for and responding to disaster displacement at the national level, including cross-border displacement. Given that the latter normally occurs within regions, responses should ideally be coordinated across an affected region to ensure a coherent approach.

ABOUT THIS GUIDE

The development of this Words into Action guide on disaster displacement was a collaborative effort, led by the Norwegian Refugee Council (NRC) in support of the Platform on Disaster Displacement's efforts to ensure that future disaster risk reduction strategies include disaster displacement risk, as set out in the Sendai Framework for Disaster Risk Reduction 2015-2030. The German Federal Foreign Office, Internal Displacement Monitoring Centre (IDMC), Platform on Disaster Displacement (PDD), UNDRR, UN Migration Agency (IOM), and UN Refugee Agency (UNHCR) were members of the working group.

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PDD is a state-led initiative that seeks to implement the recommendations of the Nansen Initiative Protection Agenda, which offers States a toolbox to better prevent, prepare for and respond to disaster displacement situations when people are forced to find refuge within their own countries or across an international border. To learn more about PDD and the Nansen Initiative Protection Agenda, please visit: disasterdisplacement.org



ABBREVIATIONS

DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
FRDP	Framework for Resilient Development in the Pacific
IASC	Inter-Agency Standing Committee
IDMC	Internal Displacement Monitoring Centre
IDPs	Internally Displaced Persons
IFRC	International Federation of Red Cross and Red Crescent Societies
IOM	International Organization for Migration
NRC	Norwegian Refugee Council
OSCE	Organisation for Security and Cooperation in Europe
PDD	Platform on Disaster Displacement
SDGs	Sustainable Development Goals
UN	United Nations
UNDRR (formerly UNISDR)	United Nations Office for Disaster Risk Reduction
UNFCCC	United Nations Framework Convention on Climate Change
UNHCR	United Nations High Commissioner for Refugees
VCCDRRP	Vanuatu's Climate Change and Disaster Risk Reduction Policy



With high risk of flooding, houses along the no-safe zone in Guiuan, Philippines are built on stilts to reduce water damage.

IOM / Alan Motus 2014

01

INTRODUCTION: DISASTER DISPLACEMENT AND DISASTER RISK REDUCTION

“The Sendai Framework includes a number of measures related to human mobility, displacement, evacuation and relocation in the context of strengthening disaster risk governance, investing in resilience and enhancing preparedness. In recognizing the importance of national legislation, the Sendai Framework suggests human mobility, displacement, evacuation and relocation as priority questions in the further development of normative instruments.”¹

¹ http://www.preventionweb.net/files/46694_readingsendaiframeworkfordisasterri.pdf> accessed 18 April 2019.



Hurricane Matthew was the strongest storm to hit the Caribbean in 2016 with Haiti suffering the most impacts and displacements. In some of the worst affected areas, up to 90% of homes were destroyed.

IOM / Hajer Naili 2016



1.1. PURPOSE AND STRUCTURE OF THE GUIDE

Forced displacement is one of the most common and immediate impacts of disasters, and in some cases it takes place even before a hazard strikes. Facilitating people's movement to avoid their exposure to life-threatening situations via evacuations or planned relocations is one of the most effective ways of reducing mortality and injury. Having to flee one's home, however, particularly when return is not possible for an extended period, tends to increase humanitarian needs and expose people to other significant risks linked to their displacement.

It may also increase people's vulnerability to future disasters. Both short-term and protracted displacement pose challenges in terms of basic service provision, social cohesion and individual and collective wellbeing. High levels of displacement prejudice sustainable development and have the potential to undermine broader development gains, particularly if the needs of those affected are not adequately addressed.

Facing page:

After a disaster, people generally return to rebuild, just as Habibullah rebuilds his home after the 2010 Afghanistan Earthquake.

NRC / Christian Jepsen 2010

The Sendai Framework for Disaster Risk Reduction 2015-2030 (Sendai Framework) recognises disaster displacement – the forced or involuntary movement of people associated with disasters – as an important concern. It provides several opportunities to set objectives and targets for disaster risk reduction (DRR) strategies that reduce the risk of disaster displacement and related human suffering in line with Target (B), to substantially reduce the number of people affected by disasters globally.

If displacement cannot be avoided, the Sendai Framework also identifies actions to prepare for responses that reduce potential humanitarian needs and strengthen the resilience of those affected until they are able to find an acceptable solution to their displacement. Addressing disaster displacement is also central to fulfilling principle 19(c), which recognises that disaster risk management (DRM) aims to protect people and their assets in ways that also protect and promote all human rights.

This Words into Action guide offers practical guidance to help Government authorities integrate disaster displacement and other related forms of human mobility into regional, national, sub-national and local DRR strategies in accordance with **Target (E) of the Sendai Framework, to revise or develop DRR strategies by 2020**. It provides basic background information, and highlights the various roles DRR and DRM can play in reducing, preparing for and responding to disaster displacement.²

The guide is primarily intended to support the work of:

- * Regional, national, sub-national and local DRM actors, particularly disaster management agencies, civil defence and emergency responders in addressing disaster displacement risk
- * National and regional Governments in ensuring that policies to avoid and manage displacement within and across borders are coherent across all relevant sectors
- * National and sub-national law and policymakers, such as parliamentarians, in regulating the inclusion of measures to reduce and manage disaster displacement
- * Local authorities responsible for land-use planning and urban development in reducing vulnerabilities and exposure that may lead to displacement, and in ensuring disaster displacement risk is included in spatial development plans

² See Annex I, which lists references to disaster displacement and related human mobility in the Sendai Framework.



Others, such as international organisations, civil society, community-based organisations, and academics, may also find it useful.

The guide has three parts. The first discusses the purpose of the project, explains why disaster displacement is a global DRR challenge and provides an overview of how the Sendai Framework addresses disaster displacement. The second part begins with guiding principles to frame activities under the Framework's four priorities for action relevant to reducing, preparing for and responding to disaster displacement at all levels. Effective practices are illustrated with examples and case studies. The third part is an annex that provides specific references to disaster displacement and human mobility in the Sendai Framework, a list of key resources, a glossary, cross-references to other Words into Action guides and an overview of how disaster displacement is relevant to various global policies and processes.

The guide is complemented by a companion assessment tool, available separately at PreventionWeb,³ that summarises the most important activities for addressing disaster displacement within local, sub-national, national, and regional DRR strategies

described in detail in this guide. It aims to help users determine whether their strategies align with the Sendai Framework on disaster displacement, and to assist with monitoring and reporting.

The guide is not designed as a comprehensive instruction manual for addressing disaster displacement risk. Selected references are recommended for users seeking more technical guidance on specific topics. Nor does it cover every relevant activity in the Sendai Framework exhaustively. Many resilience-building activities for areas exposed to hazards, for example, will also reduce the risk of displacement. It does, however, follow the layout and logic of the framework in the areas that it covers, which means there is a degree of overlap between some sections.

Ideally, all DRM activities should be reviewed to ensure they meet the specific needs of vulnerable populations, including those who are displaced or face the risk of displacement. The cross-references to other relevant Words into Action in the annex should help with such analyses.

³ <https://www.preventionweb.net/publications/view/58821>

When forced from their homes, children – such as these in the Philippines – can face heightened threats to their health and safety, have limited access to education and greater risk of trafficking.

IOM / Joe Lowry
2013

1.2. DISASTER DISPLACEMENT AS A DRR CHALLENGE

Fleeing home to escape the impacts of a hazard may mean the difference between life and death, but disaster displacement – which includes evacuations and in some cases planned relocations – can have still severe humanitarian impacts and long-lasting social, economic, administrative and legal consequences, particularly when it lasts longer than a few days.⁴ Displacement can also make pre-existing vulnerabilities worse and create new risks, such as environmental degradation in host communities with whom displaced people take refuge.

Displacement may disrupt family, community and cultural life, destroy livelihoods and create unemployment. It may also interrupt education, cause health problems and make existing conditions worse, reduce access to basic services, make it difficult to claim property rights, prompt or aggravate safety and security concerns, heighten the risk of trafficking and lead to poverty. Displaced people may not be able to receive Government assistance, obtain a work permit or enrol their children in school if they are unable to replace personal identity documents that were left behind, lost or destroyed in a disaster.

Certain groups, such as women, children and young people, older people, people with disabilities, marginalised people, migrants, refugees and indigenous communities, tend to encounter additional challenges during the response and recovery phase. Women and children, for example, may face a greater risk of gender-based violence in crowded evacuation centres or while staying with host families. Older people and people with disabilities may have difficulty accessing essential medical care or aid distributions due to mobility limitations.

Sudden-onset disasters displace an average of 25 million people each year.⁵ This is the equivalent of someone being forced to flee their home almost

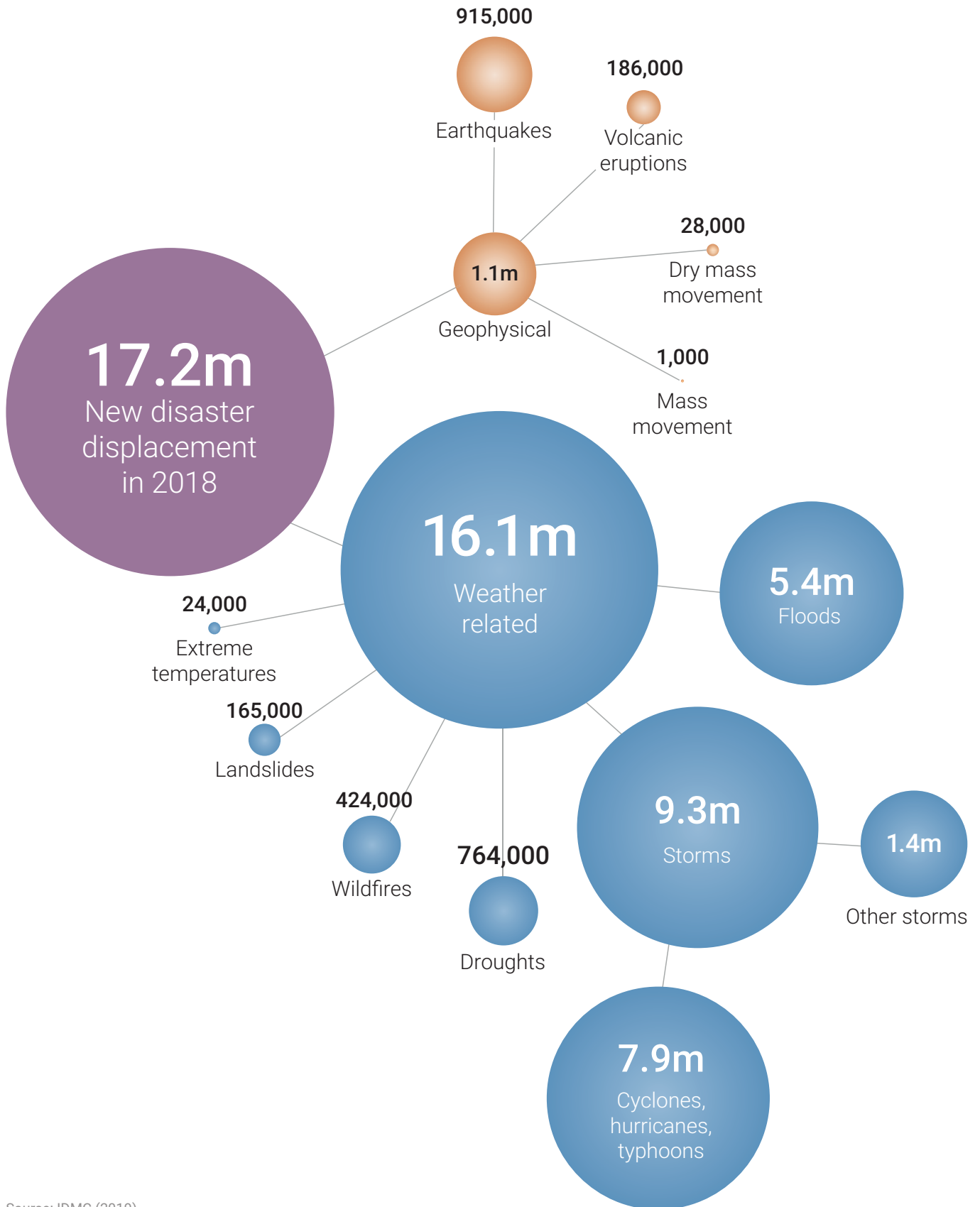


⁴ For more discussion about disaster displacement, see Box 1 on pp. 18 and 19.

⁵ Internal Displacement Monitoring Centre, 'Global Report on Internal Displacement 2017' (Internal Displacement Monitoring Centre/Norwegian Refugee Council 2017) 31.

FIGURE 2:

DISPLACEMENT BREAKDOWN BY HAZARD



Refugees in a family settlement in Montenegro pile up household items ruined by a flood. Refugees and asylum seekers often find shelter in marginalized areas with high disaster risk, putting themselves in danger of secondary displacement.

UNHCR / P. Calasan 2010



every second. If displacement associated with slow-onset disasters such as drought were included, the global figure would be significantly higher. Most disaster displacement occurs within countries – internal displacement – but in some situations, people are displaced across international borders – cross-border disaster displacement.

Climate change is projected to increase disaster displacement as extreme weather events become more frequent and intense, particularly in developing countries.⁶ Other risk factors, such as rapid and unplanned urbanisation, population growth, poverty, conflict, weak governance and environmental degradation are also expected to feed the phenomenon and heighten the needs of those affected.

Most people displaced following the onset of disasters take refuge with host families or in rented accommodation, rather than in communal shelters or camps. The duration of displacement varies significantly depending on the hazard's impact and the resilience of the people and communities affected. For instance, the majority of people evacuated return home after only a few days or weeks and are able to begin rebuilding their lives, but if a hazard's impacts are severe it may be months or even years before conditions are re-established for people to be able to return safely and sustainably.

In some situations return may never be possible, which means recovery and reconstruction plans need to address displaced people's needs and vulnerabilities wherever they are located; and to respect their right to choose how and where they would prefer to achieve a durable solution to their displacement.⁷ In other words, displaced people must be consulted to ensure that the process is voluntary. It is also important to recognise that it may take years to achieve a durable solution.

Other forms of **human mobility** – a term which includes **forced displacement, voluntary migration and planned relocation** – may occur in response to hazards and environmental degradation, or in anticipation of them.⁸ This includes recurrent low-intensity hazards that erode people's resilience gradually over time. People may choose to migrate to avoid such situations and other environmental stressors, or they may be part of a planned relocation of a whole settlement to a safer, less exposed place. This may happen before or after displacement has taken place, but in either case it is important to reiterate that if the process is not voluntary it may constitute forced displacement. Other people may become **trapped populations**, people who want to move but are unable to do so.

Disaster displacement may have adverse effects on people who are not displaced as well. The term **"displacement-affected communities"** also refers to those who host displaced people. Host families and communities often provide shelter and food, and share their access to basic social services and facilities, which may erode their capacity to cope with future hazards. It should also be noted that sometimes host communities may also benefit from the presence of displaced people in terms of social capital and labour.

To be effective, DRR and humanitarian assistance efforts need to address the risk and impacts of disaster displacement. In doing so, they should recognise that people already displaced by previous disasters or conflict, including refugees, and the communities that host them tend to have less capacity than their counterparts in the general population to cope with a disaster's impacts and manage future disaster risk.

6 IPCC, *Summary for Policymakers: Climate Change 2014 Impacts, Adaptation and Vulnerability* (Cambridge University Press 2014) 20 <https://www.ipcc.ch/pdf/assessment-report/ar5/wg2/ar5_wgII_spm_en.pdf> accessed 18 April 2019. For more information about climate change and displacement, see also Annex V, Section 3.5 of this document, and UNFCCC, 'Task Force on Displacement' <<https://unfccc.int/wim-excom/sub-groups/TFD>> accessed 18 April 2019.

7 With respect to finding durable solutions to internal displacement, see IASC, 'IASC Framework on Durable Solutions for Internally Displaced Persons' <https://www.brookings.edu/wp-content/uploads/2016/06/04_durable_solutions.pdf>; Regarding cross-border disaster displacement see Nansen Initiative, *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change* (2015) paras 70-75 <<https://nanseninitiative.org/wp-content/uploads/2015/02/PROTECTION-AGENDA-VOLUME-1.pdf>> accessed 18 April 2019.

8 "Human mobility" refers to three categories of population movement as set out in the UNFCCC 2011 Cancun Adaptation Framework, which identifies "climate change induced displacement, migration and planned relocation." In this document, human mobility is used without exclusive reference to climate-change related phenomena. Conference of the Parties, United Nations Framework Convention on Climate Change, 'United Nations Framework Convention on Climate Change Decision 1/CP.16, The Cancun Agreements: Outcome of the Work of the Ad Hoc Working Group on Long-Term Cooperative Action under the Convention' para 14(f) <<https://unfccc.int/resource/docs/2010/cop16/eng/07a01.pdf>> accessed 18 April 2019.



BOX 1

Understanding human mobility associated with hazards, disasters and climate change

Hazards, disasters and climate change affect people's movements in different ways. The term "human mobility" in this context refers to three specific forms of movement: displacement, migration and planned relocation.

Displacement is used as a descriptive term, rather than a legal status, to identify forced or involuntary movements that may occur within a country or across international borders. It is commonly associated with conflict, but it also applies to forced movements associated with sudden and slow-onset disasters (**disaster displacement**). People who flee within their own countries are called **internally displaced people (IDPs)**. **Cross-border disaster-displacement** refers to forced movements between countries. Because people tend to be obliged to move when they are evacuated to avoid exposure to hazards, **evacuation** is normally considered a form of displacement albeit one that is usually short-term. When displaced people are unable to re-establish their lives and livelihoods for an extended period of time, they are referred to as living in **protracted displacement** (Breaking the Impasse, UN Office for the Coordination of Humanitarian Affairs [OCHA], 2017).

Planned relocation processes can be understood either as a forced or voluntary movement depending on the circumstances. "In some cases, Planned Relocation will be initiated by persons or groups of persons and will reflect their level of risk tolerance. In other cases, States will decide that people must be moved for their safety and protection, even though they may oppose Planned Relocation. In all types of Planned Relocation, distinctions between 'forced' versus 'voluntary' movement are somewhat artificial. Arguably, all those who participate in Planned Relocation are being compelled to move by forces beyond their control—disasters and environmental change, including the effects of climate change" (Guidance on Protecting People from Disasters and Environmental Change through Planned Relocation, Brookings Institution, Georgetown University and the UN Refugee Agency [UNHCR], 2015, p.6).

Most people made **homeless** by a disaster – in other words, their homes are severely damaged or destroyed – also become displaced, or they will share many of the same vulnerabilities and needs of displaced people. Both groups may require emergency shelter, clothing, food, water, non-food items and reconstruction assistance. However, homeless people do not necessarily have displacement-specific needs when they do not flee the premises of their home. Conversely, a displaced person's home is not necessarily destroyed. (National Instruments on Internal Displacement, Brookings-LSE Project on Internal Displacement, 2013, pp.64-65). **Displacement-specific needs** include difficulty accessing basic services such as healthcare and education because of administrative hurdles as a non-resident, difficulty finding work opportunities in a new location and not receiving information about deadlines to qualify for reconstruction assistance. Nonetheless, the number of homes destroyed may be used as a proxy for estimating medium to long-term displacement associated with sudden-onset disasters in the absence of displacement-specific data (see section 2.2.1).

Migration refers to predominantly voluntary movements. People may choose to move because they are affected by or exposed to hazards and environmental degradation, and doing so may constitute a positive risk management strategy that should be supported by DRR strategies and plans. Diasporas and migrants, including those who engage in ad hoc temporary and circular labour migration, play an important role in DRR and building resilience through financial support and the new knowledge and skills they transfer to their communities of origin. Movements that people make in an attempt to build their resilience and ability to adapt to slow-onset hazards and environmental change are referred to as **migration as adaptation**.

The distinction between displacement and migration is often difficult to draw. It may not immediately be clear, for example, whether someone who leaves an area affected by an earthquake in search of work a month after it struck is a displaced person or a labour migrant. As a result, human mobility is usually taken as falling along a continuum from predominantly voluntary to predominantly forced movement. Categories are helpful in determining different populations' specific needs and vulnerabilities. Other people may be unable to move despite wanting to do so, and may be forced to stay in a location affected by or at risk of a hazard. Such people are referred to as **trapped populations**.

People's movement and vulnerabilities may change over time. What begins as an evacuation may evolve into secondary displacement – being forced to move to another location – protracted displacement or even so-called permanent displacement, in which people are unable ever to return to their place of origin. Slow-onset hazards and environmental change that initially prompt people to migrate voluntarily may ultimately make the original settlement uninhabitable, forcing the permanent displacement of the community.

In 2012, Tropical Cyclone Evan tore through Fiji leaving 671 homes partially damaged and 819 completely destroyed.

OCHA / Masaki Watabe 2012



1.3. DISASTER DISPLACEMENT AND THE SENDAI FRAMEWORK

The Sendai Framework Target (B) sets the goal of substantially reducing the number of people affected by disasters globally by 2030. “Directly affected are those who have suffered injury, illness or other health effects; who were evacuated, displaced, relocated or have suffered direct damage to their livelihoods, economic, physical, social, cultural and environmental assets.”⁹

The relationship between DRR and disaster displacement was underscored by the Chair of the 2017 Global Platform for Disaster Risk Reduction in Cancun, Mexico, who stated:

*The development of disaster risk reduction strategies should consider regional and cross-border perspectives and include provisions that aim to prevent displacement attributed to disasters and reduce displacement risk, address the protection needs of displaced people and promote durable solutions to displacement.*¹⁰

To reach the Sendai Framework targets it is vital that all DRR strategies and interventions adequately account for displacement risk, its impacts and the specific vulnerabilities of displaced people and displacement-affected communities. The Sendai Framework identifies a range of activities to reduce, prepare for and respond to disaster displacement, both within countries and across international borders (see Annex I). Activities include promoting transboundary cooperation to reduce displacement risk and “ensuring rapid and effective response to disasters and related displacement” via measures such as evacuation drills, training and area-based support systems.¹¹

The Sendai Framework also highlights the development of public policies on the relocation of “human settlements in disaster risk-prone zones” as a potential preventive or adaptive measure, and recognises the need to “find durable solutions in the post-disaster phase and to empower and assist people disproportionately affected by disasters”.¹² More broadly, it encourages “the adoption of policies and programmes addressing disaster-induced human mobility to strengthen

the resilience of affected people and that of host communities”.¹³ Other priority activities, such as information management and urban and land-use planning, are also highly relevant to addressing disaster displacement risk and impacts, but the link is not made explicit.

The Sendai Framework also recognises that successful DRR is linked to sustainable development and global efforts to combat the adverse impacts of climate change through the Paris Agreement of the UN Framework Convention on Climate Change (UNFCCC). Likewise, the 2013 Sustainable Development Goals (SDGs) acknowledge DRR as a cornerstone of sustainable development. The integration of displacement risk reduction into broader DRR efforts also helps to strengthen the humanitarian-development nexus. A comprehensive response to disaster displacement risk, including cross-border, requires collaboration among a wide range of actors in different domains, including urban planning, basic services, humanitarian assistance, migration management, human rights, climate change, environmental protection and sustainable development (see Annex IV).

9 United Nations General Assembly, ‘Report of the Open-Ended Intergovernmental Expert Working Group on Indicators and Terminology Relating to Disaster Risk Reduction’ 11 <<http://undocs.org/A/71/644>> accessed 18 April 2019.

10 ‘Chair’s Summary: 2017 Global Platform for Disaster Risk Reduction’ (UNISDR 2017) 7 <http://www.unisdr.org/files/53989_chairsummaryofthe2017globalplatfor.pdf> accessed 18 April 2019.

11 UNISDR, ‘Sendai Framework for Disaster Risk Reduction 2015-2010’ paras 28(d) and 33(h). See also 33(m). <https://www.unisdr.org/files/43291_sendaiframeworkfordrren.pdf> accessed 18 April 2019.

12 The Sendai Framework has three references to relocation. See *ibid* 27(k); 30(j); 30(j); 33(l).

13 *ibid* 30(l).

Why is it important for DRR to address disaster displacement?

DRR measures that are well designed and implemented have a significant role to play in reducing and avoiding disaster displacement and human suffering.

- ※ Successful DRR measures limit how long people are displaced when displacement is unavoidable, such as when they are evacuated to move them out of harm's way. DRR also helps to ensure that displacement occurs in a dignified manner that protects the rights of those affected without exposing them to other safety and security risks, such as through a well-managed planned relocation process.
- ※ Displaced people tend to be more vulnerable and exposed to higher levels of disaster risk, including death, injury, poverty and secondary displacement if their needs are not adequately addressed. They often seek refuge in underserved, marginal or informal settlements, particularly if they have been forced to flee a number of times. They also tend only to be able to find informal, low-paid work, often in unsafe conditions with little or no job security or social protection.
- ※ The economic and social consequences of protracted displacement set back a country's ability to achieve its overall development goals significantly. Carefully tailored preparedness for response and recovery assistance help people displaced by disasters to rebuild their lives and end their displacement as soon as possible. For internally displaced people, this process can take place in their home areas, their current location or another part of the country. For cross-border disaster displaced people, this usually means finding a solution in their country of origin, but in exceptional circumstances it may occur in their host country.
- ※ Data collected on disaster displacement as part of DRR, preparedness, response and recovery activities provides a vital evidence base for addressing disaster displacement risk. It is used to inform risk and impact assessments, early warning systems, preparedness and response plans, humanitarian interventions, development plans, land-use plans, climate change mitigation and adaptation efforts, environmental management, migration management and the promotion of human rights.

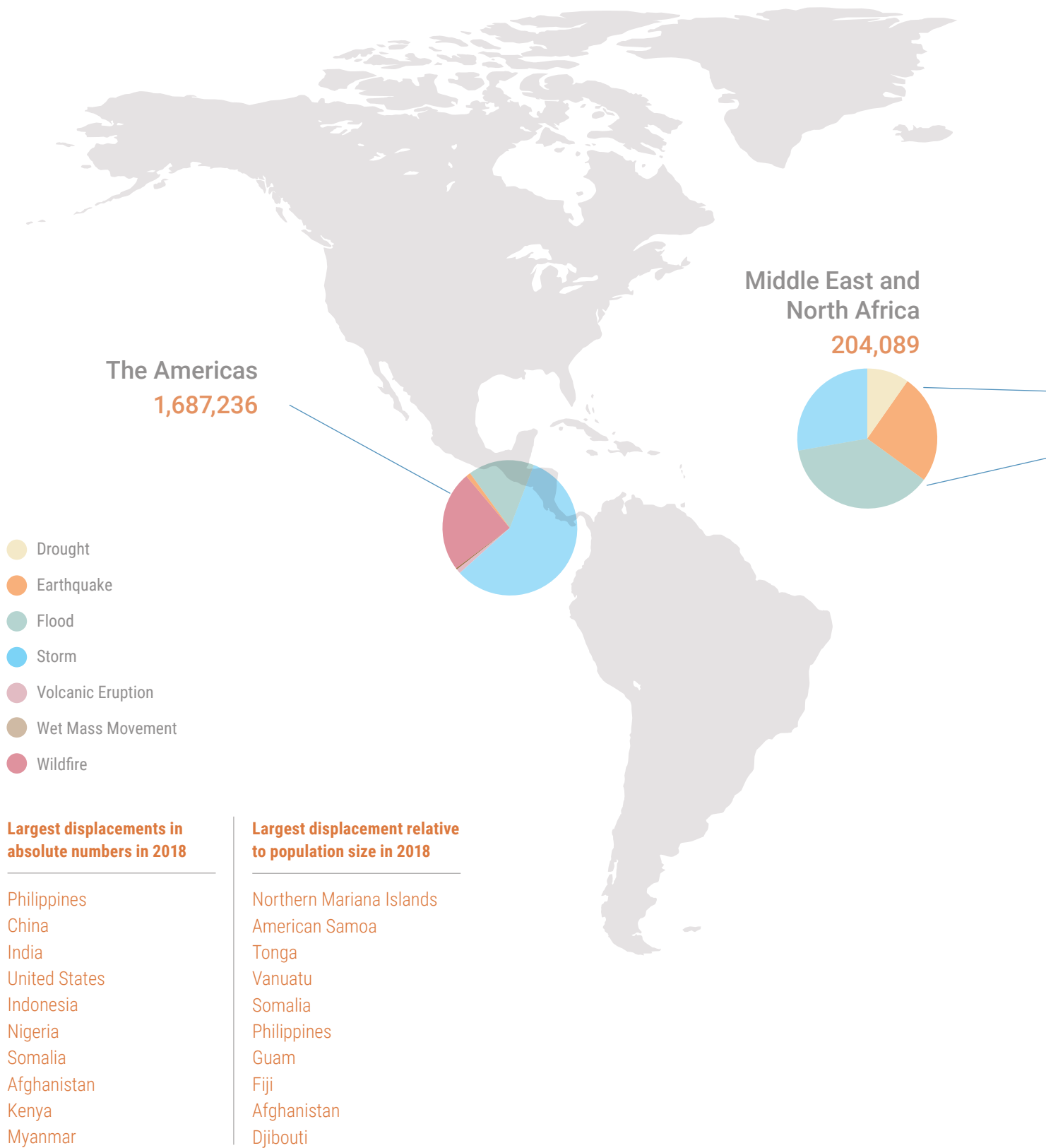
The Cambodian village of Jon Knes is known as the 'floating village', where homes are built on platforms that rise and fall with the water levels, as an adaptation to flood risk.

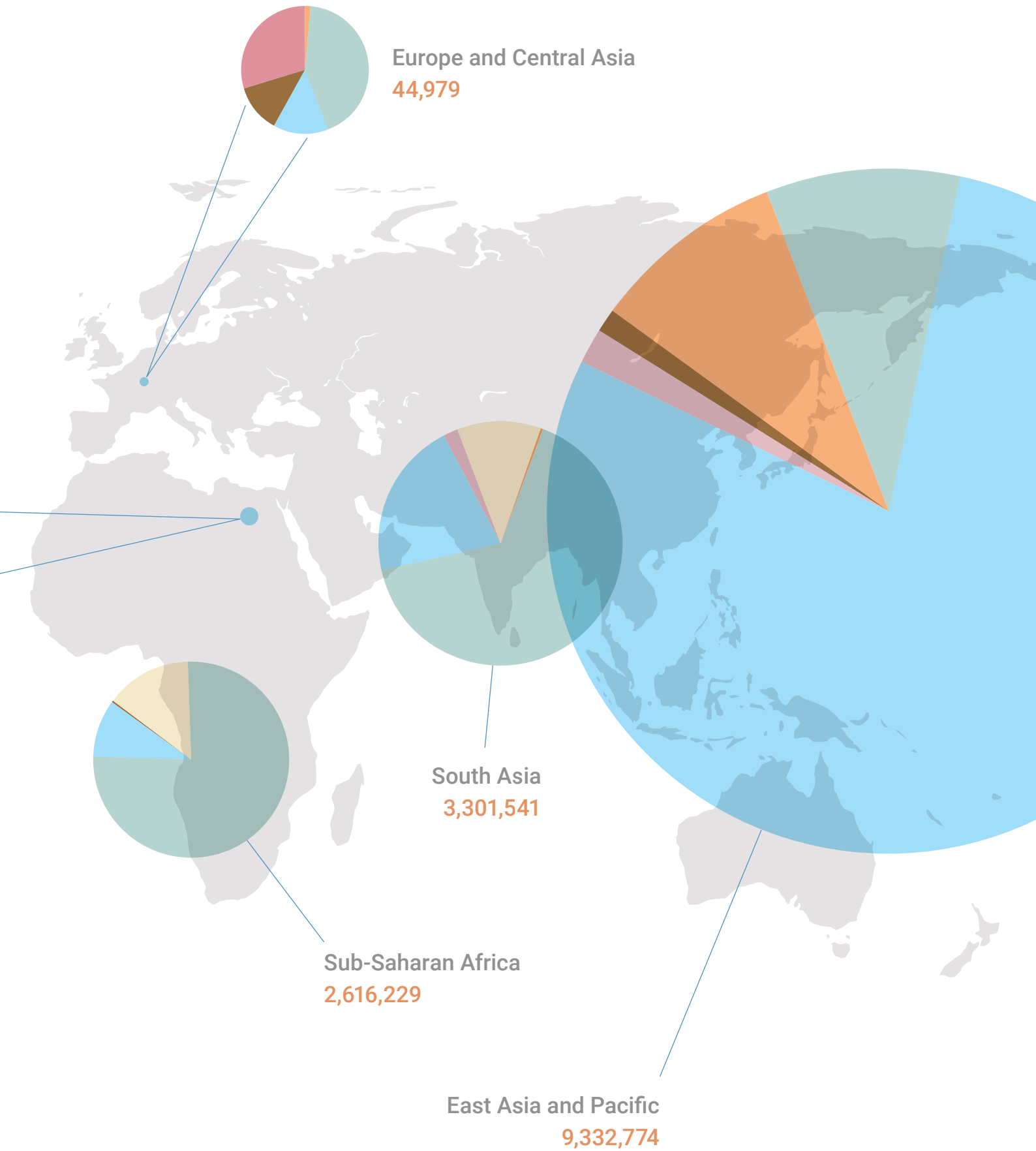
IOM / Muse
Mohammed 2016



FIGURE 3:

DISASTER DISPLACEMENT IN 2018 BY REGION





02

DISASTER DISPLACEMENT AND THE SENDAI FRAMEWORK'S PRIORITIES FOR ACTION

The inclusion of disaster displacement in the Sendai Framework is an important DRR policy development. Only a small number of DRR strategies previously referenced or included specific targets or activities on the issue and other related forms of human mobility.¹⁴

¹⁴ The Hyogo Framework's only reference to displacement is: "Endeavor to ensure, as appropriate, that programmes for displaced persons do not increase risk and vulnerability to hazards." UNISDR, 'Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters' (2005) 19(ii)(i) <<https://www.unisdr.org/2005/wcdr/intergover/official-doc/L-docs/Hyogo-framework-for-action-english.pdf>> accessed 18 April 2019.





Displaced children are taught for free by a teacher who was also displaced. Pastoralists lost most of their livestock to drought and were unable to afford school fees.

Norwegian Refugee Council /
Adrienne Surprenant 2017

2.1. GUIDING PRINCIPLES AND THE ROLE OF STAKEHOLDERS

An all-of-society approach to DRR based on partnership begins with the engagement and consultation of those who face disaster risk directly, recognising that they have the capacity to contribute to their own resilience. In terms of empowerment and participation efforts, the Sendai Framework calls for “special attention to people disproportionately affected by disasters, especially the poorest”, which arguably includes displaced people¹⁵. Vulnerability and capacity assessments are also key to understanding communities’ perception of risks, which may differ from Government assessments.

The Framework identifies migrants in particular¹⁶, but other displaced people – including refugees, asylum seekers and IDPs fleeing conflict – displacement-affected communities and communities at risk of displacement can all be active and positive contributors to DRR planning¹⁷. Such engagement, particularly at the local level, is central to ensuring that DRR efforts reduce vulnerabilities and exposure to hazards and risk effectively “while promoting and protecting all human rights”¹⁸.

Local authorities and communities, UN agencies and other international and regional organisations, the International Federation of Red Cross and Red Crescent Societies (IFRC), non-governmental organisations, community-based organisations, the private sector and academia are all identified as key stakeholders in supporting States in fulfilling their primary responsibility to address disaster displacement risk and impacts¹⁹.

¹⁵ UNISDR, ‘Sendai Framework’ (n 11) para 19(d).

¹⁶ Migrants are identified as relevant stakeholders: UNISDR, ‘Sendai Framework’ (n 6) paragraphs 7, 27(h) and 36(a)(iv).

¹⁷ For example, see Migrants in Countries in Crisis (MICIC) Initiative, Migrants in Disaster Risk Reduction: Practices for Inclusion (International Organization for Migration (IOM) & Council of Europe 2017).

¹⁸ UNISDR, ‘Sendai Framework’ (n 11) para 19(c).

¹⁹ *ibid* 19(f); 48; 19(a). See also, Guiding Principles on Internal Displacement 1998 [UN Doc E/CN.4/1998/53/Add.2].



After a disaster, many are in need of aid and willing to help recovery efforts. In this flood-affected community in Afghanistan, cash for work programmes brought together community members to help clear canals and restore clean drinking water.

NRC / Danielle Moylan 2015



2.2. ADDRESSING PRIORITY 1: UNDERSTANDING DISASTER DISPLACEMENT RISK

The Sendai Framework underscores the need to ensure that DRM is “based on an understanding of disaster risk in all its dimensions of vulnerability, capacity, exposure of persons and assets, hazard characteristics and the environment” to inform assessments and prevention, mitigation, preparedness and response measures.²⁰

To build this understanding in terms of disaster displacement risk, appropriate systems to collect, analyse and share disaggregated data on displacement are needed. Data is required:

- * **BEFORE DISPLACEMENT OCCURS** to assess the risk of it happening;
- * **DURING A DISASTER** to identify the number of people displaced, their locations, needs and intentions in terms of durable solutions; and
- * **OVER TIME** to monitor the conditions of displaced people and displacement-affected communities, including their progress toward durable solutions and assessments of their exposure and vulnerability to future risk.

All data should ideally be disaggregated by age, gender and health status, and should identify those with specific needs, including women, children, older people, people with disabilities and indigenous and marginalized groups. The tools and systems used to collect and analyse the data should be interoperable to facilitate sharing, exchange and comparison.²¹

2.2.1. ASSESSING DISASTER DISPLACEMENT RISK

Disaster displacement risk is defined as the probability that displacement at a certain scale will take place during a specific period of time as a result of the onset of a hazardous event. Its three variables are the type and intensity of the hazard concerned, and people’s exposure and vulnerability to it.²²

Disaster displacement risk has quadrupled since the 1970s, largely because exposure has increased without a corresponding reduction in vulnerability. Greater exposure has primarily been driven by rapid, unplanned urbanisation that concentrates people in hazard-prone areas. Other drivers include weak or corrupt governance that permits or even encourages settlement in dangerous areas, and conflict and violence, which reduce people’s resilience to hazards. Weather-related hazards are expected to become ever more frequent and intense as a result of climate change, which in turn increases vulnerability and displacement.²³ The growing use of life-saving evacuations also increases disaster displacement risk.²⁴

20 UNISDR, ‘Sendai Framework’ (n 11) para 23.

21 For example, see the Humanitarian Exchange Language. <http://hxlstandard.org>

22 Ginnetti states that displacement risk is measured by: Risk = Hazard x Exposure x Vulnerability. For more explanation, see Annex III and Justin Ginnetti, ‘Disaster-Related Displacement Risk: Measuring the Risk and Addressing Its Drivers’ (Internal Displacement Monitoring Centre/Norwegian Refugee Council 2015) 9 <<http://www.internal-displacement.org/sites/default/files/publications/documents/20150312-global-disaster-related-displacement-risk-en.pdf> > accessed 18 April 2019.

23 Intergovernmental Panel on Climate Change, ‘Managing the Risks of Extreme Events and Disasters to Advance Climate Change Adaptation’ (Cambridge University Press 2012) 16 <http://www.preventionweb.net/files/24327_srexallfinal.pdf > accessed 18 April 2019.

24 Ginnetti (n 22) 19.

The main drivers of displacement risk also drive disaster risk more generally, so better understanding the former also makes measures to reduce the latter more effective. The type of information needed to assess disaster displacement risk includes:

- * **Data on displacement associated with previous disasters**, including the displaced people's place of origin, the duration of displacement and incidents of repeated displacement and cross-border flight. Historical data on homelessness or the number of destroyed or heavily damaged homes is sometimes used as a proxy indicator for medium to long-term displacement.
- * **Historical and real-time analysis of mobility patterns** in non-disaster times, including across international borders. Disaster displacement patterns often mirror mobility in normal times, including small-distance circulation and longer-distance migration. This information helps to better inform risk maps.
- * **Land-use planning, urban development plans and degradation assessments** to identify risk-prone areas and structures that are, or may become, unsafe for human settlement.
- * **Information on populations and geographical areas** exposed to frequent, small-scale hazards or slow-onset events that reduce resilience over time and lead to displacement.
- * **Identification of areas that could be susceptible** to cross-border disaster displacement and vulnerable border communities exposed to hazards.
- * **Projections and trends** for the impacts of climate change, urbanisation, poverty, population growth and environmental deterioration on human mobility.
- * **Assessments of groups likely to face higher levels of displacement risk.** People living in poverty or in informal settlements, and otherwise marginalised groups, tend to face a higher risk of displacement because they are more exposed and vulnerable to hazards for reasons linked to their poor housing, lack of decent work opportunities, limited social networks and discrimination. Women are also exposed to gender differentiated risks, making them disproportionately affected by disasters and displacement. Migrants – particularly those with an irregular migration status – and people already displaced may face greater displacement risk still.
- * **Displacement risks as perceived by vulnerable and marginalised communities** as these may differ from official assessments.

BOX 2

Including disaster displacement in risk assessments

Kenya's Prevention, Assistance and Protection to Internally Displaced Persons and Affected Communities Act 2012, which applies both to disasters and conflict, establishes a monitoring and reporting system in areas where people are at risk of displacement.

Art. 5(4): The Government shall establish a prevention mechanism charged with monitoring areas inhabited by persons at risk of displacement, periodical reporting on the situation in such areas and early warning issued to the Cabinet Secretary and the Chair of the Committee for further action to prevent internal displacement.

The European Commission's Risk Assessment and Mapping Guidelines for Disaster Management includes "permanent displacement" as a human impact. All EU member States are invited to use the guidelines as the basis for their national disaster risk analyses.

The Internal Displacement Monitoring Centre (IDMC) launched its "global disaster displacement risk model" in 2017. A unique probabilistic exercise, its main objective is to explore how to address internal displacement by assessing the likelihood of it taking place in the future. The model uses destroyed housing as a proxy to estimate medium and long-term displacement, but as a result does not cover that associated with pre-emptive evacuations.

FIGURE 4:

COLLECTING AND USING DISASTER DISPLACEMENT DATA

1. COLLECTING THE DATA



Before Disaster:

- * When people migrate, where do they go?
- * Who was displaced in the past?
- * Where did they go?
- * Did displaced people return home?

During Disaster:

- * Who was evacuated and to where? (Age, gender, special needs)
- * Who was unable to leave?
- * Who is staying in officially designated camps or shelters?
- * Who is staying in private accommodation, with a host family, or in an informal setting?
- * Who found a solution to displacement on their own?
- * Can displaced people all access food, water, health, education, transportation services?
- * Are they safe from harm?

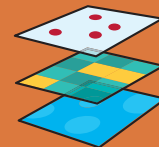
After Disaster:

- * Are displaced people safe in their current location, and do they have access to basic services and livelihoods?
- * What displacement-related needs do people have (as compared to other disaster-affected people)?
- * Who wants to return, move to another location or remain in their current location?
- * Are return or relocation areas safe with adequate shelter and basic services in place?
- * What are the obstacles to finding durable solutions and who needs assistance to overcome them?
- * How does climate change impact durable solutions planning?

3. DEVELOPING POLICIES AND PROGRAMMES BASED ON DISPLACEMENT RISK ASSESSMENT



RISK MAP



2. INTEGRATING DISPLACEMENT DATA IN RISK ASSESSMENT

- * HAZARD
- * EXPOSURE
- * VULNERABILITY

4. MONITORING DISPLACEMENT THROUGH INDICATORS, SETTING OBJECTIVES AND REPORTING





2.2.2. DATA COLLECTION AND ANALYSIS ON DISPLACEMENT DURING RESPONSE

Once people have been displaced by a disaster, data collection and analysis are essential to identify their locations and needs and inform the response.

Data can be collected as part of displacement tracking, damage and loss assessments, environmental impact assessments, or human recovery and needs assessments.

The type of information that should be collected includes:

- * **Number of people displaced, or in the absence of this information, the number of homes destroyed:** Information should ideally also be collected on family and community composition, health status, livelihood, cultural and ethnic profile and pre-disaster housing status – whether people were owners, tenants or irregular occupiers.
- * **Location:** Most displaced people seek shelter with family or friends, rather than in officially designated camps and shelters, which makes them more difficult to identify. They may move a number of times during the response phase to access shelter, humanitarian assistance and livelihood opportunities, for example when an extended stay with a host creates financial or social strain.
- * **Displacement-specific needs and vulnerabilities:** Displaced people have needs and vulnerabilities that other affected populations may not have. These may include lack of shelter, limited livelihood opportunities, lack of documents needed to access assistance or basic services, exposure to further hazards, family separation, discrimination, heightened risk of gender-based violence and human trafficking, psychosocial impacts and weak or absent social support networks.
- * **Intentions regarding durable solutions:** This helps to ensure that States respect displaced people's right to achieve a voluntary solution (see also sections 2.2.3, 2.3.5 and 2.4.3).
- * **Community-level data:** Such assessments, which include indirect and longer-term impacts, help to identify the needs of both displaced people and their hosts.²⁵

A young boy trudges through deep mud and river water on his way to school in Ethiopia.

His village was flooded by heavy rains weeks earlier.

IOM / Muse
Mohammed 2018

²⁵ See Principles 28-30 in Guiding Principles on Internal Displacement (n 19).

BOX 3

Sharing effective practices on cross-border disaster displacement through the Nansen Initiative's Protection Agenda

The Nansen Initiative's non-binding Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change, known more simply as the Protection Agenda, was endorsed by more than 100 Governments at the Nansen Initiative Global Consultation in Geneva in October 2015.

The Agenda compiles effective practices by Governments and other actors around the world, based on their experiences in responding to cross-border disaster displacement, and managing disaster displacement risk in countries of origin to avoid cross-border displacement when possible.

2.2.3. DATA COLLECTION AND ANALYSIS ON DISPLACEMENT DURING RECOVERY

It is often assumed that displaced people return home quickly after a disaster, but this is not always the case. It may take months or even years for them to rebuild their lives and achieve a durable solution, particularly following a large-scale event. Longitudinal data should be collected and analysed during the recovery, rehabilitation and reconstruction phase to determine whether displaced people or their hosts require targeted assistance until they are able to achieve a durable solution.

Information that should be regularly collected includes:

- * **Location and needs over time:** This includes the number of displaced people who have returned to their places of origin, the number who moved on from their initial place of refuge to a new location, and how people's needs change as displacement unfolds.
- * **Assessments of conditions in places of origin:** This may include surveys to assess access to basic services and livelihood opportunities and displaced people's own perceptions in order to determine whether safe and sustainable return is feasible.
- * **Intentions regarding durable solutions:** Displaced people's preferences may change over time as conditions evolve.
- * **Access to basic services:** This includes education at all levels, healthcare, safe housing and legal remedies for land and property issues.
- * **Access to recovery assistance:** Some people may remain displaced because they face administrative or legal impediments to accessing assistance.
- * **Socioeconomic indicators:** These should compare displaced people and their hosts with the wider population affected by disaster, and should cover employment status and income, housing, social and capital assets, school enrolment, physical and mental health, discrimination and prevalence of violence. This information should also be compared with that from pre-disaster control groups.



Refugee camp in Bangladesh floods after 10-minutes of heavy rain.

IOM / Abdullah Al Mashrif 2018

2.3. ADDRESSING PRIORITY 2: STRENGTHENING DISASTER RISK GOVERNANCE TO MANAGE DISASTER DISPLACEMENT RISK

Provisions to reduce disaster displacement risk, respond to disaster displacement and strengthen the resilience of people displaced by disasters should be included within wider efforts to embed disaster risk reduction in relevant laws, regulations and policies. National and local DRR strategies, plans and other policies are also essential tools in ensuring responses to disaster displacement risk are coordinated and complementary and, in turn, help achieve Target (E).

2.3.1. DISASTER DISPLACEMENT IN LAWS, REGULATIONS AND PUBLIC POLICIES

To ensure coherence across agendas, relevant laws and policies may include those addressing climate change, economic development, education, employment, health, housing, human rights, humanitarian action, land-use management, migration and urban planning.

Efforts to integrate and coordinate DRR within and across laws, regulations and public policies for all sectors should:

- * Consider disaster displacement and designate **institutional leadership**, authority and **budgetary allocations** as required.
- * Be aligned with **domestic, regional and international legal instruments** relevant to disaster displacement, including the Guiding Principles on Internal Displacement.
- * **Mandate collaboration** across Government ministries with clear designations for provisions addressing displacement.

BOX 4

Disaster displacement in laws, policies and strategies

Disaster displacement and the Kampala Convention

The African Union Convention for the Protection and Assistance of Internally Displaced Persons, known as the Kampala Convention, is binding for State parties and addresses internal displacement associated with both conflict and disasters. One of the Convention's key provisions is the obligation to clearly designate roles and responsibilities for IDPs' protection and assistance. Article four also includes specific provisions for disasters:

"States Parties devise early warning systems, in the context of the continental early warning system, in areas of potential displacement, establish and implement disaster risk reduction strategies, emergency and disaster preparedness and management measures and, where necessary, provide immediate protection and assistance to internally displaced persons."

Mali's Poverty Reduction Strategy Paper

This development strategy for Mali includes measures to address the needs of people displaced by disasters, including through relocation (*Assessment report on mainstreaming and implementing disaster risk reduction in West Africa*, UNECA, 2016, p.64, for more information, see <http://www.ecowas.int/ecowas-experts-move-for-stronger-disaster-management-infrastructure-and-policy-framework>).

Brazil's Joint National Protocol for Integral Protection of Children, Elderly and Persons with Disabilities in Risk and Disaster Situations

This Brazilian protocol establishes guidelines to ensure the needs of groups with specific vulnerabilities are met, including when they are displaced by disasters.

Pakistan's Climate Change Adaptation Strategy and Action Plan for Gilgit-Baltistan Province

This strategy and action plan includes comprehensive actions and guidelines on climate migration as an important adaptation measure for high-mountain communities affected by disasters in Pakistan.

Walli Ur Rehman sits on the ruins of his house in Ghannol, Pakistan. While one of his sons went to an earthquake relief camp, Walli stayed back taking care of the remaining family members and the cattle.

UNHCR / F. Bassioun 2006



2.3.2. DISASTER DISPLACEMENT IN DRR LAWS, POLICIES, STRATEGIES AND PLANS

The Sendai Framework notes the importance of adopting and implementing “national and local disaster risk reduction strategies and plans across different timeframes, with targets, indicators and timeframes, aimed at preventing the creation of risk, the reduction of existing risk and the strengthening of economic, social, health and environmental resilience”.²⁶

To cover disaster displacement risk and impacts adequately, national and local DRR laws, policies, strategies and plans should:

- * **Include specific references and measures** to reduce disaster displacement risk, respond to disaster displacement and strengthen the resilience of people displaced by disasters. Strategies and plans should also include baseline data, targets, indicators and timeframes to monitor progress in implementing measures.
- * **Be reviewed to ensure alignment** with national, regional or international legal instruments that address disaster displacement, such as the Guiding Principles on Internal Displacement and national laws and policies on internal displacement and other forms of related human mobility.
- * **Designate roles and responsibilities** for addressing disaster displacement and other related forms of human mobility to facilitate coordination, and ensure that designated authorities have adequate legal and administrative authority and institutional capacity. Local authorities, for example, may require license to assist people displaced by disasters in the immediate and longer term.
- * **Ensure financial and human resources** are sufficient to fulfil designated responsibilities. Development and reconstruction allocations are commonly based on the regular resident population, and do not account for the presence of displaced people and the use of local services required to help them achieve durable solutions (see section 2.3.4).
- * **Include capacity-building initiatives** to ensure DRR officials at all levels, and particularly the local level, have adequate knowledge about disaster displacement, including related legal frameworks and effective practices.
- * **Ensure the meaningful participation** of people displaced by disasters, displacement-affected communities and those at risk of displacement in the design of DRR laws, strategies and plans.

26 UNISDR, ‘Sendai Framework’ (n 11) para 27(b).

In 2015, Cyclone Pam proved to be the worst storm in Vanuatu's history, damaging up to 90% of the buildings. Here, a family re-erects a kitchen blown down in the storm.

IOM / Troy Dooley 2015



BOX 5

Disaster displacement and DRR in Vanuatu

The Vanuatu Climate Change and Disaster Risk Reduction Policy 2016-2030 (VCCDRRP) calls for the provision of “special support for internally displaced populations” (section 7.6.1) and the development of “a national policy on resettlement and internal displacement” (section 7.6.6). Based on this framework, in 2018 the Government approved the Vanuatu National Policy on Climate Change and Disaster-Induced Displacement with the aim of facilitating durable solutions for Vanuatu's IDPs. It is the Pacific region's first comprehensive policy on displacement associated with climate change and disasters that also incorporates DRR measures. It seeks to protect people at each stage of the displacement cycle, and promotes safe and well-managed migration as an adaptation strategy.

For more information see: https://www.iom.int/sites/default/files/press_release/file/iom-vanuatu-policy-climate-change-disaster-induced-displacement-2018.pdf

2.3.3. DISASTER DISPLACEMENT IN NATIONAL AND LOCAL DRR COORDINATION FORUMS

Strong DRR coordination forums made up of stakeholders at all levels are key to supporting a cross-sector approach to reducing disaster displacement risk, responding to disaster displacement and strengthening the resilience of people displaced by disasters. Government coordination forums, such as national and local DRR platforms, should:

- * **Consider appointing a focal point** or designated lead to address disaster displacement, including reducing existing and future risks and responding to new displacement. Doing so would establish an important coordination role for implementing strategies by linking the activities of different Government entities responsible for assisting people displaced by disasters during the response and reconstruction phases. It would also help ensure the overall inclusion of disaster displacement considerations in DRR planning and activities, for example via a policy on human mobility associated with disasters (see section 2.3.4).
- * **Consider establishing a cross-ministerial working group.** Such a body may be appropriate for developing strategies to reduce displacement risk, or developing disaster response and recovery plans that aim to achieve durable solutions and avoid protracted displacement.
- * **Assign clear roles to public and private actors,** and ensure their meaningful participation. These may include land planning and management authorities, immigration authorities, humanitarian and human rights actors, climate change adaptation specialists, environmental entities, workers' and employers' organisations, women machineries and local women's groups, and representatives of people displaced by disasters and those at risk of displacement.
- * **Develop and enforce standard operating procedures** that are time-bound and specific to respond to displacement risks, complemented by mechanisms to put them into effective practice.
- * **Empower local authorities** to coordinate planning and response activities in collaboration with local communities and community-based organisations.



Only a single road connects the Biloxi-Chitimacha-Choctaw Tribe on the Isle De Jean Charles to mainland Louisiana, USA. During hurricanes, storm surges, or particularly high tides, this road becomes completely submerged. The community is planning to relocate to the mainland to reduce disaster risk.

Sierra Club / Erica Bower 2018

2.3.4. PUBLIC POLICIES ON PREVENTING HUMAN SETTLEMENTS IN AREAS PRONE TO DISASTER RISK

The Sendai Framework recognises that specific public policies may be needed to address the “prevention or relocation, where possible, of human settlements in disaster risk-prone zones”.²⁷ When other options have been exhausted, planned relocation may be the most effective way to save lives and reduce displacement risk. It may be required after disaster displacement has occurred if a place of origin has been deemed unsafe for habitation, or it may be a pre-emptive measure to reduce the vulnerability of people living in areas exposed to high levels of disaster risk, such as those posed by landslides, avalanches, seasonal storms or slow-onset environmental change or degradation.

Planned relocation is generally considered a last resort given the significant challenge of maintaining people's wellbeing, dignity, livelihoods, cultural heritage, and rights throughout the process. Laws, regulations and policies on planned relocation deemed necessary because of disasters and environmental change should:

- * **Recognise that planned relocation** is a complex, long-term process that requires strong and consistent coordination and the commitment of resources across Government agencies at all levels.
- * **Ensure the State** has “compelling reasons, robust evidence, and a sound legal basis” for undertaking planned relocation in a manner that safeguards the human rights of those affected.²⁸
- * **Include meaningful information and consultation** mechanisms for all affected communities, including those moving, those staying behind and those in the relocation area, at all stages of planning and implementation to protect their rights and assets.
- * **Include measures and processes** that reflect the differences between anticipatory and post-disaster planned relocation.

BOX 6

Community-based planned relocation in response to climate change

In Fiji, a number of communities have decided to relocate to avoid the impacts of climate change and environmental degradation, and the Government has developed guidelines to support them in planning their own relocation process. The guide includes a wide range of topics, including assessing whether relocation is necessary, identifying an appropriate site and consultation mechanisms.

In Pakistan, the high-mountain community of Ghulkin in Gilgit-Baltistan has already relocated in response to climate change. Its members identified a safe site outside their village through a consultative and participatory process after humanitarian agencies informed them about the increasing risk of a glacial lake outburst flood. NGOs conducted hazard assessments and mapping, and developed a land-use plan for the new site, and the local Government has built roads, schools and irrigation infrastructure.

²⁷ *ibid* 27(k).

²⁸ Georgetown University, UNHCR and Brookings Institution, ‘Guidance on Protecting People from Disasters and Environmental Change through Planned Relocation’ 11 <<https://georgetown.app.box.com/s/6uhtgnybnbsafos68dt7e8b94rjl2tef>> accessed 14 August 2017.

FIGURE 5:

DISASTER DISPLACEMENT CAN HAVE IMMEDIATE AND LONG-TERM IMPACT

Although fleeing disaster impacts may save lives in the short-term, displacement can result in lasting and unintended consequences if not properly addressed.



2.4. ADDRESSING PRIORITY 3: INVESTING IN DISASTER RISK REDUCTION FOR RESILIENCE TO REDUCE DISPLACEMENT RISK

DRR plays a central role in building the resilience of all people exposed to hazards, and reducing the risk that they will be displaced. Inclusive policies and social safety nets that aim toward eradicating poverty, for example, contribute to reducing overall displacement risk.

This section identifies resilience-building activities and programmes that can be mainstreamed in DRR laws, policies, plans and programmes to address displacement risk. The section also discusses the elements that might be included in a specific policy to address human mobility associated with disasters, recognizing that not every country will have the capacity or need to develop a separate policy.

BOX 7

Addressing internal displacement associated with disasters and climate change in Bangladesh

Bangladesh adopted its National Strategy on the Management of Disaster and Climate Induced Internal Displacement in 2015. It applies the country's climate change adaptation, DRR and development strategies to address the phenomenon. Under a rights-based approach, it aims to shift the Government's traditional relief-oriented perspective toward more proactive and comprehensive displacement management. The strategy's overall objectives are to:

- i. Create common and coherent basis for policy directions and action plans at the national and local levels.
- ii. Adopt both preventive and adaptive measures to minimize the internal displacement caused by climate-related disasters.
- iii. Guide development of sectoral programmes for the creation of conducive environments for safe, voluntary and dignified return/integration or relocation/resettlement of the CIIDPs [climate-induced internally displaced persons].
- iv. Ensure effective and efficient management and access to entitlements; promote livelihood opportunities and overall human development of CIIDPs as part of the inclusive development programmes of the [Government of Bangladesh].

2.4.1. INCLUDING DISASTER DISPLACEMENT RISKS IN DRR STRATEGIES AND PLANS

The Sendai Framework states that for investment in DRR to be effective it is important to encourage “the adoption of policies and programmes addressing disaster-induced human mobility to strengthen the resilience of affected people and that of host communities, in accordance with national laws and circumstances”.²⁹

DRR by definition aims to reduce all forms of disaster risk, including the risk of displacement. Implementing general measures to improve the quality of infrastructure, services and housing to reduce and withstand exposure to hazards through retrofitting and risk-informed development is the primary way to reduce displacement risk too.

When assessing vulnerability it is important to consider people likely to face higher displacement risk as well as those who face high levels of disaster risk more generally. People who live in informal, irregular or marginal settlements, migrants and people previously displaced by conflict or disasters, including refugees, tend to be more likely to be displaced than the general population (see section 2.2.1).

Once vulnerable populations have been identified, measures to reduce displacement risk within broader DRR activities might include:

- * **The analysis of high-risk areas** to determine whether DRR measures to reduce exposure and vulnerability and avoid displacement are feasible, or whether to facilitate evacuation or planned relocation
- * **The development of targeted resilience-building programmes** for those with high levels of disaster displacement risk to cope with adverse events through development planning, social safety net programmes and measures to protect livelihoods and productive assets
- * **The formal recognition of informal or marginal settlements** to ensure their inclusion in local DRR strategies and plans³⁰
- * **The identification of areas suitable for planned relocation** using land-use planning, rural development management tools, urban development plans and environmental degradation assessments
- * **The inclusion of people displaced by disasters**, migrants and others facing high levels of disaster displacement risk in DRR planning and implementation processes, particularly at the local level
- * **The communication of DRR information** in languages that migrants and displaced people understand and through channels they can access easily
- * **The development of programmes to support voluntary migration** from areas facing disaster risk, including environmental change and degradation, slow-onset hazards or frequent small-scale hazards. Migration to build resilience and reduce disaster displacement risk might be short-term, circular, seasonal or permanent, and might be internal or cross-border.
- * **Provisions to undertake planned relocation** as a last resort to move particularly vulnerable communities to a safe location with necessary basic services – including infrastructure, healthcare and education – safe housing, support to re-establish livelihoods and transport. Any such process should be consultative, rights-based and should engage all affected communities (see section 2.3.4).

²⁹ UNISDR, ‘Sendai Framework’ (n 11) para 30(l).

³⁰ The 2016 New Urban Agenda addressing the need to assure safe housing states that efforts should be made to prevent arbitrary displacement and highlights the need to “provide dignified and adequate reallocation... with special attention to upgrading slums and informal settlements.” The New Urban Agenda also includes internally displaced people and migrants as “relevant stakeholders.” Habitat III Secretariat, ‘New Urban Agenda’ (United Nations 2017) A/RES/71/256 para 42 <<http://habitat3.org/wp-content/uploads/NUA-English.pdf>> accessed 18 April 2019.

A prolonged dry spell in Afghanistan affected over one million people leading to reported displacements in 2018. Consultation with displaced people, such as this family, leads to more effective policies.

OCHA / P. Kropf
2018



In some contexts, specific policies and programmes to address disaster-induced human mobility may help further ensure an effective and coordinated response across Government entities at all levels, and with other stakeholders. Ideally, a separate policy would incorporate all of the aspects covered in this guide, including: i) a review of relevant national laws and policies; ii) analysis of human mobility patterns; iii) a clear allocation of roles, responsibilities, and resources with respect to disaster displacement, migration and planned relation; iv) and operational measures both before and after disasters occur, including finding durable solutions for disaster displaced persons. Such policies or programmes could be drafted and monitored by a focal point and/or working group on disaster displacement within a DRR coordination structure (see section 2.3.3).

BOX 8

Minimizing displacement through laws and policies

Facilitating voluntary migration in the Pacific

Climate change has significant implications for Pacific island populations, many of whom reside in coastal areas and rely on natural resources for their livelihoods and wellbeing. Existing bilateral agreements between Pacific island States including Kiribati, Nauru, Papua New Guinea and Tuvalu, and New Zealand and Australia provide seasonal labour migration opportunities for islanders through well-managed schemes. These provide alternative income sources, reduce pressure on the environment and facilitate the transfer of knowledge and skills.

Livelihoods and building resilience to avoid displacement

Investment in green works commonly aims to increase the resilience of vital public and private infrastructure through improved irrigation systems, soil and water conservation, flood control measures such as drainage systems and river bed protection, rural transport, forest management and other measures. Green works also help to minimise disaster-induced human mobility and provide jobs to communities with the highest levels of disaster risk. Assisting with the transition to salt-resistant crops in areas facing increasing salinisation, for example, helps those at risk of displacement adapt to changing conditions and avoid having to move.

2.4.2. INCLUSIVE POLICIES AND SOCIAL SAFETY NETS TO ACHIEVE DURABLE SOLUTIONS

When displacement cannot be avoided, investments in long-term DRR measures can help to strengthen displaced people's resilience by empowering and assisting "people disproportionately affected by disasters" to achieve "durable solutions in the post-disaster phase".³¹ Beyond inclusive policies and social safety nets, targeted measures to address displaced people's specific needs may also be required to this end.

Such measures should be linked to assistance provided as part of the disaster response and integrated in recovery, rehabilitation and reconstruction plans (see section 2.5.3). To be effective, however, many activities essential to achieving durable solutions in the recovery phase need to take place as part of larger investments to reduce disaster risk. They might include:

- * **Ensuring access to healthcare, education and other basic services for non-residents**, including internal and cross-border displaced people and those living in temporary settlements, by creating appropriate legal and policy provisions.
- * **Facilitating the replacement of lost or destroyed legal documents** by establishing advance measures to reduce the administrative hurdles displaced people face in accessing assistance and basic services, entering the labour market and receiving compensation for their damaged or destroyed property.
- * **Adjusting budget allocations and levels of investment to reflect the post-disaster population**, including displaced people, as opposed to the regular population prior to a disaster when funding development, service provision and land-use management programmes.

BOX 9

Bridging disaster response and recovery for displaced people in the Philippines

Typhoon Haiyan, known locally as Yolanda, devastated large parts of the Philippines and displaced four million people in 2013, requiring the Government to coordinate a complex, long-term response and recovery effort. To encourage continuity and avoid gaps in assistance during the transition from response, it adapted the Inter-Agency Standing Committee (IASC)'s humanitarian cluster system, organised by sector, to coordinate the longer-term recovery process with development actors. This also ensured that roles and responsibilities were clearly designated.

31 UNISDR, 'Sendai Framework' (n 11) para 30(j).

BOX 10

Harnessing the role of diasporas and migrants in DRR and resilience building

Diasporas and migrants play an important role in DRR, preparedness and recovery via the support they send back to their communities. In the aftermath of the Indian Ocean tsunami, the Governments of the countries affected mobilised substantial financial and in-kind contributions, including technical expertise, from diaspora communities.

International solidarity organisations led by immigrant communities also played a significant role in supporting DRR and preparedness projects in their countries of origin (*Migration, Development and Natural Disasters: Insights from the Indian Ocean Tsunami*, IOM, 2007; *The Atlas of Environmental Migration*, 2016).

In Pakistan, a 2017 study on migration and adaptation confirmed that remittances and the transfer of knowledge and skills from migrants and diasporas to their families and communities in areas hit by or at risk of disasters contributed to building their resilience and adaptive capacities (WWF-ICIMOD, 2017).

BOX 11

Framework for Resilient Development in the Pacific: An Integrated Approach to Address Climate Change and Disaster Risk Management (FRDP) 2017-2030

The Pacific Islands region adopted voluntary guidelines in 2016 to support efforts to enhance resilience to climate change and disasters. FRDP recognises that sustainable development is central to that goal and sets out recommendations to address human mobility, including:

Integrate human mobility aspects, where appropriate, including strengthening the capacity of Governments and administrations to protect individuals and communities that are vulnerable to climate change and disaster displacement and migration, through targeted national policies and actions, including relocation and labour migration policies (p.15).

Support the protection of individuals and communities most vulnerable to climate change displacement and migration through targeted national and regional policies and regional labour migration schemes where appropriate (p.17).

Anticipate and prepare for future displacement by integrating human mobility issues within disaster preparedness, response and recovery programmes and actions (p.23).

2.5. ADDRESSING PRIORITY 4: ENHANCING DISASTER PREPAREDNESS FOR EFFECTIVE RESPONSE AND TO 'BUILD BACK BETTER' IN RECOVERY, REHABILITATION AND RECONSTRUCTION TO ACHIEVE DURABLE SOLUTIONS

Disaster preparedness is key to mitigating the impact that displacement will have on affected populations when it cannot be avoided. The Sendai Framework emphasises the importance of regular disaster preparedness, response and recovery exercises, such as evacuation drills, training and the establishment of area-based support systems to ensure rapid and effective responses to displacement, "including access to safe shelter, essential food and non-food relief supplies, as appropriate to local needs".³² Measures to build the resilience of people displaced by disasters also contribute to their ability to achieve durable solutions during recovery.



Women work to rebuild an embankment in one of the regions hit by Cyclone Aila in Dacope, Khulna, Bangladesh.

IOM / Anita Wadud 2010

32 *ibid* 33(h).



In the Central African Republic, displaced children attend class in a makeshift school.

OCHA /
Otto Bakano 2015

2.5.1. STRENGTHENING RISK KNOWLEDGE, EARLY WARNING SYSTEMS AND EVACUATION PLANS

People at risk of displacement need knowledge of the potential perils they face if they are to make informed decisions about how to reduce their exposure and vulnerability. Risk information and early warnings help people to avoid displacement. During slow-onset hazards such as drought, for example, early warnings allow people to make decisions to mitigate potential economic losses from destroyed crops or lost livestock, which in turn may prevent them from becoming displaced. Improving risk knowledge also contributes to ensuring compliance when evacuation warnings are issued.

Risk awareness measures, early warning systems and evacuation plans should:

- * **Monitor displacement risk**, ensure that early warnings identify the potential for it and make sure it is considered in all four components of early warning systems.³³
- * **Ensure populations at risk are informed** fully and in good time, and are targeted in measures to strengthen early warning systems.
- * **Communicate practical actions** in community-based risk awareness information to reduce displacement-related risks, such as the need to carry legal documents, secure productive assets left behind and bring essential medication.
- * **Improve the capacity of local authorities** to evacuate people,³⁴ as first responders to intervene in disasters with knowledge of the local context and affected communities.
- * **Ensure that evacuation plans** include provisions so that those who may have difficulties in moving out, such as older people, people with disabilities or children, are able to do so in a safe, timely and dignified manner.
- * **Include assessments to determine when return is safe** and contingency plans that cover people being displaced for extended periods following an evacuation, and the eventuality of their being permanently unable to return because their home areas are no longer deemed habitable. In such cases, guidance on alternative durable solutions should inform planning in the post-disaster phase. (see Sections 2.4.4 and 2.3.3)

³³ These include: disaster risk knowledge; detection, monitoring, analysis and forecasting of the hazards and possible consequences; warning dissemination and communication; and preparedness and response capabilities.

³⁴ UNISDR, 'Sendai Framework' (n 11) para 33(m).

2.5.2. ADDRESSING DISPLACEMENT IN PREPAREDNESS, CONTINGENCY AND RESPONSE PLANS

Regularly updated disaster preparedness and contingency plans are essential for reducing the risk and impacts of disaster displacement, and ensuring an effective response to it (see box 1, section 1.2). They should:

- * **Include the participation** of people at risk of displacement and those previously displaced by disasters.
- * **Develop scenario plans** that anticipate the impacts of a wide variety of factors, including climate change, population growth, urban development, environmental degradation, conflict and poverty on future disaster-induced human mobility, and their implications for response and recovery efforts.
- * **Use interoperable information management systems** to identify and follow the movements of people displaced by disasters and the evolution of their needs and capacities over time.
- * **Protect land, property and other productive assets** during displacement through relevant laws and policies. Such laws may be required to safeguard against theft and occupation, and to preclude land and property being considered abandoned.
- * **Allocate land** for use as temporary displacement sites, and for potential permanent relocation in the event that places of origin are no longer habitable through relevant laws and policies.
- * **Consider the potential for cross-border displacement**, covering both outflows to a neighbouring country and influxes of people fleeing disasters abroad. Plans should recognise that such movements have implications for immigration law, and potentially refugee law, and cover cooperation with neighbouring countries, including at the local Government level.
- * **Consider the potential for protracted displacement.** The duration of displacement has implications in terms of the need for transitional shelter, more extensive livelihood support and access to healthcare, education and psychosocial support. Displacement may become protracted because:
 - The disaster has rendered certain areas uninhabitable
 - Reconstruction and recovery may take many months or even years, particularly following a severe disaster
 - Communities may be separated and ties severed
 - Displaced people may face administrative obstacles to accessing assistance
 - Some groups, such as women, older people, single heads of household, migrants, people with disabilities and indigenous groups, may require additional support to achieve a durable solution.
- * **Ensure assistance for displaced people** includes safe shelter, food and non-food relief supplies; access to basic services; access to healthcare, including mental health and psychosocial support; access to education; livelihood support and legal advice and representation to resolve housing, land, property and other issues linked to their displacement.
- * **Begin employment and livelihood programmes** as soon as possible to avoid aid dependency and the erosion of displaced people's resilience, and to prevent displacement becoming protracted. Such programmes should be adapted to each location to meet both immediate and longer-term needs.
- * **Ensure assistance programmes and mechanisms** cover the specific needs of particularly vulnerable groups, including older people, women, children and young people, single-headed households, people with disabilities, indigenous communities, migrants, people previously displaced and other marginalised groups.

- * **Ensure assistance and distribution mechanisms** do not exclude displaced people without documents such as passports, identity cards, birth and marriage certificates, property deeds and academic certificates, which may have been left behind, lost or destroyed.
- * **Provide targeted assistance** for displaced people outside camp settings, their host families and wider displacement-affected communities. Such assistance should recognise that hosting displaced people may create additional humanitarian needs, and that it can help to allay potential tensions between displaced people and their hosts.
- * **Closely coordinate emergency relief** with rehabilitation and development programming to ensure that it contributes as much as possible to strengthening displaced people's resilience. Food for work programmes, for example, might be linked to longer-term livelihood development programmes based on market analyses.
- * **Apply anticipatory preparedness approaches**, such as forecast-based financing. Based on pre-defined risk thresholds, risk reduction and preparedness financing should be triggered at an early stage to enable Government authorities to implement targeted actions, in close coordination with humanitarian organisations, to reduce potential displacement and other negative impacts before a disaster strikes.

BOX 12

Land-use planning and anticipating disaster displacement

Nepal's 2013 National Disaster Response Framework includes the preparation and preservation of open spaces for use in the event of a disaster to provide safe shelter for displaced people, a practice known as land banking. These spaces were used during the Government's response to the 2015 earthquakes, which displaced an estimated 2.8 million people (IOM DRR Strategy, p.16).



In 2015, a 7.8-magnitude earthquake near Nepal's capital of Kathmandu destroyed half a million homes nationwide.

IFRC / Palani Mohan 2015

2.5.3. ADDRESSING DISPLACEMENT IN RECOVERY, REHABILITATION AND RECONSTRUCTION PLANS

Measures to help displaced people achieve durable solutions should be integrated in recovery, rehabilitation and reconstruction plans, recognising them as a disproportionately affected group with specific needs that may face challenges in accessing services and the benefits of development and reconstruction programmes.

Achieving a durable solution to displacement cannot simply be equated with returning home. Rather, it is a process of displaced people gradually rebuilding their lives until they no longer have needs related to their displacement. This includes regaining the access to livelihood opportunities, housing, healthcare and education that they lost when displaced, which in turn strengthens their resilience to future hazards.

Processes aimed at achieving durable solutions are more successful when a diverse set of stakeholders representing displaced people, host families and the broader displacement-affected community participate actively in them.

IDPs have three options for durable solutions in terms of location. They can choose to rebuild their lives in their place of origin, their place of displacement or another part of the country. These are known as return, local integration and settlement elsewhere. For people displaced across borders by disasters, lasting solutions are usually achieved in their country of origin, though in some cases it may occur in the country they fled to or, exceptionally, a third country.³⁵

The majority of people displaced by disasters return to their homes relatively quickly, but this is by no means always the case and they should never be compelled to return without their consent. Return may not be safe because of the risk of ongoing or future hazards, or because basic infrastructure and services are not in place. In such situations, or when the prospect of re-establishing their lives is better in a different place, displaced people may consider local integration or settlement elsewhere as their most viable option for achieving a durable solution. They may equally decide to return at a later date when conditions have improved. Their intentions in terms of durable solutions may also change over the duration of their displacement.

Consequently, targeted measures may be required to ensure that displaced people are able to access safe housing, employment and livelihood opportunities, healthcare, education and other basic services wherever they chose to pursue a durable solution. **Those unable or unwilling to return for an extended period**, for example, may need tailored help in accessing employment and livelihoods because they may not have the necessary skills or social networks for their current location.

Host families and the surrounding communities may also be disproportionately affected by disaster-induced human mobility, particularly those that host displaced people for long periods and consequently face additional expense and hardship. The long-term presence of displaced people may also strain local social and other services and overwhelm the labour market. It may also have negative impacts on the surrounding environment and natural resources.

35 Nansen Initiative (n 7) paras 70–71.



Villagers from Papua New Guinea were displaced when a flood tore through their village in 2007. Before the water could reach them, a few villagers helped to saw this home in half and move it out of the path of the deluge. The owners repaired it and continue to live in the house.

IOM / Muse
Mohammed 2016

Recovery, rehabilitation and reconstruction plans and programmes should:

- * **Integrate comprehensive strategies** for the achievement of durable solutions, developed in consultation with displaced populations and the wider displacement-affected community, including female representatives, to ensure that processes are voluntary and respect displaced people's choices and intentions. (see Section 2.3.4)
- * **Use area-based approaches** to develop social safety nets, protect livelihoods and ensure access to healthcare and education in ways that address the specific needs of all those affected by displacement, with particular attention to vulnerable or marginalised individuals and groups.
- * **Meet the specific needs of host families** through additional support, including humanitarian assistance and financial measures such as tax breaks as compensation and financial incentive to host displaced people.
- * **Include temporary settlements for displaced people** within efforts to reduce disaster risk and build resilience in the short, medium and long term,³⁶ recognising the potential for displacement to become protracted.
- * **Establish and strengthen public and private employment partnerships**, and provide skills and language training based on market analysis to help match displaced people with local employers' needs and facilitate their integration into the local labour market. This may be required, for example, for pastoralists, farmers and agricultural workers displaced to urban areas, or people displaced inland who previously depended on fishing.
- * **Develop investment programmes** and local economic recovery and development initiatives for displaced people to promote their employment, decent working conditions and socioeconomic reintegration.
- * **Address the potentially negative impacts** of displacement on the environment and natural resources to avoid the emergence of new risks, such as through land-use planning based on risk assessment.

³⁶ UNISDR, 'Sendai Framework' (n 11) para 33(j).

2.6. GLOBAL AND REGIONAL LEVEL ACTIONS TO ADDRESS DISASTER DISPLACEMENT RISK

Global and regional DRR coordination structures and protocols provide useful opportunities to share information on disaster displacement risk, as well as effective practices and lessons learned on preparing for and responding to disaster displacement at the national level, including cross-border displacement. Given that the latter normally occurs within regions, responses should ideally be coordinated across an affected region to ensure a coherent approach.

2.6.1. DATA COLLECTION AND ANALYSIS AT THE GLOBAL AND REGIONAL LEVEL

Countries have valuable experience in collecting and analysing data on disaster displacement, evacuation, planned relocation, and migration that may be useful to others planning or revising their national laws, policies and plans. Because cross-border disaster displacement tends to occur within regions, national-level information also helps to inform regional disaster risk analysis, assessments and maps to identify areas with **transboundary displacement risk**.

Regional and global level platforms to this end should facilitate:

- * The development of regional or global protocols for data collection and analysis using a standardised and interoperable methodology to identify and record historical and real-time disaster displacement, both internal and cross-border.
- * The integration of data and analysis on or related to disaster displacement in regional and global systems to address early warning, preparedness and contingency planning, including for relief operations.

Madagascar is one of the countries most affected by climate change, cyclically ridden by droughts and floods, and battered by cyclones of increased intensity. The district of Ambovombe in the Androy region is chronically affected by drought and famine resulting in a daily fight to find food and water.

IOM / Natalie Oren 2017



2.6.2. STRATEGIES AND MECHANISMS FOR ADDRESSING DISASTER DISPLACEMENT RISK AT THE GLOBAL AND REGIONAL LEVEL

Global, regional and sub-regional DRR strategies and cooperation mechanisms are important coordination tools for addressing shared national and trans-boundary disaster displacement risks. Regional, sub-regional and bilateral strategies, mutual assistance agreements and cooperation mechanisms might:

- * Include specific plans, laws and policies to reduce the risk of cross-border disaster displacement and meet the needs of people displaced across borders. These should be aligned with broader instruments and tools, such as regional policies and agreements on free movement, displaced people's rights, sustainable development, DRR, climate change, human rights and humanitarian action.
- * Facilitate information exchange, share good practices and develop cooperative mechanisms, protocols and guidelines for building resilience and reducing the risk of both internal and cross-border disaster displacement, and responding to that which is unavoidable.
- * Coordinate preparedness and contingency planning to receive, assist and achieve durable solutions for people displaced across borders by disasters.

BOX 13

Addressing international migration associated with disasters in Central America

In Central America, the Regional Plan for Disaster Risk Reduction (2014-2019), developed under the leadership of the Coordination Centre for Natural Disaster Prevention in Central America (CEPRENAC), addresses concerns international "migrants" may face as a result of disasters. The term "migrants" can be taken to include people displaced across borders by disasters, who would not normally be recognised as a legal category under national, regional or international immigration laws.

Page 23 of the plan promotes "mechanisms to ensure international protection to migrants in situations of disasters to address their needs, including access to humanitarian assistance, protection and visibility in the records and statistics; the right to information and to communication with relatives, taking into consideration existing international conventions".

The heavy rains that began in January 2017 caused severe flooding in communities and urban areas across Peru with several locations devastated by mudslides and falling rocks. This has left 124,000 people affected and 97 fatalities according to the Government.

2.6.3. SHARING PRACTICES FOR BUILDING RESILIENCE AND REDUCING DISASTER DISPLACEMENT RISK AT THE GLOBAL AND REGIONAL LEVEL

All national level activities to build resilience and reduce disaster displacement risk should be promoted and supported at the global and regional level by:

- * Sharing effective practices and ensuring coherence across systems, sectors and organisations in areas including sustainable development, DRR, climate change adaptation, migration management and human rights.
- * Developing and sharing research on disaster displacement risk.
- * Coordinating the effective use of regional, sub-regional and bilateral tools, systems and resources to reinforce the resilience of sub-regions, countries and communities at risk of internal and cross-border disaster displacement.



2.6.4. PREPARING FOR DISASTER DISPLACEMENT RESPONSES AND RECOVERY AT THE GLOBAL AND REGIONAL LEVEL

The Sendai Framework also encourages the development and strengthening of “coordinated regional approaches and operational mechanisms to prepare for and ensure rapid and effective disaster response in situations that exceed national coping capacities”.³⁷

In October 2014, a cross-border simulation exercise was organized between Tajikistan and Kyrgyzstan to test the preparedness to deal with a medium-scale disaster.

KRCS / E.Bryabina
2014

Global and regional DRR coordination structures have the potential to:

- * Ensure a coherent approach to undertaking assessments and issuing information about internal and cross-border disaster displacement risk in national and regional early warning systems.
- * Support the sharing of effective national practices and lessons learned in responding to disaster displacement, including cross-border, and adopt measures to harmonise these practices and actions among countries of the region.
- * Promote the development of regional approaches to disaster displacement, including across borders, through bilateral or regional contingency and response plans, operational guides, training and simulation exercises.



³⁷ *ibid* 34(a).

BOX 14

Examples of regional collaboration to prepare for and respond to disaster displacement

NORTH AND CENTRAL AMERICA:

Following a workshop hosted by the Regional Conference on Migration, participating member States developed a guide in 2016 to share their experiences of responding to the needs of migrants and people displaced across borders in the aftermath of disasters. Entitled Protection for Persons Moving across Borders in the Context of Disasters: A Guide to Effective Practices for RCM Member Countries, before Entitled and it was used in August 2017 as the basis for a trans-boundary simulation exercise conducted by the Governments of Costa Rica and Panama to prepare for potential cross-border disaster displacement and agree upon ways of cooperating during any response.

EUROPE:

The Organisation for Security and Cooperation in Europe (OSCE)'s Self-Assessment Tool for Nations to Increase Preparedness for Cross-Border Implications of Crises was published in 2013. It includes various questions about "externally displaced persons resulting from natural disasters" to help countries determine if they are adequately prepared to receive people displaced by disasters abroad, and to support those who may flee beyond their borders following a disaster at home.

EAST AFRICAN COMMUNITY:

The 2013 East African Community Disaster Risk Reduction and Management Bill includes provisions on responding to disaster displacement. Article 13 states:

- * 13(1) Internally displaced persons shall be treated in accordance with the 1998 Guiding Principles on Internal Displacement, and the 2009 African Union Convention for the Protection and Assistance of Internally Displaced Persons.
- * 13(2) The Partner States shall grant entry and temporary residence to citizens of another Partner State which has been affected by disaster.
- * 13(3) The Partner State affected by disaster shall bear the responsibility to cooperate with the hosting Partner State for the return of its citizens.
- * 13(4) The Partner States shall to the extent possible facilitate family re-union and tracing.

ANNEX I: REFERENCES TO DISASTER DISPLACEMENT AND HUMAN MOBILITY IN THE SENDAI FRAMEWORK

The Sendai Framework covers a wide range of activities to prepare for and respond to disaster displacement risk, both within countries and across international borders. This annex details its specific references to disaster displacement and human mobility. The framework only mentions **displaced people** directly twice, but the UN defines them as included among those **affected** or **disproportionately affected** by disasters,³⁸ and like **migrants**, they are **relevant stakeholders** in DRR mechanisms and processes.

References to disaster displacement and human mobility in the Sendai Framework

Para 4: In addition, between 2008 and 2012, 144 million people were **displaced** by disasters.

Para 7: While recognizing their leading, regulatory and coordination role, Governments should engage with relevant stakeholders, including women, children and youth, persons with disabilities, poor people, migrants, indigenous peoples, volunteers, the community of practitioners and older persons in the design and implementation of policies, plans and standards.

Para 18(b): Substantially reduce the number of **affected people** globally by 2030, aiming to lower the average global figure per 100,000 in the decade 2020–2030 compared to the period 2005–2015.

Para 19(d): Disaster risk reduction requires an all-of-society engagement and partnership. It also requires empowerment and inclusive, accessible and non discriminatory participation, paying special attention to **people disproportionately affected by disasters**, especially the poorest.

Para 27(h): To empower local authorities, as appropriate, through regulatory and financial means to work and coordinate with civil society, communities and indigenous peoples and **migrants** in disaster risk management at the local level.

Para 27(k): To formulate public policies, where applicable, aimed at addressing the issues of **prevention or relocation**, where possible, of human settlements in disaster risk-prone zones, subject to national law and legal systems.

Para 28(d): To promote transboundary cooperation to enable policy and planning for the implementation of ecosystem-based approaches with regard to shared resources, such as within river basins and along coastlines, to build resilience and reduce disaster risk, including epidemic and **displacement risk**.

Para 30(j): To strengthen the design and implementation of inclusive policies and social safety-net mechanisms, including through community involvement, integrated with livelihood enhancement programmes, and access to basic health-care services, including maternal, newborn and child health, sexual and reproductive health, food security and nutrition, housing and education, towards the eradication of poverty, to find **durable solutions** in the post-disaster phase and to empower and assist **people disproportionately affected by disasters**.

³⁸ The definition of “affected people” is understood as “People who are affected, either directly or indirectly, by a hazardous event. **Directly affected** are those who have suffered injury, illness or other health effects; who were **evacuated, displaced, relocated** or have suffered direct damage to their livelihoods, economic, physical, social, cultural and environmental assets. Indirectly affected are people who have suffered consequences, other than or in addition to direct effects, over time, due to disruption or changes in economy, critical infrastructure, basic services, commerce or work, or social, health and psychological consequences.” (emphasis added) United Nations General Assembly (n 9) 11.



Para 30(l): To encourage the adoption of policies and programmes addressing **disaster-induced human mobility** to strengthen the resilience of **affected people and that of host communities**, in accordance with national laws and circumstances.

Para 33(a): To prepare or review and periodically update disaster preparedness and contingency policies, plans and programmes with the involvement of the relevant institutions, considering climate change scenarios and their impact on disaster risk, and facilitating, as appropriate, the participation of all sectors and **relevant stakeholders**.

Para 33(h): To promote regular disaster preparedness, response and recovery exercises, including **evacuation drills**, training and the establishment of area-based support systems, with a view to ensuring rapid and effective response to disasters and related **displacement**, including access to safe shelter, essential food and non-food relief supplies, as appropriate to local needs.

Para 33(i): To promote the cooperation of diverse institutions, multiple authorities and related stakeholders at all levels, including **affected communities** and business, in view of the complex and costly nature of post-disaster reconstruction, under the coordination of national authorities.

Para 33(j): To promote the incorporation of disaster risk management into post-disaster recovery and rehabilitation processes, facilitate the link between relief, rehabilitation and development, use opportunities during the recovery phase to develop capacities that reduce disaster risk in the short, medium and long term, including through the development of measures such as land-use planning, structural standards improvement and the sharing of expertise, knowledge, post-disaster reviews and lessons learned and integrate post-disaster reconstruction into the economic and social sustainable development of affected areas. This should also apply to temporary settlements for **persons displaced by disasters**.

Para 33(m): To strengthen the capacity of local authorities to **evacuate** persons living in disaster-prone areas.

Para 36(a)(vi): **Migrants** contribute to the resilience of communities and societies, and their knowledge, skills and capacities can be useful in the design and implementation of disaster risk reduction.

A flood hit in 2016, almost collapsing U Khin Maung Thein's house in Myanmar. After a few weeks in a shelter with his wife and nine kids, the family returned to rebuild their home.

NRC / 2016

ANNEX II: KEY RESOURCES

Resources on disaster displacement and related forms of human mobility

Addressing Internal Displacement: A Framework for National Responsibility – Brookings-Bern Project on Internal Displacement, April 2005

Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change – Nansen Initiative, 2015

Assisting Host Families and Communities after Crises and Natural Disaster- A Step-by-Step Guide – IFRC, 2012

Breaking the Impasse: Reducing Protracted Internal Displacement as a Collective Outcome – OCHA, 2017

Camp Management Toolkit – Global CCCM Cluster, 2015

Compendium of IOM Activities in Disaster Risk Reduction and Resilience – IOM, 2013

Disaster-Related Displacement Risk: Measuring the Risk and Addressing Its Drivers – IDMC/NRC, 2015

Displacement Tracking Matrix, IOM

Draft Articles on the Protection of Persons in the Event of Disasters – UN International Law Commission, 2016

Durable Solutions Indicators – UN special rapporteur on the human rights of IDPs and JIPS, in progress

Effective Law and Regulation for Disaster Risk Reduction: A multi-country report -- UNDP and IFRC, 2014

Global Report on Internal Displacement – IDMC annual report

Guidance for Profiling Urban Displacement – JIPS, 2014

Guidance on Protecting People from Disasters and Environmental Change through Planned Relocation – Brookings, Georgetown University, and UNHCR, 2015

Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster – MICIC, 2016

Guiding Principles on the Access of Refugees and Other Forcibly Displaced Persons to the Labour Market – ILO, 2016

Guiding Principles on Internal Displacement – UN, 1998

Handbook for the Protection of Internally Displaced Persons – Global Protection Cluster, 2010

Framework for Durable Solutions to Internal Displacement – IASC, 2010

Operational Guidelines on the Protection of Persons in Situations of Natural Disasters – IASC, 2011

JIPS Essential Toolkit

Joint Strategies to Support Durable Solutions for Internally Displaced Persons (IDPs) and Refugees Returning to Their Country of Origin – Early Recovery Cluster, 2016

The MEND Guide: Comprehensive Guide for Planning Mass Evacuations in Natural Disasters (pilot version) – Global CCCM Cluster, 2014

Migrants in Disaster Risk Reduction: Practices for Inclusion – MICIC, 2017

Multi-hazard Business Continuity Management: Guide for small and medium enterprises – ILO, 2011

National Instruments on Internal Displacement: A Guide to Their Development – Brookings-LSE Project on Internal Displacement, 2013

The Progressive Resolution of Displacement Situations Framework – IOM, 2016

Protecting Internally Displaced Persons: A Manual for Law and Policymakers – Brookings-Bern Project on Internal Displacement, 2008

Protection for Persons Moving across Borders in the Context of Disasters: A Guide to Effective Practices for RCM Member Countries – RCM, 2016

A Toolbox: Planning Relocations to Protect People from Disasters and Environmental Change -Georgetown, IOM and UNHCR, 2017

ANNEX III: TERMINOLOGY

DISASTER: “A serious disruption of the functioning of a community or a society at any scale due to hazardous events interacting with conditions of exposure, vulnerability and capacity, leading to one or more of the following: human, material, economic and environmental losses and impacts.”³⁹

DISASTER DISPLACEMENT: “Situations where people are forced or obliged to leave their homes or places of habitual residence as a result of a disaster or in order to avoid the impact of an immediate and foreseeable natural hazard. Such displacement results from the fact that affected persons are (i) exposed to (ii) a natural hazard in a situation where (iii) they are too vulnerable and lack the resilience to withstand the impacts of that hazard. It is the *effects* of natural hazards, including the adverse impacts of climate change, that may overwhelm the resilience or adaptive capacity of an affected community or society, thus leading to a disaster that potentially results in displacement. Disaster displacement may take the form of spontaneous flight, an evacuation ordered or enforced by authorities or an involuntary planned relocation process. Such displacement can occur within a country (internal displacement), or across international borders (cross-border disaster displacement).”⁴⁰

This definition from the Nansen Initiative’s Protection Agenda is limited to natural hazards, but “it may also apply *mutatis mutandis* to disasters triggered by human-made factors such as large-scale industrial accidents”.⁴¹

DISASTER RISK: “The potential loss of life, injury, or destroyed or damaged assets which could occur to a system, society or a community in a specific period of time, determined probabilistically as a function of hazard, exposure, vulnerability and capacity.”⁴²

PEOPLE DISPLACED BY DISASTERS: “Persons who, for different reasons and circumstances because of risk or disaster, have to leave their place of residence.”⁴³

DISPLACEMENT-AFFECTED COMMUNITY: Displacement-affected communities bear the consequences of displacement. They include displaced people themselves, host communities, communities in return areas and those in which former displaced people integrate.⁴⁴

DISPLACEMENT RISK: “As with disaster risk the risk of displacement can be expressed in relation to hazards, exposure and vulnerability:

- ✳ The likelihood, severity and nature of a hazard or combination of hazards occurring over time. According to the best scientific evidence, climate change is expected to alter normal variability in the weather and make some hazards more severe and frequent
- ✳ The exposure of people and their homes, property and livelihoods to hazards before a disaster and both during and after their displacement as they move from one place to another
- ✳ People’s pre-existing and evolving vulnerability to the impact of hazards before, during and after their displacement.”⁴⁵

DURABLE SOLUTIONS: “A durable solution is achieved when internally displaced persons no longer have any specific assistance and protection needs that are linked to their displacement and can enjoy their human rights without discrimination on account of their displacement. It can be achieved through: Sustainable reintegration at the place of origin (return); Sustainable local integration in areas where internally displaced persons take refuge (local integration); Sustainable integration in another part of the country (settlement elsewhere in the country).”⁴⁶

EVACUATION: A form of disaster displacement defined as: “Moving people and assets temporarily to safer places before, during or after the occurrence of a hazardous event in order to protect them.

39 *ibid* 13.

40 Initiative (n 7) para 16.

41 *ibid* 52.

42 United Nations General Assembly (n 9) 14.

43 United Nations Office for Disaster Risk Reduction, ‘Proposed Updated Terminology on Disaster Risk Reduction: A Technical Review’ 14 <http://www.preventionweb.net/files/45462_backgoundpaperonterminologyaugust20.pdf>.

44 Adapted from Nina Schrepfer, Barbara McCallin and Christophe Beau, National Instruments on Internal Displacement: A Guide to Their Development (Internal Displacement Monitoring Centre/Norwegian Refugee Council, Brookings-LSE Project on Internal Displacement 2013) 66.

45 Internal Displacement Monitoring Centre, ‘Global Estimates 2015: People Displaced by Disasters’ (Internal Displacement Monitoring Centre/Norwegian Refugee Council 2015) 14 <<http://www.internal-displacement.org/assets/library/Media/201507-globalEstimates-2015/20150713-global-estimates-2015-en-v1.pdf>>.

46 IASC (n 7).

*Annotations: Evacuation plans refer to the arrangements established in advance to enable the moving of people and assets temporarily to safer places before, during or after the occurrence of a hazardous event. Evacuation plans may include plans for return of evacuees and options to shelter in place.”*⁴⁷

“Evacuation is the rapid movement of people away from the immediate threat or impact of a disaster to a safer place of shelter. It is commonly characterized by a short time frame, from hours to weeks, within which emergency procedures need to be enacted in order to save lives and minimize exposure to harm. Evacuations may be mandatory, advised or spontaneous.”⁴⁸

HOST COMMUNITY: “A community that hosts large populations of ... displaced persons, typically in camps or directly integrated into households.”⁴⁹

HUMANITARIAN ASSISTANCE: “Aid that seeks to save lives and alleviate the suffering of a crisis-affected population. Humanitarian assistance must be provided in accordance with the basic humanitarian principles of humanity, impartiality and neutrality. In addition, the United Nations seeks to provide humanitarian assistance with full respect for the sovereignty of States. Assistance may be divided into three categories – direct assistance, indirect assistance and infrastructure support – which have diminishing degrees of contact with the affected population.”⁵⁰

HUMAN MOBILITY: The UNFCCC 2011 Cancun Adaptation Framework identifies “climate change induced displacement, migration and planned relocation”.⁵¹ This guide uses the term without exclusive reference to phenomena related to climate change.

MIGRATION: Human movements “that are predominantly voluntary insofar as people, while not necessarily having the ability to decide in complete freedom, still possess the ability to choose between different realistic options”.⁵²

MIGRATION AS ADAPTATION: A decision to migrate “taken to cope with changes in the external environment in order to survive these impacts with minimal damage and improve living conditions in a given habitat”.⁵³

PLANNED RELOCATION: May or may not be a form of disaster displacement, depending on whether the movement was voluntary. It is “a planned process in which persons or groups of persons move or are assisted to move away from their homes or places of temporary residence, are settled in a new location, and provided with the conditions for rebuilding their lives. Planned Relocation is carried out under the authority of the State, takes place within national borders, and is undertaken to protect people from risks and impacts related to disasters and environmental change, including the effects of climate change. Such Planned Relocation may be carried out at the individual, household, and/or community levels”.⁵⁴

PROFILING: A “collaborative information-gathering process that provides disaggregated and comparative data about displacement situations. Profiling results can: i) inform joint programming, ii) be used to advocate and fundraise for an improved response, iii) effectively inform policy development, and iv) inform long-term solutions for the displaced. Depending on operational needs, profiling delivers population data disaggregated by age, sex, location and diversity. It can also provide thematic information analysis generated through the capture and processing of both quantitative and qualitative data”.⁵⁵

PROTECTION: Any “positive action, whether or not based on legal obligations, undertaken by States on behalf of disaster displaced persons or persons a risk of being displaced that aim at obtaining the full respect for the rights of the individual in accordance with the letter and spirit of applicable bodies of law, namely human rights law, international humanitarian law and refugee law”.⁵⁶

47 United Nations General Assembly (n 9) 18.

48 Global Camp Coordination and Camp Management (CCCM) Cluster, ‘The MEND Guide: Comprehensive Guide for Planning Mass Evacuations in Natural Disasters (Pilot Version)’ 16–17 <http://www.globalccmcluster.org/system/files/publications/MEND_download.pdf>.

49 Adapted from the original: “A community that hosts large populations of refugees or internally displaced persons, typically in camps or directly integrated into households.” Global Protection Cluster, Handbook for the Protection of Internally Displaced Persons (UNHCR 2010) 505.

50 *ibid* 506.

51 Conference of the Parties, United Nations Framework Convention on Climate Change (n 8) para 14(f). See also Nansen Initiative (n 7) para 22.

52 Nansen Initiative (n 7) para 20.

53 Dina Ionesco and Mariam Traore Chazalnoel, ‘Migration as an Adaptation Strategy to Climate Change | Newsdesk’ (IOM, 30 November 2015) <<http://weblog.iom.int/migration-adaptation-strategy-climate-change>> accessed 6 October 2017.

54 Georgetown University, UNHCR and Brookings Institution (n 28) para 2.

55 Joint IDP Profiling Service, JIPS’ Organisational Brochure: Who We Are & How We Work to „Inform Solutions Together” <<https://www.jips.org/uploads/2019/03/JIPS-Brochure-Feb2019-EN.pdf>> accessed 18 April 2019.

56 Nansen Initiative (n 7) para 14.

PROTRACTED DISPLACEMENT: Situations “where displaced people are prevented from taking or are unable to take steps for significant periods of time to progressively reduce their vulnerability, impoverishment and marginalization and find a durable solution”.⁵⁷

RESILIENCE: “The ability of a system, community or society exposed to hazards to resist, absorb, accommodate, adapt to, transform and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions through risk management.”⁵⁸

RESPONSE: “Actions taken directly before, during or immediately after a disaster in order to save lives, reduce health impacts, ensure public safety and meet the basic subsistence needs of the people affected.”⁵⁹

VULNERABILITY: “The conditions determined by physical, social, economic and environmental factors or processes which increase the susceptibility of an individual, a community, assets or systems to the impacts of hazards.”⁶⁰

Cyclone Pam damaged or destroyed 18,000 houses across Vanuatu. International organizations supported the Government to provide shelter kits, tools, tarpaulins and blankets.

UNICEF Pacific / 2015



57 Walter Kälin and Hannah Entwisle Chapuisat, 'Breaking the Impasse: Reducing Protracted Internal Displacement as a Collective Outcome' (United Nations Office for the Coordination of Humanitarian Affairs 2017) 4.

58 United Nations General Assembly (n 9) 22

59 *ibid.*

60 *ibid.* 24.

ANNEX IV: RELEVANCE TO OTHER WORDS INTO ACTION GUIDES

This section highlights activities in other Words into Action guides that are relevant to reducing disaster displacement risk and strengthening the resilience of people displaced by disasters, even though the guides may make limited direct references to disaster displacement.

BUILD BACK BETTER IN RECOVERY, REHABILITATION AND RECONSTRUCTION

To strengthen the resilience of people displaced by disasters in the post-disaster phase, and reduce the risk of future disaster displacement, focal points on disaster displacement and disaster-affected communities should be included in recovery planning. Their inclusion in recovery and development processes promote more targeted, effective responses that address the specific needs of people displaced by disasters and host communities.

CONCISE GUIDE ON DESIGN AND CONDUCT OF SIMULATION EXERCISES

Simulation exercises are a useful tool to ensure that response efforts adequately address a variety of disaster displacement scenarios, including the need for evacuation, cross-border movements and situations in which displaced people are unable to return to their homes for extended periods. The guide could be used for the development of national, bilateral or regional simulation exercises.

ENHANCING DISASTER PREPAREDNESS FOR EFFECTIVE RESPONSE

With advance planning and the appropriate systems in place, disaster preparedness mechanisms can help to avoid or reduce many of the specific vulnerabilities and challenges that people displaced by disasters and host communities tend to encounter during the immediate response and post-disaster phase. Impact and vulnerability analyses, profiling exercises and targeted interventions for displacement-affected communities contribute to a more effective response, and longer-term efforts to achieve durable solutions during recovery.

IMPLEMENTATION GUIDE FOR ADDRESSING WATER-RELATED DISASTERS AND TRANSBOUNDARY COOPERATION

The Sendai Framework, in para.28(d), specifically highlights the need to address displacement risk as part of transboundary cooperation efforts to build resilience and reduce disaster risk. Transboundary strategies to address cross-border disaster displacement risk may include the development of coherent cross-border early warning system policies; the inclusion of non-traditional DRR actors, such as immigration and border management officials, in planning

processes; the establishment of transhumance agreements and the targeting of resilience building measures, such as support for livelihoods diversification, to people facing high levels of displacement risk. Communities facing high levels of cross-border displacement risk should be recognized as key stakeholders in the planning process.

IMPLEMENTATION GUIDE FOR LOCAL DISASTER RISK REDUCTION AND RESILIENCE STRATEGIES

Local officials and community members know their communities best and are the first responders to any disaster. Through close consultation with people most at risk of displacement and other relevant actors, local strategies should prioritize resilience measures for people facing the highest levels of displacement risk, include provisions for both short and long-term displacement, and plan for measures to support displaced people in finding durable solutions. In particular, local strategies should ensure that relevant officials have the necessary authority, as well as financial and human resources available, to effectively respond to the needs of displaced people within their jurisdiction.

MAN-MADE AND TECHNOLOGICAL HAZARDS

Displacement can occur in the context of any disaster and should be addressed as set out in this guide. In the context of man-made and technological hazards, DRR plans should particularly recognize that displacement may last an extended period of time. If displaced people are unable to return to affected areas because they have been deemed uninhabitable, it may be necessary to plan their relocation or to provide support for their integration in the areas where they sought safety.

NATIONAL DISASTER RISK ASSESSMENT

To capture displacement risk, comprehensive risk assessments should include: historical displacement data; non-disaster mobility patterns, including across international borders; land-use assessments to determine risk-prone areas; projections for human mobility associated with climate change, urbanisation, poverty, population growth and environmental deterioration; and assessments of groups likely to face high levels of displacement risk, such as those living in poverty or informal settlements, people already displaced and migrants.

NATIONAL FOCAL POINTS, NATIONAL PLATFORMS AND LOCAL PLATFORMS FOR DISASTER RISK REDUCTION

DRR platforms at all levels should consider the inclusion of disaster displacement focal points, working groups and displacement-affected communities. They are also important mechanisms for designating roles, responsibilities

and resources to facilitate comprehensive responses to disaster displacement, including across borders, promoting coherence across a wide range of national legal frameworks and establishing coordination mechanisms with Government actors such as immigration and human rights officials.

ANNEX V: RELEVANCE TO OTHER GLOBAL POLICIES AND PROCESSES

The Sendai Framework acknowledges the role of the Global Platform for Disaster Risk Reduction and regional DRR platforms as “mechanisms for coherence across agendas, monitoring and periodic reviews in support of UN Governance bodies”.⁶¹ This section highlights references to, and the relevance of disaster displacement and human mobility in key state-led international policies and processes.

Global processes and policies and their relevance to disaster displacement risk

MIGRANTS IN COUNTRIES IN CRISIS INITIATIVE (MICIC)

MICIC has developed the voluntary and non-binding Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster. The guidelines include effective practices for States and others to address the specific vulnerabilities, needs and contributions of migrants when managing disaster displacement risk, and when developing policies and programmes on disaster-induced human mobility. MICIC also has capacity-building tools for countries that receive and host migrants affected by disasters. (micicinitiative.iom.int)

displacement and migration associated with disasters, capacity-building training and workshops, and the development of non-binding guidance. RCPs are present in almost every region, and are supported by IOM, UNHCR and the International Centre for Migration Policy Development. (iom.int/regional-consultative-processes-migration)

PLATFORM ON DISASTER DISPLACEMENT (PDD)

PDD supports the implementation of the Nansen Initiative’s non-binding Protection Agenda, which was endorsed by more than 100 Governments in 2015. The agenda offers States a toolbox for responding to cross-border disaster displacement by providing examples of effective practices to respond when it cannot be avoided, and measures to manage risk in countries of origin. PDD also contributes to the development and implementation of international and regional processes that address disaster displacement, supports the development of guidance and simulation exercises and acts as a knowledge-sharing and advocacy platform. (disasterdisplacement.org)

AGENDA FOR HUMANITY

The Agenda for Humanity was adopted at the 2016 UN World Humanitarian Summit. It is a five-point plan that outlines the changes needed to alleviate suffering, reduce risk and lessen vulnerability on a global scale. Core responsibility 3, to leave no one behind, includes specific commitments by States and others to address displacement and migration. These include reducing internal displacement by 50 per cent by 2030, and preventing and preparing for cross-border displacement associated with disasters and climate change through the promotion and implementation of the Nansen Initiative’s Protection Agenda. States also committed to engage in efforts to support safe, orderly and regular migration. (agendaforhumanity.org)

REGIONAL CONSULTATIVE PROCESSES ON MIGRATION (RCPs)

RCPs bring together States, international organisations and in some cases non-governmental organisations for informal dialogue and information exchange on migration issues of common interest and concern. They have been used to discuss issues related to cross-border disaster

UN FRAMEWORK CONVENTION ON CLIMATE CHANGE (UNFCCC)

UNFCCC’s conference of the parties (COP) has acknowledged the impact of climate change on human mobility. COP 16 in 2010 called for “measures to enhance understanding, coordination and cooperation with regard to climate change induced displacement, migration and planned relocation” (para. 14[f]). COP21 in 2015 established the Task Force on Displacement under the Warsaw International Mechanism to “develop recommendations for integrated approaches to avert, minimize

⁶¹ UNISDR, ‘Sendai Framework’ (n 11) 5.

and address displacement related to the adverse impacts of climate change. The Task Force complements, draws upon the work of and involves, as appropriate, existing bodies and expert groups in the United Nations Climate Change Convention, as well as relevant organizations and expert bodies outside the Convention.” (unfccc.int/adaptation/groups_committees/loss_and_damage_executive_committee/items/9978.php)

GLOBAL COMPACTS ON REFUGEES AND MIGRANTS

As part of its 2016 New York Declaration, the UN General Assembly agreed to develop two global compacts. The compacts aim to protect the human rights of refugees and migrants, and support countries that rescue, receive and host large numbers of them. The New York Declaration recognises that climate change, disasters and other environmental factors prompt people to move, and the need to help the vulnerable among them. The process also led to calls to promote “the integration of migration in the implementation of international frameworks as well as in regional, national and local plans and strategies on disaster risk reduction, resilience, preparedness, mitigation and adaptation” and to promote migration as an adaptation strategy.⁶²

In December 2018, States adopted the Global Compact for Safe, Orderly and Regular Migration, which includes a comprehensive set of actions to address migration related to “Natural disasters, the adverse effects of climate change and environmental degradation”, which encompasses both sudden and slow-onset natural disasters.⁶³

The 2018 Global Compact on Refugees has limited references to climate change and displacement in the final text. It states, “While not in themselves causes of refugee movements, climate, environmental degradation and natural disasters increasingly interact with the drivers of refugee movements.”⁶⁴ (refugeesmigrants.un.org/)

UN HUMAN RIGHTS COUNCIL (UNHRC)

A June 2017 UNHRC resolution affirms “the need for the continuing implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030, adopted at the Third United Nations World Conference on Disaster Risk Reduction, and its references to human rights”, particularly with regards to the rights of “migrants and persons displaced across international borders in the context of the adverse impacts of climate change”.

The need to protect the human rights of people internally displaced by disasters has also been consistently raised under the mandate of the UN special representative on IDPs and the UN special rapporteur on the human rights of IDPs, who report to the UN Commission on Human Rights (UNCHR) and UNHRC respectively. Several reports and operational guidance on disaster displacement have also been published and field visits conducted under this mandate, supported by the Office of the United Nations High Commissioner for Human Rights (OHCHR). (A/HRC/35/L.32: <https://documents-dds-ny.un.org/doc/UNDOC/LTD/G17/167/92/PDF/G1716792.pdf?OpenElement>)

NEW URBAN AGENDA

The UN’s New Urban Agenda of 2016 establishes global standards for sustainable urban development that strive to meet the SDGs and address climate change. It recognises the need to respect the rights of refugees, migrants and IDPs so that they can make positive contributions to society through measures such as ensuring decent work and livelihood opportunities. It also encourages policy development to prevent forced evictions and displacement associated with programmes to upgrade slums and informal settlements. (habitat3.org/the-new-urban-agenda)

THE 2030 AGENDA FOR SUSTAINABLE DEVELOPMENT

The UN’s 2030 Agenda for Sustainable Development recognises that more frequent and intense disasters and related humanitarian crises and displacement threaten to reverse development gains, with climate change posing even greater challenges for the future. It also recognises that IDPs and migrants are particularly vulnerable and must be empowered, particularly those living in areas affected by complex emergencies.

The 2030 Agenda also recognises migrants’ positive contributions to development, and the need to ensure the human treatment of both migrants and displaced people. SDGs 1.5, 11.5 and 13.1, which address building resilience to reduce the developmental impact of disasters and climate change, include indicators measured per 100,000 for the number of people directly affected by disasters, including those evacuated, displaced and relocated.⁶⁵ (sustainabledevelopment.un.org)

62 Permanent Representative of Mexico to the United Nations and Permanent Representative of Switzerland to the United Nations, ‘Second Informal Thematic Session on “Addressing Drivers of Migration, Including the Adverse Effects of Climate Change, Natural Disasters and Human-Made Crises, through Protection and Assistance, Sustainable Development and Poverty Eradication, Conflict Prevention and Resolution” (United Nations Headquarters 2017) Co-facilitators’ Summary 7 <https://refugeesmigrants.un.org/sites/default/files/ts2_cofacilitators_summary.pdf> accessed 18 April 2019.

63 General Assembly, ‘Global Compact for Safe, Orderly and Regular Migration Final Draft’. <https://refugeesmigrants.un.org/sites/default/files/180711_final_draft_0.pdf> accessed 18 April 2019

64 UNHCR Secretary-General, ‘Global Compact on Refugees’ (United Nations General Assembly 2018) Report of the United Nations High Commissioner for Refugees A/73/12.

65 Goal 1.5 “By 2030, building the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters.” Goal 11.5 By 2030, significantly reduce the number of deaths and the number people affected and substantially decrease the direct economic losses relative to global gross domestic product cause by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations.” Goal 13.1 “Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries.” ‘Transforming Our World: The 2030 Agenda for Sustainable Development’ (United Nations 2015) A/RES/70/1 <<https://sustainabledevelopment.un.org/post2015/transformingourworld/publication>> accessed 18 April 2019.

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In the Udaipur region in Nepal, deforestation and heavy rains have increased river sedimentation and as a result, rivers are becoming shallower and broader. Increased flooding has led to the destruction of both homes and livelihoods.

IOM / Amanda Martinez Nero 2016



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AND STRENGTHEN RESILIENCE

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