MAPPING THE BASELINE

TO WHAT EXTENT ARE DISPLACEMENT AND OTHER FORMS OF HUMAN MOBILITY INTEGRATED IN NATIONAL AND REGIONAL DISASTER RISK REDUCTION STRATEGIES?

By Michelle Yonetani
October 2018

PLATFORM ON DISASTER DISPLACEMENT
FOLLOW-UP TO THE NANSEN INITIATIVE

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LIST OF ACRONYMS

AfRP	Africa Regional Platform on DRR
AMCDRR	Asian Ministerial Conference on Disaster Risk Reduction
APEC	Asia-Pacific Economic Cooperation
ARSDRR	Africa Regional Strategy for Disaster Risk Reduction
ASEAN	Association of Southeast Asian Nations
AU	African Union
AUC	African Union Commission
AWG	Africa Working Group
CAN	Andean Community of Nations
CDEMA	Caribbean Disaster Emergency Management Agency
CDM	Comprehensive Disaster Management
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EAC	East African Community
EAGRD	Andean Strategy for Disaster Risk Management
ECHO	European Commission's Humanitarian Aid and Civil Protection Department
ECORFDRR	Economic Cooperation Organization of Central Asian States' Regional Framework for Disaster Risk Reduction
ECOWAS	Economic Community of West African States

EFDRR	European Forum for Disaster Risk Reduction
EM-DAT	The CRED/OFDA International Disaster Database
ERCC	Emergency Response Coordination Centre
EU	European Union
FRDP	Framework for Resilient Development in the Pacific
IDDRSI	(IGAD's) Drought Disaster Resilience and Sustainability Initiative
IDP	Internally Displaced Person
IFRC	International Federation of the Red Cross and Red Crescent Societies
IGAD	Inter-Governmental Authority on Development
IOM	International Organization for Migration
JNAPS	Joint National Action Plans for disaster risk management and climate change
MECLEP	Migration, Environment and Climate Change: Evidence for Policy
OIEWG	Open-ended Intergovernmental Working Group
PDD	Platform on Disaster Displacement
PIFACC	Pacific Islands Framework for Action on Climate Change
PoA	Program of Action
PRRD	Plan Regional de Reducción de Riesgo de Desastres
RCM	Regional Conference on Migration
REC	Regional Economic Community
SAARC	South Asian Association for Regional Cooperation
SADC	Southern African Development Community
SPC	Pacific Community
SPREP	Secretariat of the Pacific Regional Environment Program
UN	United Nations
UNISDR	United Nations Office for Disaster Risk Reduction

EXECUTIVE SUMMARY

BACKGROUND AND PURPOSE

In support of the implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 and the Nansen Initiative Agenda for the Protection of Cross-border Displaced Persons in the Context of Disasters and Climate Change (hereafter the Protection Agenda), this report maps and reviews the extent to which disaster-related human mobility issues and provisions are included in national and regional Disaster Risk Reduction (DRR) strategies. The study was commissioned by the State-led Platform on Disaster Displacement (PDD) under its 2016-2019 Strategic Framework and Work Plan and in cooperation with the United Nations (UN) Office for Disaster Risk Reduction (UNISDR).

This report and its accompanying dataset provide a preliminary baseline for monitoring progress in terms of the integration of displacement and other forms of human mobility in national and regional DRR strategies in line with Target E of the Sendai Framework, which aims to substantially increase the number of national and local DRR strategies adopted and implemented by 2020. A key aim of these strategies is to reduce the number of people affected by disasters (Target B), including people displaced from their homes. The report will also inform engagement by the PDD on developing or revising DRR strategies and the development and piloting of UNISDR Words into Action guidance on "Disaster displacement: How to reduce risk, address impacts and strengthen resilience."

POINTS OF DEPARTURE

Interpretation of the term "DRR strategy" for the purpose of this study draws on technical guidance from the United Nations Open-ended Intergovernmental Expert Working Group (OIEWG), on Indicators and Terminology Relating to Disaster Risk Reduction, supported by UNISDR. The OIEWG's 2017 definition for strategies (and policies) states that they "define goals and objectives across different timescales and with concrete targets, indicators and time frames". In line with the Sendai Framework, these should be aimed at preventing the creation of disaster risk, the reduction of existing risk and the strengthening of economic, social, health and environmental resilience.

In line with the Nansen Initiative Protection Agenda, the concept of "human mobility" is understood to encompass "displacement (understood as the primarily forced movement of persons), migration (understood as the primarily voluntary movement of persons) and planned relocation (understood as planned process of settling persons or groups of persons to a new location). Displacement includes emergency evacuations" (Nansen Initiative 2015, p. 17). These three forms of movement are referenced in the Cancun Adaptation Framework (paragraph 14f) under the UN Framework Convention on Climate Change (UNFCCC).

METHODOLOGY AND LIMITATIONS

The methodology followed three main steps: Creation of a preliminary global dataset of broadly relevant documents through web-based research and consultation with UNISDR and other partners (581 documents logged including national documents from 154 countries and territories); selection of national and regional (supra-national) multi-hazard and multi-sectoral DRR "strategy" or strategy-like documents from the larger dataset as a core set of documents for further review (82 national and 22 regional strategy documents identified) and followed by quantitative and qualitative analysis of the strategy texts for human mobility-related content. Findings were synthesized along with specific examples and were used to inform recommendations to UNISDR and the PDD. UNISDR and its Support Group, PDD Steering Group, and a group of PDD UN and NGO Advisory Committee members provided feedback on preliminary findings. The full dataset has been handed over to UNISDR to support monitoring of the Sendai Framework's implementation.

The DRR strategies mapped are unlikely to represent an exhaustive list of all the latest national and regional DRR strategies in existence due to the study's limitations. Limitations included the inaccessibility of strategy documents not published online and the lack of any pre-existing, comprehensive inventory to draw on. The scope of the documents reviewed was narrowed to prioritize stand-alone, multi-hazard and multi-sectoral national strategies, considering time and resources available, while recognizing that DRR

strategies may be captured and integrated across a range of governance documents. Other limitations were inconsistent usage of key terms on human mobility and the lack of definitions provided for human mobility terms in respective DRR documents that may have resulted in misinterpretation of some references in spite of considering their usage in context. Thirteen (13) of the documents identified as part of the core set could not be reviewed due to lack of access to the original documents and the limited working languages of the reviewer. It should also be noted that the DRR strategy documents identified may or may not correspond with how different States will choose to interpret what constitutes having a "national DRR strategy" for the purpose of reporting into the Sendai Framework Monitoring System (Target E).

SUMMARY OF FINDINGS

1. **The number of national DRR strategies identified (82) represents less than half (42%) of the 193 Member States of the UN General Assembly that adopted the Sendai Framework.** This points to the need for governments to ramp up efforts to develop, adopt and implement strategies by 2020 as per Sendai Framework Target E.

Number of national DRR/DRM strategies identified per region

**% total countries per region
with national DRR/DRM strategies**
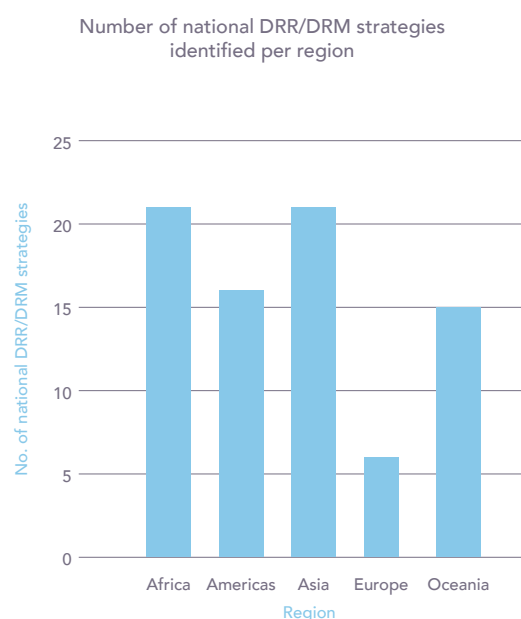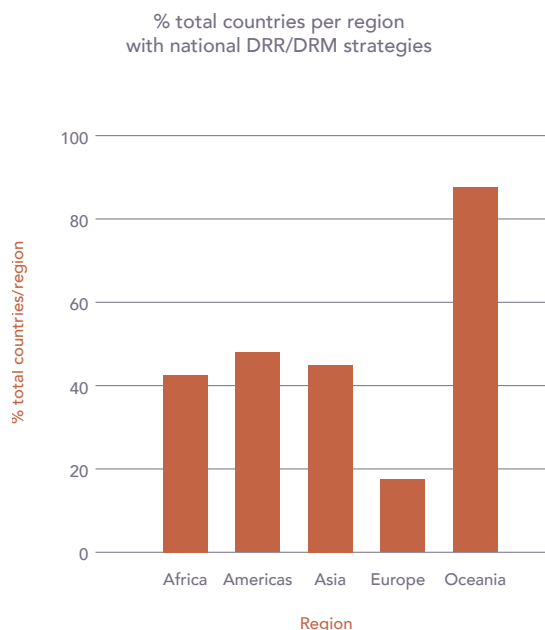
2. **Many of the national strategy documents need to be updated and/or need to be aligned with the Sendai Framework.** The majority of the main regional strategy documents reviewed were published during or after 2015. Only about a quarter (22) of the national strategies, on the other hand, were published as new or revised documents since 2015.

3. **Displacement and other human mobility issues are most strongly integrated in regional strategies for the Pacific and Africa, including a number of sub-regional African strategies. For other regions, integration was more limited and inconsistent between strategies at regional and sub-regional levels – or entirely absent in some cases.**

   The Pacific region (Oceania) is exceptional in that almost all countries in the region have stand-alone national DRR strategies covering multiple hazards. The Framework for Resilient Development in the Pacific (FRDP) also provides the strongest regional example of the integration of human mobility in inter-governmental DRR strategies. It takes an integrated approach to DRR, climate change adaptation and sustainable development and highlights a series of specific priorities to address human mobility at regional to local levels

by different stakeholders. These cover human mobility in disaster preparedness, response and recovery programs and the strengthening of government capacity to protect people vulnerable to displacement. Actions to support the participatory development of policy and strategy on "forced migration" and relocation are given specific attention.

In the Asia, Africa and Latin America and the Caribbean regions, less than half of the countries in each region were identified as having national, multi-hazard DRR strategies. At the regional level, the Asia DRR Action Plan 2018-2020 has made significant progress in integrating human mobility concerns, though this progress has yet to be seen in the strategies of sub-regional organizations, such as ASEAN. In Africa, on the other hand, little integration is seen in region-wide DRR strategy and Programmes of Action, while greater inclusion is found in some strategies of the Regional Economic Communities, particularly the East African Community (EAC) and the Inter-Governmental Authority on Development (IGAD)'s Drought Disaster Resilience and Sustainability Initiative (IDDRSI).

Similarly, in Latin America and the Caribbean, the Regional Action Plan for the Implementation of the Sendai Framework (2017) and the Cartagena Declaration (2018) include no references to displacement or other human mobility issues, and such references are also sparse in the DRR strategy for the Caribbean. Displacement and other human mobility issues are much better addressed through sub-regional DRR strategies and plans, particularly those from Central America and the Andean region.

The number of national DRR strategies found in Europe was particularly low – only 6 or 22% of European Union members – and there has also been little integration of displacement and migration issues in relation to DRR in regional-level European policy and plans. Among the Arab countries also, DRR strategies were identified for just two of the 22 members, 9%, of the League of Arab States. The recently updated Arab

Strategy for DRR 2030, however, includes several important references to human mobility issues.

4. **Most of the national DRR strategies reviewed (83%) do make some reference to human mobility issues** through the inclusion of language on displacement, migration, evacuation, relocation and other proxy terms such as the loss of housing and need for shelter. This reflects the wide relevance of displacement and other human mobility issues in the context of disaster risk and impacts across different regions.

5. **The scope and depth of these references, however, is highly variable.** Some, but not all, strategies where references to displacement and migration appear, include corresponding targets, provisions or calls to address the specific needs for protection and assistance of displaced people and migrants. A few references are made to the need for disaggregated data and assessments on displaced populations and migrants to enable this (Costa Rica, Namibia and the Solomon Islands). Furthermore, the use of human mobility terms based on their usage in the documents reviewed was inconsistent - particularly for displacement, migration and relocation - and definitions were rarely provided.

6. **"Displacement" and "migration" are frequently recognized as consequences and drivers of disaster risk.** Each term is found in just under half of the national strategies reviewed as either a consequence and/or driver of disaster risk and vulnerability. Examples include the vulnerability of populations displaced to areas where they are exposed to new hazards, prolonged displacement as a driver of social tensions with host communities, and migration as contributing to rapid and unplanned urbanization. On the other hand, voluntary migration's potentially positive contribution to resilience is seldom recognized and few provisions were found to support (labor) migration as a form of adaptation or a coping strategy to avoid disaster.

7. **Human mobility is linked to a range of hazards, including conflict.** Human mobility is associated primarily with the impact of both rapid- and slow-onset natural hazards, with occasional reference to technological hazards. Though outside the scope of the Sendai Framework, some strategies also refer to conflict in relation to displacement and migration (including Afghanistan, Côte d'Ivoire, Pakistan, Papua New Guinea, the Philippines, South Sudan and, for example, the African Union Programme of Action for the Implementation of the Sendai Framework).

8. **Cross-border disaster-displacement or population movements were rarely mentioned.** References were found in national strategies from Afghanistan, Liberia, Federated States of Micronesia, Rwanda, South Africa, Tonga and Tuvalu. References were found relatively more frequently in regional strategies, namely from the Andean region, Central America, East Africa, the IGAD region of Africa and the Pacific.

9. **Evacuation preparedness is the most common way in which human mobility issues are mentioned in the strategies reviewed. At the same time, about a third of all DRR strategies identified make no specific reference to evacuation preparedness at all.** References range from brief mentions to comprehensive detailing of the roles, functions and responsibilities of different actors, and including targets and indicators to measure progress.

10. **Relocation (or resettlement), is included in just over a quarter of the national DRR strategies as a preventative measure for people living in situations of (increasing) disaster and displacement risk, as well as a post-disaster rehabilitation and recovery measure for displaced people unable to return home.** Relocation-related provisions were found in the DRR strategies of countries and territories in Asia, the Pacific and Africa, but none from Europe or the Americas, except for a brief mention to post-disaster relocations in Grenada's National Disaster Plan. A broad range of issues are addressed, including the need to mitigate social, economic and cultural impacts, develop forward-looking assessments to guide measures for vulnerable communities and formulate relocation policy and plans including land use.

1
INTRODUCTION

The relevance and importance of human mobility issues as disaster risk reduction (DRR) issues has been increasingly recognized by policymakers at global, regional and national levels. Displacement and migration may both drive and result from disasters, creating or exacerbating specific challenges, vulnerabilities and needs for protection among affected or at-risk populations. Each year since 2008, an average of some 25 million people have been displaced from their homes by disasters brought on by sudden-onset hazards alone.[1] On the other hand, human mobility may play an important role in preventing or mitigating disaster risk. This includes when evacuations save lives and relocations improve the safety and long-term resilience of vulnerable communities, as well as when voluntary migration enables households to improve their access to income and sustainable livelihoods.

The challenges and opportunities associated with human mobility need to be taken into account in the development and implementation of national and regional DRR strategies. Doing so helps support and ensure that the human rights of displaced people and migrants are upheld according to government obligations. Integrating human mobility into DRR strategies also aligns them with the Sendai Framework's emphasis on people-centered and rights-based approaches to DRR and its multiple references to displacement and other human mobility issues and measures.[2] as further discussed below. This, in turn, may better support inclusive and sustainable development in line with the 2030 Sustainable Development Agenda.

Efforts to advance progress and prioritize strategic efforts in this area by the State-led Platform on Disaster Displacement (PDD) and partners have been limited by the absence of global information and analysis of how and to what extent human mobility is already

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1 IDMC, Global Report on Internal Displacement 2017, May 2018 (p. 32). Available at http://www.internal-displacement.org/global-report/grid2017/pdfs/2017-GRID.pdf

2 Yonetani, M., Positioned for Action: Displacement in the Sendai Framework for Disaster Risk Reduction, IDMC, February 2017. Available at http://www.internal-displacement.org/publications/positioned-for-action-displacement-in-the-sendai-framework-for-disaster-risk-reduction

incorporated in national and regional DRR strategies. Nor, indeed, has there been a comprehensive database available that gathers national and regional DRR strategies already in place from across all regions of the world in order to perform such analysis.

To address this gap, a review was commissioned by the PDD in cooperation with the UN Office for Disaster Risk Reduction (UNISDR). This report presents the results of a global mapping exercise and analysis of the extent to which disaster displacement and other human mobility issues and provisions are included in stand-alone, multi-hazard national and regional DRR strategies. It is accompanied by a unique global dataset of DRR policy and strategy documents and related plans, legislation and guidance.

PURPOSE

This report and its accompanying dataset together provide a preliminary baseline of information that may be further used to broaden and deepen knowledge, promote lessons learned and good practice, and support and monitor progress on the integration of human mobility issues in DRR strategies as they are further developed, revised and updated.

The mapping and findings are also intended to inform engagement by the PDD with States in this area and include recommendations for follow up actions.

The report also contributes to PDD's overall objective, "To strengthen the protection of people displaced across borders in the context of disasters, including those linked to the effects of climate change, and to prevent or reduce disaster displacement risks", and to its four strategic priorities set by its Steering Group and based on the recommendations of the Nansen Initiative Protection Agenda for the period 2016-2019:

1. Address knowledge and data gaps
2. Enhance the use of identified effective practices
3. Promote policy coherence and mainstreaming of human mobility challenges in, and across, relevant policy and action areas
4. Promote policy and normative development in gap areas[3]

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3   Platform on Disaster Displacement Strategic Framework 2016-2019, p.2. Available at https://disasterdisplacement.org/wp-content/uploads/2015/03/24042016-Strategic-Framework-Platform-on-Disaster-Displacement-DRAFT.pdf

The study and dataset are further intended to inform monitoring of implementation of the Sendai Framework on Disaster Risk Reduction 2015-2030. They are of particular relevance to the Sendai Framework's aim to increase the number, quality and implementation of national and local DRR strategies developed by States (Target E) and to reduce the number of people affected by disasters, including people displaced from their homes (Target B). This review also complements a draft UNISDR "Words into Action" guide on "Disaster displacement: How to reduce risk, address impacts and strengthen resilience", as well as a Words into Action guide on national strategies, under development at the time of writing. This study will be made widely accessible to allow future analyses to be performed at all levels.

POINTS OF DEPARTURE

3.1

DEFINING KEY "HUMAN MOBILITY" TERMINOLOGY

In line with the Nansen Initiative Protection Agenda, analysis in this report encompasses the concept of "human mobility", which includes "displacement (understood as the primarily forced movement of persons), migration (understood as the primarily voluntary movement of persons) and planned relocation (understood as planned process of settling persons or groups of persons to a new location)"4. Planned relocation is undertaken as a disaster risk reduction measure or process.5 It should be noted that emergency evacuations are a form of displacement, which has been 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" (OIEWG, 20176). The same terms – displacement, migration and planned relocation – are used in the Cancun Adaptation Framework under the UN Framework Convention on Climate Change (UNFCCC).[7]

3.2

DISPLACEMENT AND OTHER FORMS OF HUMAN MOBILITY IN THE SENDAI FRAMEWORK

The Sendai Framework recognizes displacement as a major, global consequence of disasters (para. 4) and displaced persons are counted among the number of people

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4   Nansen Initiative, Agenda for the protection of cross-border displaced persons in the context of disasters and climate change, Volume I. Available at https://nanseninitiative.org/wp-content/uploads/2015/02/PROTECTION-AGENDA-VOLUME-1.pdf

5   See the "Key Notions" further described in the Protection Agenda, paragraphs 16-22.

6   The latest disaster risk terminology list promoted by UNISDR was recommended by the Open-ended intergovernmental expert working group on indicators and terminology and adopted by the United Nations General Assembly on February 2nd 2018. Available at https://www.unisdr.org/we/inform/terminology#letter-e

7   See UNFCCC Cancun Adaptation Framework, Paragraph 14(f). Available at https://unfccc.int/resource/docs/2010/cop16/eng/07a01.pdf

affected by disasters that Target B aims to reduce. It also recognizes the need to manage "displacement risk," through "transboundary cooperation" (para. 28d) and disaster risk assessments, guidance and tools that help to anticipate "demographic and environmental changes" (para. 30f).

It notes the importance of preparing for effective response through planning and building the capacity of local authorities to implement evacuations and to meet the needs of evacuated or displaced people (para. 33h and m), including through "transboundary cooperation".

The Sendai Framework further points out the need to formulate public policies, "where applicable", addressing the preventative relocation "of human settlements in disaster risk-prone zones, subject to national law and legal systems" (para. 27k).

Finally, the framework refers to the need to include, work with and leverage the skills and capacities of "migrants" in disaster risk reduction and community resilience-building, through the design and implementation of policies, plans and standards (para. 7, 27h and 36a).[8]

3.3

WHAT IS A "DISASTER RISK REDUCTION STRATEGY"?

The open-ended intergovernmental expert working group (OIEWG) on terminology relating to disaster risk reduction, facilitated by UNISDR, has not recommended a specific definition for DRR "strategies", but has done so for strategies and policies as a whole:

Disaster risk reduction strategies and policies:

"define goals and objectives across different timescales and with concrete targets, indicators and time frames. In line with the Sendai Framework for Disaster Risk Reduction 2015-2030, these should be aimed at preventing the creation of disaster risk, the reduction of existing risk and the strengthening of economic, social, health and environmental resilience" (UNISDR, 2017).[9]

Under Target E of the Sendai Framework there are two indicators that aim to measure improvements in the existence and quality of actionable public policy through the development and implementation of national and local disaster risk reduction strategies.[10]

Key to these indicators is the point that strategies at all levels should be aligned with the Sendai Framework, which expands on its predecessor, the Hyogo Framework for Action, with a greater focus on preventing the creation of new risk, reducing existing risk and strengthening resilience, as opposed to managing disasters. To enhance coherence with the 2030 Agenda for Sustainable Development, each of these indicators has also been adopted in the agenda's monitoring framework under the goal to address poverty (goal 1) and then repeated under goals on sustainable cities (goal 11) and climate change (goal 13).

8   For further discussion see Yonetani, M., Positioned for Action: Displacement in the Sendai Framework for Disaster Risk Reduction, IDMC, February 2017. Available at http://www.internal-displacement.org/publications/positioned-for-action-displacement-in-the-sendai-framework-for-disaster-risk-reduction

9   UNISDR, Technical Guidance Note on Data and Methodology to Estimate Global Progress in the Number of Countries with National and Local Disaster Risk Reduction Strategies to Measure the Achievement of Target E of the Sendai Framework on disaster risk reduction, 2017 (p. 115). Available at https://www.preventionweb.net/files/54970_techguidancefdigitalhr.pdf

10 UN General Assembly resolution A/RES/71/276, as proposed in the Report of the open-ended intergovernmental expert working group on indicators and terminology relating to disaster risk.

Sendai Framework Target E-1

To substantially increase, by 2020:

[Sustainable Development Goal 1.5.3- repeat of 11.b.1 and 13.1.2]

Number of countries that adopt and implement national disaster risk reduction strategies in line with the Sendai Framework for Disaster Risk Reduction 2015-2030.

Sendai Framework Target E-2

[Sustainable Development Goal 1.5.4- repeat of 11.b.2 and 13.1.3]

Percentage of local governments that adopt and implement local disaster risk reduction strategies in line with national strategies.

Technical guidance from UNISDR to support the monitoring of progress in strategy development and alignment with the Sendai Framework highlights ten key elements of a DRR strategy.[11] Rather than producing a binary measurement of whether each element has been covered or not, a weighting and self-scoring system is proposed to enable countries to assess gradual or partial progress in comparison with the baseline over time, where having a DRR strategy that satisfies all the key elements achieves a full score, and lacking a DRR strategy is evaluated as 0.[12]

Key elements of a DRR strategy

1. Has different timescales, with targets, indicators and time frames
2. Aims to prevent the creation of risk
3. Aims to reduce existing risk
4. Aims to strengthen economic, social, health and environmental resilience
5. Is based on risk knowledge and assessments to identify risks at the local and national levels of the technical, financial and administrative disaster risk management capacity
6. Mainstreams and integrates DRR within and across all sectors with defining roles and responsibilities
7. Guides allocation of the necessary resources at all levels of administration for the development and the implementation of DRR strategies in all relevant sectors
8. Strengthens disaster preparedness for response and integrates DRR response preparedness and development measures to make nations and communities resilient to disasters
9. Promotes policy coherence relevant to disaster risk reduction such as sustainable development, poverty eradication, and climate change, notably with the SDGs the Paris Agreement
10. Has mechanisms to follow-up, periodically assess and publicly report on progress.

Source: UNISDR, 2017

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11 UNISDR, Technical Guidance for Monitoring and Reporting on Progress in Achieving the Global Targets of the Sendai Framework for Disaster Risk Reduction: Collection of Technical Notes on Data and Methodology, December 2017 (p. 112-128). Available at https://www.preventionweb.net/files/54970_techguidancefdigitalhr.pdf. Further UNISDR Words into Action guidance on national DRR strategies was under development but not available at the time of writing this report. See https://www.preventionweb.net/drr-framework/sendai-framework/wordsintoaction/national-local-strategies_target-5

12 Ibid

4

METHODOLOGY AND LIMITATIONS

The methodology for this mapping exercise and study followed three main steps:

1. Identifying and recording relevant documents as a preliminary global dataset through web-based research and consultation with UNISDR, PDD, the International Organization for Migration (IOM), the International Federation of the of Red Cross and Red Crescent Societies (IFRC) and other partners
2. Initial review of the global dataset to select a core list of national and regional (supranational) DRR strategy or strategy-like documents with a comprehensive multi-hazard and multi-sectoral scope for in-depth review
3. Analysis of the core list of documents for human mobility-related content.

4.1

COMPILING THE GLOBAL DATASET

The first step of this review required the identification, mapping and logging of strategies and other governance documents relevant to DRR or Disaster Risk Management (DRM). UNISDR, IFRC and IOM were consulted in the first place to identify any prior mappings and compilations of relevant original strategy documents that could be drawn on. Internet searches included checking the UNISDR knowledge platform Prevention Web[13] and other UN agency, regional organization, multilateral bank and academic institutions' websites for online repositories of relevant national policy and strategy documents. While there were some databases with information useful to this exercise, no comprehensive and up-to-date listing and compilation of countries' DRR strategy documents was available.

Care was taken not to duplicate complementary mapping efforts undertaken around the same time as this study. These include the mapping of human mobility issues in climate change policy and instruments and of the integration of disaster, climate and environment–related issues in national

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13   www.preventionweb.net

migration policy, undertaken by the UNFCCC secretariat and members of the Task Force on Displacement.[14] The Global Protection Cluster has also been working on updating its Global Database on Internally Displaced Persons (IDP) Laws and Policies to include analysis of their scope in relation to causes of displacement including disasters.[15] Each has the potential to reinforce the other and together provide the basis for a more comprehensive overview of the links and coherence between them.

All national and regional DRR-related strategies, policies and plans were systematically searched for and the original documents recorded. Other categories of documents including sub-national strategies and relevant legislation were only recorded if and when they were discovered in the course of the research. At the same time, it was assumed that DRR content may be found across different legal, policy, strategy and planning documents, as well as within separate DRR strategy documents, and DRR strategies may also be referred to using terms such as emergency and resilience. Therefore, many government owned or endorsed documents of potential relevance were added to those explicitly addressing disaster risk reduction or management based on their titles, including policy and plans related to climate change adaptation and development.

The bulk of the original documents identified were found through searching the following publicly accessible databases:

- Prevention Web, UNISDR[16]
- FAOLEX database, Food and Agriculture Organization[17]

- Disaster Law Database, IFRC[18]
- Pacific Disaster Net, Pacific Community[19]
- Climate Change Laws of the World database, Grantham Research Institute on Climate Change and Environment, London School of Economics[20]
- Relief Web[21]
- Disaster risk country profiles, Global Facility for Disaster Reduction and Recovery[22]
- UNFCCC National Adaptation Plan Central [23]

References to relevant documents in various reports were also followed up on through direct searches of government websites to locate the original documents wherever possible. The UNISDR Geneva and regional offices provided additional information on several countries in the Asia and the Pacific region and member countries of the Economic Community of West African States (ECOWAS). Documents were also identified from IOM policy analysis and references in the Atlas of Environmental Migration,[24] Migration, Environment and Climate Change: Evidence for Policy" (MECLEP) project reports,[25] and a desk review of disaster risks and disaster risk management capacity in six Southern African Development Community (SADC) member countries: Botswana, Malawi, Mozambique, South Africa, Zambia and Zimbabwe.[26] Access

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14   IOM, WIM Taskforce on Displacement Activity I.1 National Policies Mapping, Summary Report and WIM TFD Activity II.2 International Policies Mapping, Summary Report available at http://www.environmentalmigration. iom.int/iom-pdd-task-force-displacement-stakeholder-meeting. These studies are contributions to the UNFCCC Warsaw International Mechanism on loss and damage Task Force on Displacement's workplan.

15   The Global IDP Law and Policy database will become accessible later in 2018 from the Global Protection Cluster website: http://www.globalprotectioncluster.org/

16   Available at https://www.preventionweb.net/english/ professional/policies/ (Policies, Plans and Statements)

17   Available at http://www.fao.org/faolex/en/

18   Available at http://www.ifrc.org/publications/disaster-law-database/

19   http://www.pacificdisaster.net/

20   Available at http://www.lse.ac.uk/

21   Available at https://reliefweb.int/

22   Available at https://www.gfdrr.org/en/disaster-risk-profiles

23   Available at http://www4.unfccc.int/nap/News/Pages/ national_adaptation_plans.aspx

24   Ionesco, D., Mokhnacheva, D., Gemenne, F., The Atlas of Environmental Migration, 2017, Routledge. Available at https://www.iom.int/sites/default/files/about-iom/ gender/Atlas-of-Environmental-Migration.pdf

25   IOM "Migration, Environment and Climate Change: Evidence for Policy" (MECLEP) project reports. Available at https://gmdac.iom.int/migration-environment-and-climate-change-evidence-policy

26   IOM, Spaces of vulnerability and areas prone to natural disaster and crisis in six SADC countries Disaster risks and disaster risk management capacity in Botswana, Malawi, Mozambique, South Africa, Zambia and Zimbabwe, 2017. Available at https://publications.iom. int/system/files/pdf/spaces_of_vulnerability.pdf

to a European Commission survey of European Union members' strategies provided valuable overview information, though few original national strategy documents were accessible.[27]

Information about each document was recorded in spreadsheets to enable filtering and analysis together with hyperlinks to the original strategy documents.

The final dataset compiled contains a total of 581 documents from 154 countries and territories. It includes a diverse mix of various types of policies, strategies, plans, guidance and legislation related to DRR. Most of the documents are national-level. Just over one quarter of the national documents are framed from the perspective of climate change, including National Adaptation Plans for example, some of which address the risk and/or impacts of specific types of natural hazards, such as cyclones and floods, earthquakes, tsunami, drought/desertification, or specific sectors, such as agriculture and food security or land use. In addition, 55 regional or supra-national inter-governmental documents were identified as well as 42 sub-national documents. Together, this mix of documents forms the broad base from which a core set of national and regional/supra-national DRR strategy documents were then identified for further analysis.

4.2

SELECTION OF NATIONAL AND REGIONAL DRR STRATEGY DOCUMENTS FOR REVIEW

This mapping exercise aimed to draw broad global insights from a synthesis of at least one national DRR strategy-like document across as many countries as possible where such documents could be identified and accessed.

Priority was given to reviewing the latest versions of national disaster risk reduction

or disaster risk management strategies or strategy-like documents (in line with Sendai Framework Target E1) that were multi-hazard, multi-sectoral and national in scope, while subnational documents, as well as documents with a sector or hazard specific scope were excluded from the review phase. This prioritization was necessary given limitations on time and resources available. For some countries multiple documents were reviewed, however, such as when the policy was more recent than the latest strategy document or strategic plan, when relevant documents had similar or overlapping timeframes, or when DRR strategy was split over a set of documents with links between them clearly pointed out.[28] [29]
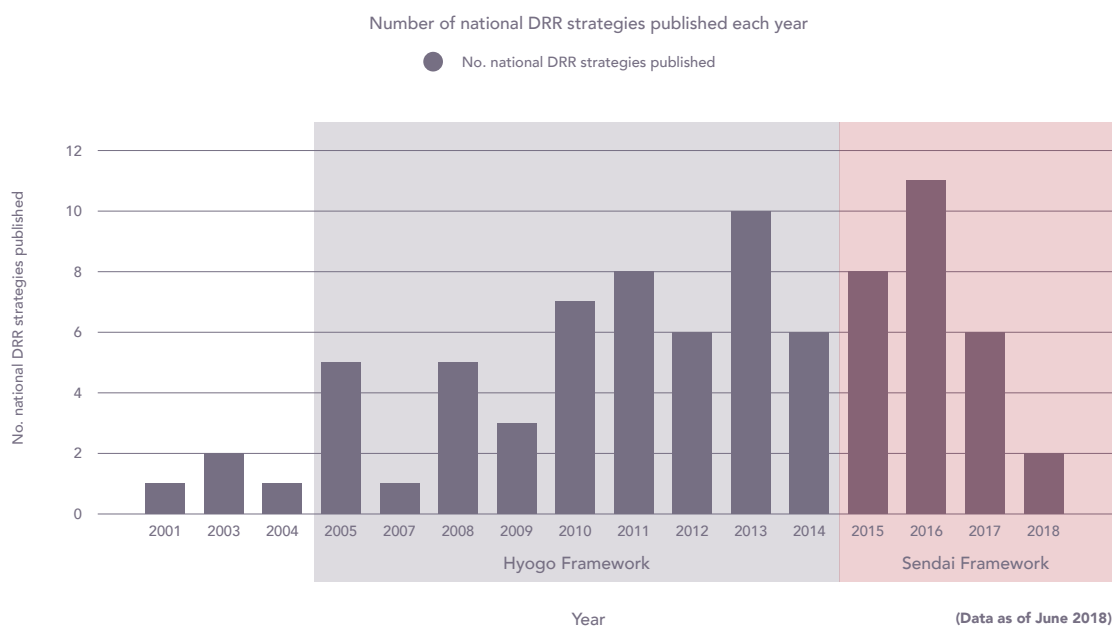
a.) 82 comprehensive national DRR strategy (or strategy-like) documents were identified among the broader database of documents, each from a single country or territory. They represent less than half (42%) of the 193 Member States of the UN General Assembly that have adopted the Sendai Framework. Sixty-eight (68) of these documents could be reviewed but 13 could not due to lack of access to the original documents or language barriers as discussed further below.

It should be noted that this core set of national DRR/DRM strategies mapped are unlikely to be an exhaustive list due to limitations in the mapping exercise. Furthermore, they may or may not correspond with how different States will choose to interpret what constitutes their "national DRR strategy."

Since March 2018, States have begun to report into the Sendai Framework Monitoring System. With regard to Target E, this involves them deciding on which

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27   Survey results on Availability and Use of DRR Strategies in Europe, Bulgarian Presidency of the Council of the European Union (Presentation prepared for Workshop on Best Use of Disaster Risk Reduction Strategies, 30-31 January 2018). On file.

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28   This was the case for Afghanistan, Costa Rica, Guatemala, Pakistan and the Philippines, for example.

29   An exception among the documents counted as "national strategies" for the purpose of this review, is the latest White Paper, "Disaster Management in Japan" (2015), issued by the Japanese Cabinet Office and summarized in English. It presents the latest developments in national policy and approach to the topic, making reference to various governance documents, plans and lessons learned, while Japan does not have a national DRR strategy document per se.

Number of national DRR strategies published each year

● No. national DRR strategies published

Hyogo Framework

Sendai Framework

Year

(Data as of June 2018)

strategy documents they will take into account in calculating their achievement and progress according to their varied statutory and regulatory systems. The online Sendai Framework Monitoring System also includes a function for States to upload their relevant strategy document(s) when reporting on Target E progress, which may improve their accessibility in future.[30]

Target E asks to what extent strategies are aligned to the Sendai Framework. It may be noted that only about a quarter (20) of the national DRR strategies identified were published as new or revised documents in the three years since 2015, when the Sendai Framework was adopted, making them more likely to be aligned. Further analysis of the extent to which they are aligned was outside the scope of this review, however. Most of the strategies were produced during the preceding period of the Hyogo Framework for Action 2005-2015. The oldest document among the core set of national strategies found in the course of this research was published in 2001.[31]

In terms of the regional coverage of these national DRR strategies, Oceania (the Pacific region) is exceptional in that national stand-alone DRR strategies were identified for most of the countries in the region – 87% or 14 out of 16 countries, including the Cook Islands and Niue as states in free association with New Zealand, and the US territory of American Samoa. Those without published national DRR strategies are Fiji and New Zealand. Fiji has developed a draft National Disaster Risk Reduction Policy 2018-2030[32] as well as draft national relocation guidance[33] for communities affected by climate change impacts.

The same number of countries with national DRR strategies was identified in Asia and in Africa, which represent just under half of all countries in each continent (46% of all Asian countries – 22 out of 48 countries – and 41% of African countries – 22 out of 54 countries). Similarly, for Latin America and the Caribbean national DRR strategies were identified for 45% (15 out of 33) of the

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30   See https://sendaimonitor.unisdr.org/

31   No limits in terms of publication dates were used in searching for documents and the core set of strategy documents identified includes only the latest national documents or versions found.

32   'Government Taking Steps For National Disaster Risk Reduction Policy', Fiji Sun Online, 7 February 2018. Available at http://fijisun.com.fj/2018/02/07/government-taking-steps-for-national-disaster-risk-reduction-policy/
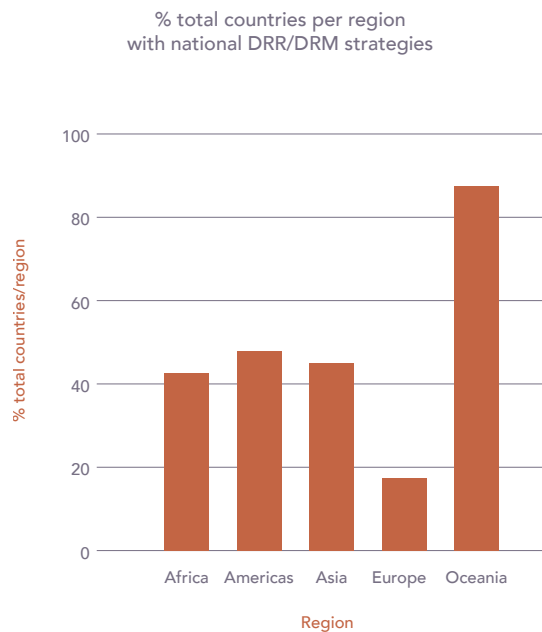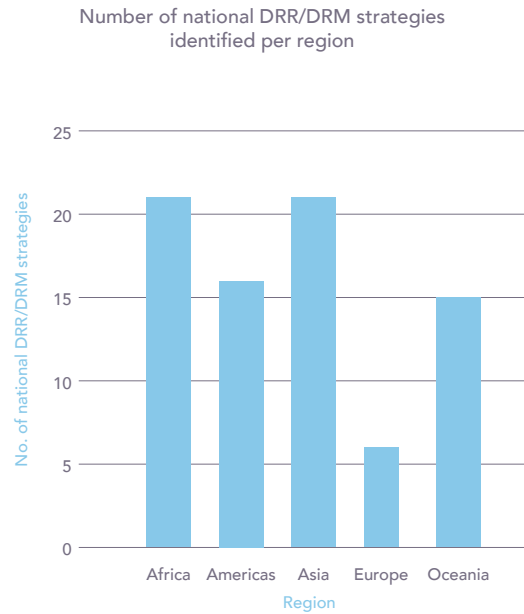
33   On file. Not published.

countries.[34] Strategies were also found and reviewed from North America where both the USA and Canada have national DRR (or "mitigation") strategies.

The number of national, multi-hazard DRR strategies identified among European countries – only six – is relatively very low. A European Union (EU) survey of the 34 States participating in the EU Civil Protection Mechanism (December 2017) found that 11 out of 27 states that responded reported having a separate national DRR strategy.[35] Only six countries, however, reported having a stand-alone national DRR strategy document (22% of EU members). This matches the number of national strategies identified and includes strategies from Armenia, Austria, Bulgaria, Germany, Kosovo, and Switzerland.

The low number of national strategies found among European countries was discussed with members of the PDD Steering Group during presentation of the preliminary findings in March 2018. Suggested reasons include that focus has been put on the development of hazard- or sector-specific DRR strategies rather than multi-hazard ones, such as in the case of France. The absence of overarching or consolidated national or federal level DRR strategies may also be related to some countries' strongly decentralized governance systems to provincial, state or municipal levels and the separation of different DRR responsibilities and functions across different agencies. The limitation of the languages of research to English, French and Spanish for this study may also be a factor. It is also noteworthy that in the aforementioned EU survey, just five EU

Civil Protection Mechanism member States without a separate national DRR strategy reported the intention to develop such a document.

Number of national DRR/DRM strategies
identified per region

% total countries per region
with national DRR/DRM strategies

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34 In the Caribbean region, the British Virgin Islands also have a DRR strategy as a British Overseas Territory. See also IOM (2018) Migrants in Disaster Risk Reduction Strategies in Central America Study, for a comprehensive overview of DRR strategies for each Central America country, as well as a set of recommendations based on the assessment of national challenges and opportunities to address human mobility under existing DRR frameworks.

35 Survey results on Availability and Use of DRR Strategies in Europe, Bulgarian Presidency of the Council of the European Union (Presentation prepared for Workshop on Best Use of Disaster Risk Reduction Strategies, 30-31 January 2018)

* The number of countries/territories counted per region is based on the following: Africa - 54 (UN); Asia - 48 (UN); Americas - 36 (34 Latin America and the Caribbean- UN- plus USA, Canada and British Virgin Islands); Europe- 34 (EU Civil Protection Mechanism members); Oceania (Pacific) -16 (UN Stats) plus American Samoa (total of 17).

b) 19 regional or supra-national intergovernmental DRR or DRM strategies, frameworks or plans were identified from the Pacific, Africa, Asia, Latin America and the Caribbean, the Arab region and Europe (see annex, table 2) and reviewed along with additional complementary or related documents. In contrast to the national DRR strategies identified, the majority (11) of these regional documents were published during or after 2015. They include three broad umbrella DRR strategies for Africa (the African Union), the Pacific (the Pacific Community, Secretariat of the Pacific Regional Environment Programme (SPREP) and Pacific Islands Forum Secretariat) and the Arab States (the League of Arab States). It also includes strategies or action plans of the multi-stakeholder Regional DRR Platforms for Africa, Asia, Central Asia and South Caucasus, the Americas and Europe, together with a number of sub-regional strategies from organizations or bodies including African Union Regional Economic Communities, APEC and the Andean Community, for example.

4.3

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REVIEW OF THE CORE SET OF STRATEGY DOCUMENTS FOR HUMAN MOBILITY CONTENT

Each of the core set documents prioritized for review was analyzed with the aid of key search terms to identify references to disaster-related human mobility and locate provisions to support prevention, preparedness, response and recovery measures addressing them. Complementary policy or plans for the same country were also reviewed in some cases as previously explained. The main search terms used reflect language in the Sendai Framework and common usage, as follows:

- displac(ed)/displace(ment)/forced/fle(e/d)/ refugee
- evacu(ated)/(ation)/(ee)
- reloc(ated)/reloc(ation)/resettl(ement)/ transfer/leave
- migra(ted)/(tion)/(nt)
- (human/population) mobility/move(ment)

- border/(trans)boundary [to detect references to cross-border movements and cooperation]
- Shelter/settl(ement)/camp/homeless

Their inclusion in each document was tracked along with notes on qualitative content before comparing the use of terms, issues addressed and the types of provisions made across countries and documents. The findings from this analysis are presented in the next section.

The preliminary database, findings and recommendations of the draft report were presented and discussed with three different groups of partners and stakeholders for feedback and validation. This included a UNISDR Support Group meeting held at the Palais des Nations in Geneva, a meeting with the PDD Steering Group, and a partner meeting of Geneva-based PDD Advisory Committee members (IOM, United Nations High Commissioner for Refugees, Norwegian Refugee Council and the Internal Displacement Monitoring Centre) in March and April 2018 as well as a series of discussions and meetings with the PDD Coordination Unit. Feedback received was incorporated into the final version of this report.

4.4

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LIMITATIONS

Scope: In consultation with UNISDR, and taking available time and resources into account, this study has prioritized stand-alone DRR strategy documents for review. At the same time, elements of DRR-relevant policy and strategy are often found across a range of governance documents rather than contained within a single, comprehensive strategy document. The integration of DRR in climate change and development policy is also promoted as good practice by UNISDR and seen as a priority by many governments.

The global dataset further includes many examples of sector- and hazard-specific DRR strategies that were de-prioritized in this study in order to focus on multi-hazard and multi-sector strategies. A comprehensive

LIMITATIONS

and in-depth analysis of how each country or region approaches human mobility in relation to DRR would require looking at a wider range of documents including development, climate change, sector or hazard-specific, as well as displacement- and migration-specific policies and strategies.

Also beyond the scope and resources available for this exercise was analysis of the extent to which DRR strategies and human mobility-related provisions within them have actually been implemented – a key measure of progress in relation to Target E of the Sendai Framework.

Access to documents: The study was generally limited by the lack of public access to official government documents and the lack of pre-existing databases where DRR strategies are systematically compiled, updated and can be publicly accessed. Searching for relevant documents referenced by secondary sources was also time intensive and frequently unsuccessful. This also limited time available to follow up with specific sources to request and verify the final and latest versions of strategy documents. The original text documents for a number of the national DRR strategies identified could not be located or accessed, though they were public documents and reported to exist.

Language: The limited language skills of the researcher (English, French and Spanish) and the unavailability of translated documents restricted the identification of strategy documents. This also limited the review of several strategy documents that were identified, namely those in German, Malay, Mandarin, Nepali and Portuguese.

Analysis/ assessment: A more rigorous analysis of the quality of "DRR strategies" was also beyond the scope and resources for this study. Tools for such analysis would include the quality criteria proposed in the UNISDR Technical Note for monitoring the achievement of Target E, as previously discussed, as well as the assessment checklist proposed in the draft "Words into Action" guide for integrating human mobility and displacement in DRR strategies.

Terminology: Analyzing which documents would be best to prioritize for review was complicated by inconsistent and unclear usage of DRR-related terms and concepts. Sometimes "disaster management" is used to refer only to disaster response and recovery, for example, while in other cases it is used to encompass disaster risk management more comprehensively, including prevention and preparedness. Such terms were helpfully defined within many of the documents reviewed but were not always clear and aligned with standard international definitions, including the UNISDR disaster risk reduction terminology.[36] The same was even more the case for the use of human mobility terms, particularly "relocation" and "migration", which are inconsistently used and need to be interpreted in the context of different national texts and provisions. Definitions of these and other human mobility-related terms were rarely provided in the documents reviewed and they sometimes remained unclear.

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36   Latest official UNISDR terminology linked to the Sendai Framework, which updates the previous 2009 version, is the 2017 version available at https://www.preventionweb.net/english/professional/terminology/

5

FINDINGS: NATIONAL DRR STRATEGIES

The following findings and analysis, based on the content of current or the most recent and available national DRR strategy documents identified, provides an overview of how and to what extent human mobility elements are currently incorporated. Examples given are not exhaustive but rather aim to show the type and range of ways in which human mobility issues are included.

5.1

THE FREQUENCY OF REFERENCES TO HUMAN MOBILITY

Most of the countries whose national DRR strategy documents were reviewed (83%) make some reference to human mobility issues i.e. displacement, migration, evacuation, relocation or close proxy terms or issues such as the need for shelter and loss of housing:

Evacuation: Reference to preparedness measures needed for the emergency evacuation of populations is the most common way in which human mobility issues are mentioned in the strategies reviewed. Evacuation is referred to in almost two-thirds of the strategies reviewed (64%; 43 strategies). This is, perhaps, unsurprising, considering the attention that most DRR strategies give to ensuring response preparedness in relation to sudden-onset disasters. Increasing population exposure to hazards maintains the importance of evacuation preparedness as a critical and community-based early action. This is recognized under global target G of the Sendai Framework, which promotes multi-hazard early warning systems.

Displacement: The term displacement or displaced, as well as directly comparable phrases such as "forced to migrate" and "forced to leave their homes," was explicitly referenced in over a third (39%) of the country strategies reviewed (27 out of 69). It is explicitly used in relation to the impacts of natural hazards and environmental degradation as well as to separate, linked and/or underlying factors such as conflict and poverty.

Migration: The term migration (or migrant) was used in 35% (24) of the reviewed strategies. Compared to the term "displacement", its usage tends to be more varied and less clear, however. Sometimes it appears to be used as a general umbrella term for various forms of human mobility, other times it is qualified as "forced migration" that indicates displacement or it is paired with displacement as a separate term ("displacement and migration"). As for "displacement", it is also used to refer to people moving under a variety of circumstances, not necessarily related to disasters or environmental change.

Relocation: The term relocation (or, alternatively, resettlement) was looked for in reference to the more permanent resettlement of people or communities to new places of residence. This includes relocation as a preventative measure for people still living in their homes in a situation of (increasing) disaster and displacement risk, as well as relocation as part of recovery measures following a disaster for people unable to return to their former homes. Sometimes it was not clear which scenario was being referred to. These terms were mentioned less frequently than displacement and migration (19

countries referenced it or 28%). Relocation is already an important and growing DRR concern in the context of climate change and experience shows that it requires long planning and implementation timeframes. It is also usually a measure of last resort that is highly complex and often politically sensitive, which makes even its mention in this many strategies noteworthy.

Cross-border population movements or displacement: The vast majority of human mobility references in the national strategy documents reviewed concern internal movements of people. Just seven (7) references to cross-border disaster displacement or migration were found, expressed in a variety of ways using the terms displacement, migration, relocation or other language such as people "crossing borders," as further illustrated below.

The frequency with which human mobility issues are mentioned reflects their wide relevance in the context of disaster risk and impacts across different regions. The scope, quantity and depth of these references is highly variable, however, in terms of how they address the range of these concerns. The contexts and manner in which each of these terms and concepts are used also

Frequency of key human mobility references in national DRR strategies
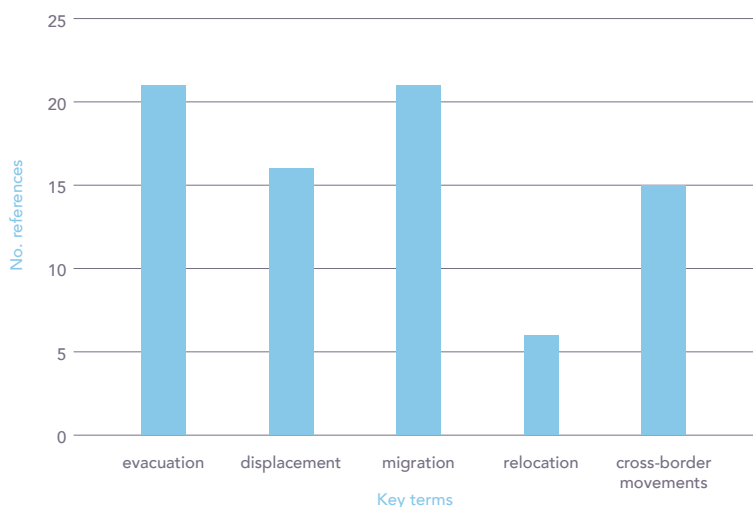
vary greatly. This is further illustrated below with examples organized by the following themes: displacement and migration as a consequence of disaster risk; cross-border movements; the specific needs of displaced people and migrants; human mobility as a driver of vulnerability and risk; links to conflict; evacuation; relocation; and migration as resilience.

5.2

DISPLACEMENT AND MIGRATION AS A CONSEQUENCE OF DISASTER RISK

Displacement is acknowledged as a consequence of disasters associated with the impacts of many types of hazards in different contexts in many national strategy documents. This includes, most commonly, both rapid- and slow-onset natural hazards, but also technological hazards such as industrial accidents as well as conflict. Some examples are given below:

- Bangladesh refers to about 1,000,000 people who are displaced by river erosion every year among whom "only a few affected people are able to find new shelters while others become homeless for uncertain period" (National Plan for Disaster Management 2010-2015, p.12).

- Côte d'Ivoire refers to displacement resulting from the worsening, multiple impacts of increasing coastal erosion as well as increasing displacement risk linked to uncontrolled urbanization and vulnerability in fragile settled areas of Abidjan (National Strategy and Plan of Action on Disaster Risk Management, 2016).

- Georgia refers to avalanches that force hundreds of families to leave their homes (National DRR Strategy, 2017).

- Egypt expects that risks to agricultural production and food security in the Nile Delta from increasing soil salinity and waterlogging caused by the rising level of the Mediterranean Sea and floods will in turn contribute to displacement and mass migration (National Strategy for Adaptation to Climate Change and DRR, 2011).

- Uganda's National Policy for Disaster Preparedness and Management (2009) defines "population displacements" as "usually associated with crisis induced mass migration in which large numbers of people are forced to leave their homes to seek alternative means of survival." It notes mass movements as normally resulting from "conflict, severe food shortages and collapse of economic support systems" (p. 86).

- Turkey refers to the threat of "unanticipated migrations"- or displacement- related to "the nuclear facilities" (Disaster and Emergency Management Strategic Plan 2013-2017).

5.3

CROSS-BORDER DISASTER-RELATED DISPLACEMENT AND MIGRATION

Most references to human mobility within national DRR strategies are concerned with internal movements. A small number (7) of the national strategies reviewed, however, included diverse references to cross-border disaster displacement and migration, namely: Afghanistan, Liberia, Federated States of Micronesia, Rwanda, South Africa, Tonga and Tuvalu.[37]

These references include a mixture of contexts related to rapid- and slow-onset hazards:

- Afghanistan's Strategic National Action Plan for Disaster Risk Reduction (2011) notes that an estimated one million people "ha[d] to migrate" to neighboring countries following years of extended drought starting as far back as 1969 and reaching a critical state over a five-year period from 1997-2002. However, no specific targets, indicators or activities are included to address displacement-related issues for people leaving or returning to the country in this type of context.

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37   Several other mentions of cross-border movements apparently unassociated with disasters have not been counted here but are mentioned in the following sections.

- Cross-border relocation and migration as an issue for Pacific island countries is highlighted in the context of climate-related degradation of land and livelihoods and the impacts of extreme weather events. Tuvalu's National Strategic Action Plan for Climate Change and Disaster Risk Management (2012-2016) makes rare reference to cross-border relocation and resettlement to other countries, as does Tonga's plan of the same title (2010-2015), noting relocation overseas as one option proposed in community consultations. The Federated States of Micronesia's national integrated disaster risk management and climate change policy (2013), includes mention of internal and overseas movements to other countries, including "environmental migration", though the issue is not elaborated on further.

Some strategies include reference to specific law, official procedures or measures undertaken in relation to cross-border displacement:

- South Africa's "National Disaster Management Framework" (2005) highlights protocols established through domestic law that "differentiate between responsibilities in the event of persons crossing borders in search of humanitarian assistance only and those seeking (political) asylum in terms of the Refugee Act (Act No. 130, 1998)" (p. 23).
- Namibia's Disaster Risk Management policy (2009) factors unplanned cross border movements into decision-making criteria on whether declaration of a national state of emergency is warranted.
- Rwanda's experience of the massive and rapid displacement of people from the Democratic Republic of Congo into border areas of the country with the 2002 eruption of Mount Nyiragongo has strongly influenced their focus on preparing for and managing such situations. This is reflected in their National Disaster Risk Management Plan (2013) as well as in separate national and hazard-specific contingency plans to address the risk of a mass population influx.

In other strategies, references to managing transboundary disaster risk suggest that cross-border movements are likely to be a relevant issue in many more countries than is indicated

by their specific mentions:

- Thailand mentions the risk of diseases being spread from neighboring countries in its National Disaster Risk Management Plan (2015).
- India's National Disaster Management Plan (2016) highlights the special needs and context of a particular area, the North Eastern Region, which shares 98% of its borders with other countries.
- Bangladesh's National Plan for Disaster Management (2010-2015) refers to outcomes and action on cross border mutual support and early warning, though without specific reference to evacuations or displacement.
- Liberia's National Disaster Management policy (2012) does not reference cross-border disaster displacement, but does put a focus on cross border conflict displacement in describing its risk environment, highlighting the poverty, vulnerability and needs of refugees, returnees and internally displaced people, as well as the need to be able to manage sudden influxes of people from neighboring countries.

5.4

ADDRESSING THE SPECIFIC NEEDS OF DISPLACED PEOPLE AND MIGRANTS IN DISASTER CONTEXTS

References to human mobility issues often lack corresponding targets and provisions to address displacement-related needs for protection and assistance to vulnerable people. A number of national strategies do call for the inclusion, particular attention and support to the specific needs of displaced people and migrants among other vulnerable people, however, as highlighted below. Further examples are provided in relation to evacuations and relocation in the following sections.

- Vanuatu's Climate Change and DRR policy 2016-2030 calls for special support for internally displaced populations in the context of natural hazards and the impacts

of climate change.

- The Federated States of Micronesia's Strategic National Action Plan for DRR and climate change adaptation mentions the need to protect displaced populations as part of ensuring that "environmental migration" is managed in "a humane and orderly manner".

- Costa Rica's latest National Policy on DRM (2016) calls for specific attention to be paid to the needs of "migrants".

- India's National Disaster Management Plan (2016) addresses the need to include "migrants" in local-level disaster risk management measures and processes.

- Afghanistan's DRM strategy (2014) highlights different groups with particular vulnerabilities related to their displacement or migration status, including IDPs, returnees and migrants.

- Several strategies draw attention to health concerns for displaced people. Namibia's Policy for DRM (2009) highlights the specific health and gender-related needs of disaster displaced people sheltering in camps while Egypt's national DRR strategy (2011) points to displaced people as those most vulnerable to health problems. Nauru's Framework for Climate Change Adaptation and DRR (2015) cites the World Health Organization on mental health impacts associated with "climate change-induced displacement".

In a few cases, attention is also drawn to the need for disaggregated data and assessments of displacement-related needs and situations to inform decisions on how to prioritize and address them:

- Costa Rica's National Disaster Risk Management Plan (2010) links the need for gender and sex disaggregated data to understanding vulnerability and risk related to displacement (and migration).

- Namibia's DRM plan (2011) mentions tools including a rapid assessment form that uses displacement as an indicator of crisis by collecting data on displaced households and disaster scenarios that links the scale of flood-induced displacement to different levels of emergency.

- The Solomon Islands' National Disaster Risk Management Plan for Disaster Management Arrangements and Disaster Risk Reduction including for Climate Change (2009) also notes the assessment of "displaced people and their well-being" among response and recovery functions.

5.5

DISPLACEMENT AND MIGRATION AS DRIVERS OF VULNERABILITY AND RISK

The role of different forms of human mobility in increasing or compounding vulnerability and risk is mentioned many times and in many ways. This includes risk for people displaced and host communities as well as for wider communities, mostly with reference to internal dynamics and impacts:

- The Maldives' Strategic National Action Plan for DRR and Climate Change Adaptation (2010-2020), for example, points to the role of protracted displacement in increasing social tensions and inequalities between host communities and disaster displaced people: "While internally displaced received food, water and electricity for free in temporary shelters (some for four years), social tensions and inequities arose from prolonged stay of populations in host communities" (p. 51).

- Pakistan's National DRR Policy (2013) highlights human mobility among vulnerable populations as furthering their exposure to risk and defines displacement as a form of social or organizational vulnerability: "As people migrate or are forced to migrate within the country increasing numbers of - predominantly poor- people live in areas that are exposed to hazards they have little familiarity with" (p. 1). Peru's National DRM plan (2014) makes a similar point.

- Armenia's National Disaster Risk Management Strategy and Action Plan (2017) cites the "[a]bsence of management of mass migration that results from natural disasters and wars" (p. 11) as a risk hindering the implementation of the strategy.

- Haiti (2001), Kosovo (2016) and the Marshall Islands (2014) mention rapid and unplanned internal migration to urban areas as a driver of disaster risk in their strategies.
- Australia's National Strategy for Disaster Resilience (2011) also describes internal migration as a factor that increases vulnerability to disaster.
- Bangladesh (2014) cites "[O]ut migration" as a key factor that makes people living in poverty more vulnerable to disaster risk.

On the other hand, emigration and immigration are also linked to risk management and national capacity:

- Jordan lists emigration as a "risk" in its National Comprehensive Plan for Encountering Emergencies and Disasters (2003), though without further explanation.
- Tajikistan's National DRM strategy (2010-2015) mentions the role of out-migration or emigration in reducing its capacity to manage disaster risk because of the loss of local expertise on disasters and mitigation.
- Botswana's National DRR Strategy (2013), on the other hand, highlights "an increasing influx of illegal immigrants" as a major challenge to a small country.

Rare references were found to voluntary (labor) migration as a positive way for communities or households to mitigate disaster risk, avoid falling into crisis and adapt to climate change:

- Egypt's National Strategy for Adaptation to Climate Change and DRR (2011) highlights impacts on the agricultural sector, including "the migration of labor from marginal and coastal zones" (p. 57) as the location of agricultural production also shifts. It suggests that agricultural policy could be developed to assist farmers in migrating internally as one way of adapting.
- Namibia's national DRM plan (2011) promotes a simplified trade regime to help strengthen resilience during food crises by waiving duties and taxes for small cross-border traders.

5.6

DISPLACEMENT AND DISASTER RISK LINKED TO CONFLICT

While the Sendai Framework does not address conflict among the manmade hazards it covers, a number of countries do include it in their national DRR or DRM strategies as a related driver of displacement and disaster risk according to their specific contexts.

- Côte d'Ivoire's National Strategy for Disaster Risk Management and Plan of Action (2011) refers to "political and militarized instability" as having led to mass displacement to the south of the country of between 800,000 and 1.5 million people of whom three-quarters were women and children.
- South Sudan's Ministry of Humanitarian Affairs and Disaster Management (MHADM) Strategic Plan, 2018-2020 (2018) notes that "[s]easonal migration among the pastoralist communities is a way of life and population pressures are leading to increasing tension and conflict between the pastoralists and agriculturalists searching for better farming lands" (p. 5).
- Uganda's National Policy for Disaster Preparedness and Management (2010) refers to cross border risk of cattle rustling and conflict over land that has displacement impacts together with the need for regional cooperation to manage this.
- Papua New Guinea's National Disaster Mitigation Policy (2005) links the political consequences of disasters to the creation or exacerbation of conflicts that in turn lead to people becoming refugees or IDPs.
- Pakistan's National DRM framework (2007) describes internal displacement with various causes as a "human induced hazard." It also highlights refugees and conflict-related internally displaced people as needing specific attention, including training on camp management.
- Afghanistan's Strategic National Action Plan for Disaster Risk Reduction (2011) also mentions DRR's role in contributing to social protection for refugees and internally displaced people forced to flee by conflict.

- Looking more to solutions, the Philippines National DRR and Management Plan (2011-2028) addresses the inclusion of conflict IDPs in efforts to mainstream disaster risk reduction and management in the peace process.

5.7

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PREPARING FOR EVACUATIONS

The safety, timeliness and inclusiveness of evacuations is dependent on strong and sustained investments in early warning systems and community-based preparedness. If such investments are not made, evacuations have the potential to create risk and to exclude vulnerable individuals in particular need of protection.

References to evacuation preparedness measures were found in national strategies from all regions, ranging from brief mentions to comprehensive detailing of related roles, functions and responsibilities of government and other actors and the inclusion of targets and indicators to measure improvements in this area. Types of provisions made include for the assessment and identification of vulnerable communities, individuals and evacuation sites, retrofitting of collective evacuation shelters to resilient standards, simulation drills, and resourcing the protection of evacuees' property among many others.

Examples from strategies that include more substantive content on the topic are highlighted below.

- Some of the strongest text on evacuation preparedness is found in Bangladesh's National Plan for Disaster Management (2010-2015) under emergency response planning. Substantial attention is given to cyclone shelter plans, which is further complemented by a dedicated Cyclone Shelter Construction, Maintenance and Management Policy (2011). The national plan also highlights "evacuation mapping within comprehensive hazard and vulnerability assessments" and "warning dissemination" as critical elements of action plans. Tsunami risk reduction actions within the plan include preparing "institutional resources for using in warning, evacuation

and rescue work", conducting mock exercises and preparing evacuation routes in tsunami and cyclone risk areas. Of note as a good practice, the national plan pays particular attention to the needs of people with disabilities, including "planning and practicing of emergency evacuation routes for persons with disability" (p. 79) and the need to "review and revise building safety codes on evacuation of people with an emphasis on persons with disabilities" (p. 71).

- Armenia's National Disaster Risk Management Strategy and Action Plan (2017) includes the identification of evacuation areas as part of risk assessment and detailed references to the roles of different ministries with regards to managing evacuations. The Ministry of Health, for example, "participates in provision of living for the evacuated population during chemical accidents" (p. 13); the Ministry of Transport, Communications and ICT: "provides necessary means of transportation and communication channels [..] for the evacuation of the population, affected people and survivors and rescue forces and organization of population protection activities"; while the police ensure "protection of population property and uninterrupted traffic during evacuation of communities" (p. 15).

- Palau's National DRM Framework for Disaster Management and Disaster Risk Reduction (2010) lays out responsibilities for coordinating the identification of evacuation shelters and informing communities of their location, the role of the police in assisting with the process with support from other departments, agencies, NGOs and churches. It provides a checklist of key actions including the retrofitting of community facilities and evacuation centers to meet hazard resistant standards. Also of note are powers given to the police to arrest and detain members of the public who deliberately fail to adhere to evacuation orders.

- Thailand's National Disaster Risk Management Plan (2015) gives strong attention to preparedness and implementation of emergency evacuations as well as return processes. In relation to

this, alternative options for the permanent relocation of disaster affected people to housing elsewhere following disaster is briefly mentioned, though not elaborated on.

- Egypt's national strategy (2011) links short-term evacuations to longer-term relocation processes.[38] It proposes the creation of an inventory of weak buildings, such as in slums and poor rural villages, from which residents may need to be evacuated and takes a phased approach to gradually providing people who need to immediately leave unsafe homes with temporary housing until their homes are strengthened and they can return.

- The Japanese White Paper on Disaster Management shows the way that evacuation preparedness is extensively addressed through law, policy, guidance and standard operating procedures and updated based on experience. Examples of applied lessons include differentiating between evacuation sites (where people flee to) and evacuation shelters (where may need to take refuge to longer periods) and the need to attend to people's specific needs and the mental and physical health impacts of prolonged displacement following evacuation.

- The USA's National Mitigation Framework (2nd edition, 2016) highlights the co-benefits of ensuring inclusive access to emergency shelters: "Similarly, when a school district or parks department ensures that its facilities, which are used as emergency shelters, are architecturally accessible for people with disabilities and others with access and functional needs, the community strengthens its school or park system and emergency management system and maximizes the independence of people with disabilities and others with access and functional needs" (p. 25).

- Other specific examples of policy and operational provisions demonstrate their range and variety (see full references listed in the annex):

- The Philippines' development of guidance on evacuations as a priority project,
- St. Lucia's creation of a program indicator to measure the "quality of evacuation policies and procedures completed",
- South Africa's instruction to agencies responsible for evacuation and shelter to prepare "operational guidance for the initial assessments of the immediate needs of those affected" (p. 56),
- Timor Leste's provision for a specific policy on safe refuges and evacuation plans, and
- Vanuatu's provision for "climate-proofed" evacuation centers in all vulnerable areas.

5.8

RELOCATION (OR INTERNAL RESETTLEMENT) AS A DRR MEASURE

Multiple references to relocation with related actions or provisions were found in the DRR strategies of countries and territories in Asia, the Pacific and Africa, but none from Europe or the Americas, except for a brief mention of post-disaster relocations in Grenada's National Disaster Plan.[39]

As awareness of the extent to which such relocations are already provided for and taking place is low compared to other forms of mobility, a higher number of examples are purposefully included here for reference.

References to relocation include different types of scenarios:

1. preventative relocations out of contexts where communities are not yet displaced but whose living conditions, livelihood

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38   An updated version of this strategy was published in 2018 but only its summary was available in English and does not contain this reference. The full 2017 text could not be reviewed and so is not mentioned here.

39   The absence of references to relocations should not be understood to imply that the issue is not relevant. It was noted, for example, that while Guatemala's National Prevention and Mitigation Program (2009) narrates how the entire city of Guatemala had to move location several times in past centuries because of major disasters, relocation-related provisions are not included in its DRR strategy.

security and safety are deteriorating with gradual environmental degradation and/or increasing exposure to hazards, and

2. post-disaster relocations of households or communities already displaced from their homes by disaster and unable to return.

Relocation in the context of gradually increasing risk:

Asia:

• Pakistan's National DRR Policy (2013) includes strong text on mitigating risk that may be created by relocations: "Particular attention needs to be given to finding sustainable solutions for poor communities inhabiting areas that are deemed unsafe. Relocation can be an option, however it requires community participation and the design of holistic solutions that effectively lower existing levels of risk taking into account not only physical aspects but also social and economic dimensions of vulnerability" (p. 13). Without this, "[r]esettlement can replicate risk or even increase risk especially in areas where 'safe' land is scarce, risk knowledge is low and moving people may only lead to the exchange of one hazard against another" (p. 13). The inclusion of these points is noteworthy in that it highlights protection concerns related to relocations as an option of last resort, even if a necessary one, which other strategies do not.

• Vietnam's National Strategy for Natural Disaster Prevention, Response and Mitigation to 2020 (2007) includes relocations as a priority, including a target to relocate all populations from flash flood and landslide high risk areas: "Complete the relocation, arrangement and stabilization of the life for people in disaster prone areas according to the planning approved by authorized government agencies" and "[u]p to 2010, manage to relocate all population from flash flood and landslide high risk areas and dangerous areas to safety places" (p. 4).

• Myanmar's Action Plan on DRR (2017) makes specific provision for policies on relocation: "to put in place public policies, frameworks, guidance and other administrative tools aimed at improving disaster risk mitigation, preparedness, response and recovery, including relocation" (p. 39).

• The Maldives Strategic National Action Plan on DRR and climate change adaptation 2010-2020 includes planning for "safer relocation sites" as part of targeting vulnerable communities in regional development planning.

• The Philippines Strategic National Action Plan for DRR (2009) raises the need for risk assessments to be conducted as part of development processes and not only during and after disaster, including analysis of relocation areas in land-use planning.

• Bangladesh's National Plan for Disaster Management (2010) includes an action to strengthen the use of "erosion prediction information" in local planning and policy decisions, including in relation to the "resettlement of vulnerable communities".

The Pacific:

• Tonga's Joint national action plan on climate change adaptation and DRM (2010-2015), informed by community consultations, raises the option of relocating people from coastal to higher ground in inland areas in response to sea level rise, coastal erosion, sea surge and impacts on housing and health. Relocation "to overseas countries" is also raised as an option in relation to the risk of multi-sectoral destruction caused by tsunamis.

• The Cook Islands Second Joint National Action Plan for Climate Change and Disaster Risk Management 2016-2020 notes climate change vulnerabilities including loss of land, traditional livelihoods and culture related to sea-level rise and extreme weather events requiring the relocation of people, noting particular concern for already vulnerable groups including disabled, youth, and women. It is interesting to note that its earlier National Action Plan for DRM (2009-2015) also refers to the relocation of vulnerable populations exposed to technological hazards rather than natural hazards, i.e. people living close to fuel storage facilities, as part of actions to reduce risks related to energy supply in the outer islands.

• Vanuatu's Climate Change and DRR Policy (2016-2030) includes the development

of a national policy on "resettlement and internal displacement" to strengthen disaster recovery arrangements and capacity, which has now been developed and approved. It also suggests mainstreaming climate change "loss and damage into land and relocation policies and laws".40

- The territory of American Samoa's Multi-Hazard Mitigation Plan (2015) cites the "[p]otential need for the relocation of our population and the resulting loss of spiritual connection to the land our families have occupied for centuries" (p. 86).

Africa:

- Egypt's National Strategy for Adaptation to Climate Change and Disaster Risk Reduction (2011) is notable for its discussion of different scenarios related to relocation at some length. It includes a goal to establish "a basic scenario for the optimal regional distribution of population and economic activities" and proposes a range of "precautionary program" (p. 122) including the preparation and resourcing of a plan for the "transfer and migration" of the inhabitants of threatened areas, including unsafe shantytowns. A more recent National Strategy for DRR 2030 (2017) could not be reviewed in full, though a summary version of it in English mentions "finding alternatives to disaster-stricken areas" as part of post-disaster rehabilitation and "building back better".41

- Côte d'Ivoire's National DRR Strategy (2011) notes that it has prepared a Displacement and Relocation Plan to relocate people living in precarious conditions created by rapid and unplanned development in flood-prone areas of its capital, Abidjan.

- Malawi's policy on DRM (2015) refers to the option of relocation as part of reducing underlying risk factors and ensuring "the

identification and implementation of long-lasting solutions to floods and other disasters" (p. 8).

- Rwanda raises similar issues that States must analyze, including going beyond the provision of housing to also address livelihood, economic and social infrastructure needs and taking community preferences into account through their full participation, preparedness and access to information in order to make a voluntary decision about whether to relocate.

Relocation as part of post-disaster rehabilitation measures

- India's national plan (2016) is particularly strong on this area. It includes a specific section to address relocation that lists activities including the need to avoid "secondary displacement", the need to gain consent, acquire and plan for the use of land, and the need to create customized relocation packages that support the recovery and accessibility of livelihoods.

- Rwanda's national DRM plan (2013) mentions the need for some disaster-hit villages to consider resettling away from areas with landslide, flood and earthquake risks, while recognizing the complex challenges associated with this.

- Namibia's National DRM Plan (2011) is one of few strategies that use the language of international guidance on "durable solutions to displacement which may include return to places of origin, local integration or resettlement" (p. 14).

- Grenada's National Disaster Plan (2005) provides for the "erection of alternative shelters" and "house relocation" following disaster.

- Japan's White Paper refers to planning for community relocations as part of recovery from the 2013 Great East Japan earthquake disaster.

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40 Vanuatu National Policy on Climate Change and Disaster-Induced Displacement: Towards a durable solution for people affected by displacement in Vanuatu, 2018. Available at https://www.preventionweb.net/english/professional/policies/v.php?id=60928

41 National Strategy for Disaster Risk Reduction 2030 Summary for Dissemination, 2017. Available at https://www.preventionweb.net/files/57333_egyptiannationalstrategyfordrrengli.pdf

6

FINDINGS: REGIONAL DRR STRATEGIES

Regional-level cooperation is critical to DRR, particularly in the management of transboundary disaster risk and resilience, including cross-border human mobility. In complement to national DRR strategies, regional and sub-regional strategy and policy may play an important role in generating collective political will and helping to identify and promote common standards and approaches to disaster risk reduction and management. It may also serve to guide or instruct national-level policy and strategy development.

This review focuses on 21 regional strategies developed by inter-governmental agencies or organizations on disaster risk reduction or management. It also includes the strategies or plans of multi-stakeholder Regional Platforms for Disaster Risk Reduction recognized by the Sendai Framework and supported by UNISDR in Africa, the Arab Region, Asia, Europe, Latin America and the Pacific.

Displacement and other human mobility issues are most strongly integrated in regional strategies for the Pacific and Africa, including a number of sub-regional African strategies. For other regions, integration was more limited and more inconsistent between strategies at regional and sub-regional levels or entirely absent. Among DRR strategies that were identified, the largest blind spots include sub-regional strategies in Asia and the regional platform action plans for the Americas and Europe.

6.1

THE PACIFIC

The Framework for Resilient Development in the Pacific (FRDP): An integrated approach to address climate change and disaster risk management (2017-2030), Pacific Community (SPC).

Among regional-level DRR strategies reviewed, the Pacific region's Framework for Resilient Development in the Pacific (FRDP) 2017-2030 provides the strongest example of the integration of displacement and other human

mobility concerns, reflecting Pacific leaders' championing of concerns about displacement from low-lying islands and coastal areas in the context of climate change, along with a call for "migration with dignity." Pacific Leaders adopted the FRDP in 2016, replacing separate regional frameworks on disasters and climate change (the Pacific Disaster Risk Reduction and Disaster Management Framework for Action and the Pacific Islands Framework for Action on Climate Change (PIFACC). It provides high-level, voluntary regional guidance and a framework for the "all-stakeholder" Pacific Resilience Partnership (PRP) created to support and implementation.[42] The PRP's recently established governance arrangements include a Support Unit and a Taskforce, which met for the first time in May 2018.[43]

The FRDP is the first regional integrated strategy for climate change and disaster risk management in the world, strongly linked to sustainable development. At the national level, this integrated approach is also reflected in more recently developed "Joint National Action Plans for disaster risk management and climate change" (JNAPs). This integrated approach also provides the opportunity to connect policy and action needed across different contexts and phases of displacement – before, during and after displacement occurs – and the potential role for migration as a positive option for reducing risk and promoting resilience. Its text includes multiple references to "disaster displacement", "forced migration", "relocation" and "labor migration," though no reference is made to evacuation preparedness. Also of note is the FRDP's inclusion of definitions of human mobility terms and concepts in its glossary, including for "climate change displacement", "forced migration", "migration" and "(international) migrant".

The FRDP recognizes displacement as a consequence and a risk in the context of both rapid- and slow-onset hazardous events

and processes: "Both rapid- and slow-onset events can result in displacement of affected people and communities, as a result of land degradation and loss, and of serious declines in water and food security, health and educational opportunities" (p. 9). It further highlights specific priorities for policy and action at regional to local levels by different stakeholders including regional organizations and development partners, national government and local authorities, communities, civil society organizations and the private sector, as detailed below.

Three priority provisions are made for national and subnational actions, two of which are restated in the framework for prioritization by regional organizations and other development partners also – points l) and p) below:

"k) Anticipate and prepare for future displacement by integrating human mobility issues within disaster preparedness, response and recovery program and actions";

"l) Support increasing the protection of individuals and communities most vulnerable to climate change and post-disaster displacement and migration through targeted national and regional policies and regional labor migration schemes";

"p) 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 labor migration policies" (p. 23).

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42   PRP Governance Working Group Paper, 16 June 2017

43   SPREP First Executive Board Meeting, Apia,10-11 September 2018, Agenda Item 6.3 Framework for Resilient Development in the Pacific (FRDP), SPREP/ EB 01/WP.6.3. Available at https://www.sprep.org/ sites/default/files/documents/executive_board/2018/ WP.6.3%20-%20FRDP.pdf

Vanuatu's National Policy on Climate Change and Disaster-Induced Displacement, adopted in 2018, is one example of a "targeted national policy" as mentioned above under point p).[44]

- Priority actions for civil society and communities include building the capacity of women and men to participate in policy development on "new and emerging issues", including "forced migration" (2i).
- A role is also spelled out for the private sector in identifying and managing "emerging issues" including "forced migration" (3g).
- Actions for regional organizations and development partners include developing "appropriate national strategies on relocation"(4u), such as Fiji's draft national relocation guidance.[45]

6.2

AFRICA

Africa Regional Strategy for Disaster Risk Reduction 2004 (ARSDRR) and Program of Action (PoA) for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 in Africa, African Union (AU)

At the continental level, the Africa Regional Strategy for Disaster Risk Reduction (ARSDRR), adopted by African Union (AU) Heads of State and Government in 2004 provides the overall framework for DRR.[46] The ARSDRR puts forward a range of strategic directions to facilitate Regional Economic Communities' and countries' development of their own strategies

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44 Vanuatu National Policy on Climate Change and Disaster-Induced Displacement: Towards a durable solution for people affected by displacement in Vanuatu, 2018. Available at https://www.preventionweb.net/english/professional/policies/v.php?id=60928

45 See draft available at http://www.refworld.org/pdfid/5b72a0c14.pdf

46 Regional stakeholders include the African Union Commission (AUC), which provides strategic guidance and overall coordination through existing mechanisms, particularly the Africa Working Group (AWG) on DRR and Regional Economic Communities (RECS). The Africa Regional Platform for Disaster Risk promotes regional cooperation, coordination and sharing of experiences in DRR between governments, sub-regional organisations and non-State stakeholders.

in line with the ARSDRR noting, "the quality of several policy frameworks needs to be upgraded".

The scope of the ARSDRR incorporates disasters related to both natural and related human-induced hazards including conflicts and it notes that conflict and natural hazards may influence each other. At the same time, the strategy makes just one reference to human mobility issues that points specifically to the role of large-scale conflict-related displacement as a factor contributing to natural-hazard related disaster risk: "the Strategy will address disasters caused by natural hazards induced by mass population movement resulting from conflicts" (p. 4).

Implementation of the ARSDRR has been undertaken through a Program of Action (PoA), with an extended timeline to be in line with the Sendai Framework 2015-2030. Its overall aim is "to guide multi-hazard reduction and management of disaster risk in development processes at all levels as well as within and across all sectors in Africa [..]" and "to strengthen DRR in Africa and its integration into policies [..]" (p. 7). The PoA includes a 5-year action plan (Phase I: 2016-2020) comprising priority activities. This first phase of the plan will be reviewed and updated by the Africa Regional Platform on DRR (AfRP) and coordinated by the AU's Africa Working Group (AWG) on DRR.

The PoA's overall objectives include a few direct references to "migration" linked to climate change adaptation and to conflict. These objectives aim to strengthen coherence and integration between "disaster risk reduction, climate change adaptation and migration, ecosystem management, conflict and fragility, and other development imperatives," (p. 7) and to address "conflict and migration" among other risk drivers in DRR strategies and program.

The only specific human mobility-related action included within the PoA, however, is to strengthen local capacity to prioritize evacuations for vulnerable groups as part of disaster preparedness: "Facilitate capacity building of sub-national/local responders, including women, and youth, and provide appropriate support during response,

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particularly for prioritized evacuation and care of women, children, older persons, and children and people with disabilities" (p. 26).

Strategies of the African Regional Economic Communities (RECs)

The primary actors at the African regional or sub-continental level are the organs, specialized agencies and institutions of the Regional Economic Communities (RECs)[47] whose responsibilities include developing and implementing approaches for governing risk across borders and undertaking baseline assessments and reviews on progress and support needs. Some RECs have also developed DRR policy and strategies, three of which were identified and available for review also, namely for the Economic Community of West African States (ECOWAS), the East African Community (EAC) and the Intergovernmental Authority on Development (IGAD) in the Horn of Africa.

The ECOWAS[48] Policy for Disaster Risk Reduction (2006) makes a single reference to human mobility through highlighting early warning and evacuation as part of preparedness and response planning, while noting the varying quality of these plans. The Program of Action for implementation of the ECOWAS policy for DRR (2010-2014) does not mention evacuation planning but does include a related activity for "Member States to identify and reinforce edifices that can be used as facilities for emergency safe shelters" (under objective 4).

The EAC[49] Risk Reduction and Risk Management Strategy (2012-2016) is more inclusive of human mobility issues. It cites several examples of displacement as a consequence of natural hazard induced disasters and conflict: flood-induced disaster and violence in Kenya; flood, earthquake and volcanic eruption-induced disasters in Rwanda; the destruction of settlements by wild and urban fires. Unusually, it also briefly discusses the "new phenomenon in the global arena" of 'climate refugees' – defined as people "displaced by climatically induced environmental disasters"– concluding that this is not a separate issue in itself.

The strategy also includes the "development of evacuation plans during emergencies", and refers to evacuation drills as part of capacity strengthening for preparedness and response. Of particular note is the inclusion of a specific action to develop a "relocation/resettlement plan" in order to support the integration of DRR into the EAC Partner States national development policies, plans and programs (strategy 1.2). A relocation/resettlement plan could not be located as a published document online, however, and it is not known whether this plan was developed within the strategy timeframe.

The IGAD[50] Drought Disaster Resilience and Sustainability Initiative (IDDRSI) Strategy (2013 – 2027) takes disaster risk management as one of its seven priority areas and consists of coordinated, multisectoral activities in different IGAD member states to build the resilience of vulnerable communities to drought and other shocks. It makes a number of references to human mobiility issues.

The strategy highlights the disastrous impact of extreme hazards on tradtitional means of livelihood (pastoralism, farming or fishing) and the displacement of numerous communities. It refers to "a generation of 'climate refugees', often resulting in conflicts between communities, within and across borders" (p.11) and "[i]n the long term, enormous

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47 RECs includes the following eight sub-regional bodies: The Arab Maghreb Union (AMU/UMA), the Economic Community of West African States (ECOWAS), the East African Community (EAC), the Intergovernmental Authority on Development (IGAD) also in the east, the Southern African Development Community (SADC), the Common Market for Eastern and Southern Africa (COMESA), the Economic Community of Central African States (ECCAS), and the Community of Sahel-Saharan States (CENSAD) in the north. While reference was also found to the SADC Regional Disaster Preparedness and Response Strategy (2016) it was not accessible for review.

48 The Member States of ECOWAS are Benin, Burkina Faso, Cabo Verde, Côte d'Ivoire, the Gambia, Ghana, Guinea, Guinea Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone and Togo.

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49   The Member States of EAC are Burundi, Kenya, Rwanda, South Sudan, Uganda and United Republic of Tanzania.

50   The IGAD region comprises the countries of Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan and Uganda.

refugee camps of despondent populations larger than the surrounding cities" (p.13). It further points to rural-urban migration "that depletes productive work force in rural areas, while exacerbating socio-economic problems in cities (creation of informal settlements)" as well as "restrictive mobility of people, goods and services" as factors that undermine the resilience of pastoral and agro-pastoral systems and increase vulnerability (pp.14 and16). IDPs and refugees displaced by conflict in the region are also integrated in the contextual analysis.

Notably, the IGAD strategy addresses the need to manage transboundary movements of people and their livestock to prevent and resolve conflicts, and cites the "evolution of strong trans-boundary movement of people and their livestock" as one of the measures for judging the regions drought resilience (p.11-12). Weak governance in this area is also noted as limiting factor for the IDDRSI's implementation: "[i]nappropriate policy environment governing transboundary sustainable management of natural resources, human and livestock movements" (p. 18). Specific DRM activities identified include mapping pastoral movements in relation to drought events (4.3).

6.3

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ASIA

Asia Regional Plan for implementation of the Sendai Framework, 2016 and it's Action Plan 2018-2020,[51] Regional DRR Platform/ Asian Ministerial Conference on DRR (AMCDRR).

The Asia Regional Plan aims to provide broad policy direction and a long-term road map to guide the implementation of the Sendai Framework is accompanied by successive, two-year Action Plans outlining specific activities in line with these directions.

The Regional Plan makes just one brief reference to human mobility concerns in relation to priority four of the Sendai

Framework, "Enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation and reconstruction". "Shelter provision for displaced population" (p. 11) is mentioned as one issue on which to build the capacity of local authorities, "including strengthening leadership of women, persons with disability and youth to develop local disaster recovery plans" (p. 11). In contrast, the latest Action Plan 2018-2020 shows far greater integration of human mobility concerns, including 12 mentions of displacement or displaced people. The plan is a main outcome document of the 2018 Asian Ministerial Conference on Disaster Risk Reduction (AMCDRR) co-hosted by the Government of Mongolia and UNISDR in early July 2018, where displacement was given strong attention as an important theme promoted by the UNISDR's head, the Assistant Secretary-General and Special Representative of the Secretary-General for Disaster Risk Reduction.

The preamble to the plan acknowledges the scale of disaster displacement in Asia: "During 2016-2017, the region recorded over 500 disasters of a certain magnitude that [..] displaced over 31 million people" (1.5). It also recognizes "displaced and migrant populations": as among people "most at-risk" and disproportionately affected by disasters (1.6). It calls for particular consideration to be given to their specific concerns in "public-private partnerships for the research, development and application of science, technology and innovation for disaster risk reduction" (3.1.1), and in "preparedness and contingency plans" (j.) that include their access to "comprehensive and accessible service and referral mechanisms".

In relation to priority one of the Sendai Framework (understanding disaster risk), the action plan calls for the building of national and local capacity to collect and record displacement data "including from at-risk communities living in geographically remote areas, with consistent levels of disaggregation for sex, age and disability" (3.1.2a). It also calls for baseline information and comprehensive risk profiles for the assessment of disaster risk to include different impacts, with specific mention of displacement (3.1.2d).

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51   Available at https://www.preventionweb.net/files/56219_actionplan20182020final.pdf

In relation to priority four (preparedness for response and recovery), the action plan calls for a range of national and local actions to address displacement. These include ensuring "comprehensive and accessible service and referral mechanisms to promote the specific needs of [..] displaced persons and other at-risk populations, including prevention of and response to gender-based violence" (b). "[T]emporary settlements for persons displaced by disasters" are highlighted in relation to a call to develop or revise "building codes and standards in in recovery and reconstruction practices at the national and local levels" to integrate the management of disaster risk (e), while "retrofitting, reconstruction, building code enforcement, post-trauma programs, resilient livelihoods and shelter provision for displaced populations" are also cited for inclusion in capacity building of "local authorities, private sector and communities to develop and implement local disaster management and recovery plans" (i).

Finally, the action plan highlights key prioritized actions for the achievement of Target E (Box 3), which include ensuring: "that the development and revision of national and local disaster risk reduction strategies include provisions on displacement and human mobility" (vi). A sole reference in the plan to evacuations is also included here, with a call to "integrate locally-led and nationally-supported plans that include early warning, response coordination, evacuation plans and preparedness mechanisms to implement rescue and relief activities"(vii).

These various provisions address some of the protection concerns and measures that need to be considered for displaced populations. No reference is made to relocation as a preventative measure of last resort to reduce risk, nor of migration as a means to strengthen resilience, though these are clearly relevant issues in Asia, as in other regions. Nevertheless, this latest Action Plan indicates significant progress in terms of much stronger regional awareness and commitment to address displacement and other human mobility concerns as part of DRR strategy.

Asian sub-regional DRR strategies

This progress seen in the Asia regional framework is also important given the absence or scant inclusion of human mobility issues in the Asian sub-regional DRR strategy documents identified. Neither the Association of Southeast Asian Nations (ASEAN) Agreement on Disaster Management and Emergency Response (2005), the South Asian Association for Regional Cooperation (SAARC)[52] Comprehensive Framework on Disaster Management (2007) nor the Asia-Pacific Economic Cooperation (APEC)[53] Disaster Risk Reduction Framework: Strategy to Building Adaptive and Disaster-Resilient Economies (2015) contain references to human mobility.

Only the Economic Cooperation Organization (ECO)[54] of Central Asian States' Regional Framework for Disaster Risk Reduction (ECORFDRR) and ECO Regional Priorities for Action (2017) were found to include brief mentions of displacement, specifically in relation to the promotion of non-structural measures for the implementation of DRR.

6.4

LATIN AMERICA AND THE CARIBBEAN

The Regional Action Plan for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015 – 2030 in the Americas, adopted in 2017, as well as the more recent Cartagena Declaration[55], adopted in June 2018 at the Sixth Regional Platform on Disaster Risk Reduction in the Americas in Colombia, include no references to displacement and other human mobility issues. Sub-regional disaster risk reduction strategies and plans *do* address these issues, particularly those from Central America and the Andean region.

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52   Member countries of SAARC: Afghanistan, Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan, and Sri Lanka

53   APEC is a forum for 21 Pacific Rim member economies that promotes free trade throughout the Asia-Pacific region

54   Member countries of ECO: Afghanistan, Azerbaijan, Iran (Islamic Republic of), Kazakhstan, Kyrgyzstan, Pakistan, Tajikistan, Turkey, Turkmenistan and Uzbekistan

55   Cartagena Declaration available at http://eird.org/pr18/docs/cartagena-declaration.pdf

Caribbean Regional Comprehensive
Disaster Management (CDM) Strategy and
Programming Framework 2014-2024 (DRAFT),
Caribbean Disaster Emergency Management
Agency (CDEMA)

The only reference to human mobility
issues made within the Caribbean Regional
Comprehensive Disaster Management
Strategy and Programming Framework is a
brief mention of evacuation under a glossary
definition of preparedness.

Central American Policy on Comprehensive
Disaster Risk Management (PCGIR), 2017 and
the Regional DRR Plan (PRRD) 2014-2019,
Centro de coordinación para la prevención
de los desastres naturales en América Central
(CEPREDENAC)

In contrast, the Central American Policy on
Comprehensive Disaster Risk Management,
updated in 2017, contains a number of
direct references to human mobility. The
PCGIR mentions plans to develop criteria to
quantify disaster loss and damage, including
disaggregated data on migration and disaster
displacement (p. 19). It mentions the role of
"migratory status" as one determinant of
disaster risk (p. 21), refers to displacement and
migration as humanitarian problems addressed
by public policy, and directs attention to
the needs of migrants among other groups
disproportionately affected by disasters (p. 26).
Displacement as an outcome of disaster risk
is also referenced with regard to developing
regional-level capacities to address common
and transboundary disaster risk (p. 25). Neither
evacuation nor relocation are specifically
mentioned, however.

The 2017 version of the PCGIR contrasts with
the earlier version from 2010 where human
mobility was almost absent. It appears that this
latest version of the PCGIR was informed by
the Regional Conference on Migration (RCM)
in 2016 that saw the adoption by Member
States of a "Guide to Effective Practices
for RCM Member Countries: protection for
persons moving across borders in the context
of disasters." This guide was developed over
the previous three years in collaboration with
the Nansen Initiative and partners and is now

being implemented with the support of PDD.[56]

The PGCIR is implemented through the
Central American Regional DRR Plan (Plan
Regional de Reduccion de Riesgo de Desastres
(PRRD)) 2014-2019, which includes supporting
provisions on the international protection and
assistance to vulnerable migrants or displaced
people crossing borders in disaster situations:

"5d. Promote mechanisms that ensure
international protection of migrants in
disaster situations, in order to address their
needs, including for access to humanitarian
assistance, protection and inclusion in registries
and statistics; the right to information and
communication with family and friends, taking
provisions of existing International Conventions
into account." (unofficial translation) (p. 22).

The PRRD also promotes the integration of
relevant themes such as "migrants and human
rights", in institutional plans and programs on
gender and comprehensive risk management
in order to reduce vulnerability (p. 19).

Andean Strategy for Disaster Risk
Management (EAGRD), Decision 819, Andean
Community of Nations (CAN), 2017

The Andean Community's strategy for disaster
risk management, approved in May 2017, is "a
set of policies and guidance" that constitutes
supranational law. It is aligned with the Sendai
Framework and was developed in synergy
with the Sustainable Development Goals and
national agendas of Adaptation to Climate
Change. Its main objective "is to minimize
risk disasters situations through institutional
strengthening, establishing regional policies
and strategies that can promote sustainable
development and social inclusion in the
Andean countries" (p.5).

The strategy contains several references
to human mobility issues. The "relocation
of housing" is identified as necessary to
address accumulated vulnerability and threats
created by unsustainable development

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56   See, for example, IOM. Costa Rica and Panama Prepare
      for Cross-Border Disaster-Displacement. August 23,
      2017. Available at https://disasterdisplacement.org/
      costa-rica-and-panama-prepare-for-cross-border-disaster-
      displacement

patterns, together with the need for essential "prospective interventions [..] to prevent the construction of new risks in the short, medium and long term" (p. 36).

Migration and displacement are also identified as drivers of exposure, vulnerability and resulting disaster risk. Rapid population growth and rural to urban migration is linked to unplanned urban development and poverty: "Colonization, migration and forced displacement, have brought with them the expansion of poor neighborhoods on grounds of low economic value in areas of high vulnerability to threats and hazards. This is why it is not surprising that the districts of invasion are those most affected by adverse events" (p. 52).

Finally, under the theme of strengthening the governance of disaster risk at national and local levels, the strategy also promotes regional interventions with the stated aim being to increase resilience and reduce disaster risk, "including the risk of [..] displacement". These interventions are to "[p]romote cross-border cooperation to facilitate policy and planning" on ecosystem-based approaches to sharing resources, such as in river basins and coastal areas (p. 42/45).

6.5

THE ARAB REGION

Arab Strategy for Disaster Risk Reduction 2030, League of Arab States (2018) and Prioritized Action Plan 2018-2020 of the Arab Strategy for Disaster Risk Reduction

An updated version of the Arab Strategy for Disaster Risk Reduction 2030 was adopted by the League of Arab States Resolution in April 2018. It states that the "main responsibility for the implementation of the Strategy lies at the national level". Of the 22 members of the League of Arab States, national disaster risk reduction strategies of just two countries were identified – Egypt and Jordan – while other Arab countries are reported to be in the process of negotiations to update their

strategies.[57] Sudan and Bahrain are currently drafting DRR strategies in line with the Sendai Framework and Mauritania and Tunisia have drafted new strategies that are in the process of being officially adopted.[58]

The updated Arab Strategy maintains acknowledgement of "demographic changes and migration trends" and "secondary risks associated with population displacement [..] that pose multiple challenges on a wider scale than ever before, and adversely affect the capacities of Arab countries to reduce and manage disaster risks" (p. 7). It cites a statistic from EM-DAT[59] of 3.5 million people having been displaced in the region over the last thirty-five years. "[T]he movement of people and animals to other areas with limited resources" (p. 4) and "the development of unsafe informal settlements in urban centers" (p. 4) are also recognized in relation to the medium to long-term impacts of disasters.

The disproportionate impacts of "severe migration pressures" on vulnerable groups, "especially women" are highlighted as an issue for most parts of the region. The strategy also points out the need to address the vulnerability of "internally displaced people and other vulnerable population groups" through the incorporation of "risk reduction considerations into national and local policies, plans, and legal frameworks for all critical sectors related to the achievement of the Sustainable Development Goals" (3.3.2). Ensuring the participation of displaced persons in disaster response preparedness and recovery/rehabilitation is also mentioned (3.3.4).

The Prioritized Action Plan 2018-2020 of the Arab Strategy for Disaster Risk Reduction 2030, adopted at the Africa-Arab Platform on Disaster Risk Reduction in October 2018, also makes reference to migration trends as a driver of risk in the region and specifically mentions

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57   The Prioritized Action Plan 2018-2020 of the Arab Strategy for Disaster Risk Reduction 2030, states a higher number of countries with national DRR strategies of "about seven" (paragraph 2.6).

58   Information received via the Regional Arab Network on Environment and Development (RAED) as of 13 March 2018.

59   http://www.emdat.be/database. The basis for this cited figure is not clear as EM-DAT does not record displacement.

shelter for displaced populations as an issue on which to build the capacity of local authorities, private sector and communities in relation to developing and implementing disaster response and recovery plans. It further states that "all countries will develop/revise their national and local strategies for DRR by 2020 as a top priority", including preparedness for evacuations and shelter planning for displaced popluations (p. 4).[60]

6.6

EUROPE

A common European approach to disaster risk management to complement national efforts is promoted by the European Union (EU) Civil Protection Mechanism and the Emergency Response Coordination Centre (ERCC), operating within the European Commission's Humanitarian Aid and Civil Protection department (ECHO). In 2017, the Commission's position states that "Strengthening EU disaster management also means taking a critical look at the prevention of disasters in Member States, and at EU measures supporting prevention. A fully integrated approach to prevention, preparedness and response to disasters in the Union and its Member States is urgently needed" (p. 3).[61]

No separate EU disaster risk reduction strategy currently exists and Member States appear to be divided on whether such a strategy is needed, according to survey responses from member States participating in the EU Civil Protection Mechanism.[62] Nevertheless, the same survey also showed that the majority (16 out of 27) did see a need for DRR strategies to address common risks of a cross-border nature.

At the same time, disaster risk prevention or reduction and risk management has been given a greater focus in civil protection legislation and is increasingly included in key EU policy areas, such as the EU Strategy on Adaptation to Climate Change. Notably, a Commission Staff Working Document that focuses on human mobility concerns, titled "Climate change, environmental degradation, and migration" (2013)[63] accompanies the climate change adaptation strategy.

Human mobility related to disaster risk management is given only very brief mention in other European Commission Communications and working documents. A Communication on "The post 2015 Hyogo Framework for Action: Managing risks to achieve resilience" refers to human mobility as an outcome of emerging security challenges linked to climate change as "a threat multiplier for instability, conflict and state fragility." More recently, the need to address "the specific needs of persons and groups in a marginalized and vulnerable situation, including persons with disabilities, displaced persons and migrants" in urban policies and practices has been mentioned in an "Action Plan on the Sendai Framework for Disaster Risk Reduction 2015-2030 A disaster risk-informed approach for all EU policies," (ref. 9.1) issued as a Commission Staff Working Document.[64] The plan also points out the Sendai Framework's reference to "disaster induced human mobility" in relation to its third priority on "Investing in disaster risk reduction for resilience" and a link here to the EU's Agenda for Migration[65] is mentioned.

At the same time, the Regional Platform for Disaster Risk Reduction in Europe, referred to as the European Forum for Disaster Risk Reduction (EFDRR), makes no mention of human mobility issues in its "2015-2020 Roadmap for the Implementation of the Sendai Framework."

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60   Available at https://www.unisdr.org/files/57759_draftarabplanofpriortyaction2018202.pdf

61   Strengthening EU Disaster Management: rescEU Solidarity with Responsibility, COM (2017) 773 final, Brussels, 23 November 2017

62   Survey results on Availability and Use of DRR Strategies in Europe, Bulgarian Presidency of the Council of the European Union. Presentation prepared for Workshop on Best Use of Disaster Risk Reduction Strategies, 30-31 January 2018

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63   Available at https://ec.europa.eu/clima/sites/clima/files/adaptation/what/docs/swd_2013_138_en.pdf

64   Action Plan on the Sendai Framework for Disaster Risk Reduction 2015-2030 A disaster risk-informed approach for all EU policies, Commission Staff Working Document (2016)

65   European Agenda for Migration COM (2015) 240 final

7

RECOMMENDATIONS TO UNISDR AND THE PLATFORM ON DISASTER DISPLACEMENT

The mapping of DRR strategies for this review indicates that there is much to be done before and beyond 2020 to ensure global progress in the development and quality of such strategies. A DRR strategy, even without specific mention of human mobility, can have dividends for reducing the risk of displacement and its impacts. In line with Sendai Framework Target E, increasing the number of national DRR strategies is clearly needed, though this alone does not go far enough. To ensure the alignment of DRR strategies with the Sendai Framework and to strengthen their quality, the consistent integration of analysis and provisions to address displacement and other forms of human mobility needs particular attention. This will help to strengthen a frequently under-addressed yet highly prevalent issue for disaster risk management and, in doing so, direct efforts towards some of the most vulnerable people among populations at-risk or affected by disaster.

TO UNISDR:

UNISDR should step up its efforts to promote and support the development and alignment of national DRR strategies with the Sendai Framework, including through promoting and enabling support and capacity from partners, such as the PDD.

Recommended actions include:

1. Database maintenance: Maintaining a regularly updated database of national and regional DRR strategies, including information on the status of ongoing and planned development or revision processes.
2. Monitoring and communication on policy processes: Exchange information with partners, such as the PDD, about ongoing and upcoming DRR strategy planning processes, training workshops and meetings where their particular expertise and support might be useful.
3. Increased access to technical support: Share information with States on sources of expertise and support on particular areas of DRM, such as the PDD on displacement risk and impacts in disaster contexts.

TO PDD:

PDD should promote and support the development and updating of DRR strategies to be in line with the Sendai Framework, focusing on the integration of specific analysis and provisions on displacement, as appropriate to national and regional contexts.

To this end, PDD, working in partnership with UNISDR and other relevant actors, should:

1. Promote and mobilize capacity to pilot the application of the UNISDR "Words into Action" guidance on "Disaster displacement: How to reduce risk, address impacts and strengthen resilience".[66]

The information from this compiled dataset and mapping exercise should be further combined with knowledge in the PDD and UNISDR about countries and regions already interested in these issues, together with the timing of upcoming processes of strategy and revision. Based on this information, countries should be targeted that may be interested and willing to both use the new guidance and provide feedback on how their usefulness might be strengthened, and matched to technical or other forms of support as may be requested and appropriate. Members of the PDD Steering Group have the potential to champion and model good practice in this area and might be a first port of call.

The implementation of the Words into Action on Disaster Displacement at the national level, including piloting of the guidance planned for 2019, will provide important opportunities to identify best practices and develop model policy and strategy text and annotations to clarify concepts and language in line with international standards, in support to States.

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66   Under public consultation. Available at https://www.unisdr.org/we/inform/publications/58821. The process should also link to the Words into Action guidance on national strategies under development at the time of writing.

2. Facilitate or promote opportunities for technical peer exchange and learning between policy makers and planners from different countries at national and regional levels with common interests and challenges in managing human mobility in the context of disaster risk. This can build on PDD's approach to date in organizing Regional Workshops or Knowledge Forums.[67]

Peer exchange would be an effective methodology to build knowledge and capacity on topics such as:

- Integrating displacement and migration in DRR strategy development, linked to the Words into Action guidance as mentioned under a) above, including targets, indicators and data on displacement and migration (see also the next recommendation below)
- Planned relocation as a "protective DRR measure",
- Continuing PDD work on managing transboundary (cross-border) movements in the context of disasters

3. Support the development of targets, indicators and means of measurement specifically addressing disaster-related displacement risk and its impacts, and set up monitoring systems to track existing displacement targets in DRR strategies, to enable, inform and promote DRR monitoring and implementation at regional and national levels and complement the Sendai Framework Monitoring System.

Since its launch in March 2018, the online Sendai Framework Monitoring System has been set up for governments to report on their progress against its 38 global indicators.[68] The global indicator framework does not include specific indicators on displacement or migration, however. At regional, national and local levels, States faced with the reality of disaster displacement may find it helpful to develop national "custom indicators" to enable and inform the monitoring of progress in reducing related risk.

Such indicators would be particularly relevant to Sendai Framework Targets B (affected people), E (DRR strategies) and G (early warning systems and pre-emptive evacuation). The availability of such indicators would also be useful for other areas of policy, strategy and planning, including on climate change.

To this end, PDD should further mobilize the expertise and capacity of its Advisory Committee members, including the Data and Knowledge Working Group, in consultation with UNISDR and drawing on current best practice[69], to develop guidance for countries on developing "custom indicators" on displacement risk and impacts as relevant to their specific country contexts and to strengthen their national DRR monitoring frameworks and disaster loss databases. Such guidance could be produced as a technical companion guide to the Words into Action guidance on disaster displacement and on national strategies, drawing on best practice.

In addition, monitoring systems should be set up to track and promote the operationalization of displacement targets and provisions included in

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67   The Regional Workshop on Disaster Risk Reduction, Preparedness and Disaster Displacement, 19 to 22 June 2018, co-organized with the Philippines and UNISDR, brought together more than 60 government officials and experts from the Philippines and twelve Pacific countries (See https://disasterdisplacement.org/regional-workshop-on-disaster-risk-reduction-preparedness-and-disaster-displacement); The Regional Knowledge Forum "Human Mobility in the Context of Climate Change Adaptation, Disaster Risk Reduction, and the Sustainable Development Goals in the Hindu Kush Himalayas," 14 and 15 September 2017, hosted jointly by the Ministry of Population and Environment (MoPE) of the Government of Nepal, International Centre for Integrated Mountain Development (ICIMOD), International Organization for Migration (IOM), Nepal Institute of Development Studies (NIDS), and Platform on Disaster Displacement (PDD).

68   See https://sendaimonitor.unisdr.org/

69   See, for example, reports of the Expert Group on Refugee and IDP Statistics (EGRIS) (https://ec.europa.eu/eurostat/web/expert-group-on-refugee-statistics); the Durable Solutions Indicators Library to support operationalization of the IASC Framework on Durable Solutions for IDPs (https://inform-durablesolutions-idp.org/); and the UN statistical recommendations (1998) and OECD indicators, each on international migration (https://unstats.un.org/unsd/publication/seriesm/seriesm_58rev1e.pdf and http://www.oecd.org/els/mig/keyindicatorsoninternationalmigration.htm

existing strategies and monitor progress in relation to Target E on DRR strategy implementation.

4. Encourage States to develop country policy studies analyzing to what extent and how displacement risk and impacts in the context of sudden- and slow-onset disaster are addressed and managed across different national policy instruments and institutions, in support to DRR strategy and policy development and revision and application of the Words into Action guidance on disaster displacement.

Such studies would address important knowledge gaps by going into greater depth and breadth within specific national contexts in order to understand current practice and promote comprehensive and coherent policy and strategy.70 They should consider addressing the various forms of displacement and related human mobility issues, or focusing on specific forms where such analysis is needed, such as in relation to planned relocation as an emerging issue in DRR policy and practice. They may also inform the development of model text for policy or strategy provisions, including annotations to clarify concepts and language in line with international standards.

This recommendation is further informed by observations from this review: that different elements of DRR strategy are often addressed across a variety of policies, strategies and mechanisms rather than contained and restricted to one overarching framework or document; that the integration of DRR and climate change adaptation under the framework of sustainable development is increasingly recognized as good practice; and that States would appreciate access to concrete

examples of good or developing practice in relation to displacement as a policy issue under these agendas.

5. Ensure participation and contributions at key DRR meetings and Regional/Global DRR Platforms in continued partnership with UNISDR. Important advances have been made in ensuring that displacement is now firmly on the DRR policy agenda. Sustained engagement is needed for this important phase of the Sendai Framework's operationalization and implementation.

TO PDD

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70   Other policy mapping exercises on displacement have been produced under the work plan of the UNFCCC Warsaw International Mechanism Taskforce on Displacement, providing a useful, complementary reference point. See https://unfccc.int/process-and-meetings/bodies/constituted-bodies/executive-committee-of-the-warsaw-international-mechanism-for-loss-and-damage-wim-excom/task-force-on-displacement/implementation-updates-task-force-on-displacement

4

CONCLUSION

As countries continue to work on developing and implementing their DRR strategies, spurred on by the Sendai Framework and the daily impacts of preventable disasters, this review affirms the wide relevance of human mobility issues to DRR based on how frequently they are already referenced in existing strategies. At the same time, it provides strong and diverse examples of how these issues are being integrated from which others might learn or draw inspiration. It also reveals gaps and weaknesses, however, in terms of both the absence of DRR strategies and their quality in this regard. The Platform on Disaster Displacement, in partnership with UNISDR, should use their position to convene and leverage the expertise, capacity and influence of PDD members as the 2020 horizon for progress on Target E approaches.

ANNEX

TABLE 1: NATIONAL DISASTER RISK REDUCTION STRATEGIES AND FRAMEWORKS (CORE SET OF DOCUMENTS REVIEWED)

Country/ territory	Title	Timeframe	Publication Year
Afghanistan	Disaster Management Strategy (2014 – 2017).	2014-2017	2014
American Samoa/USA	Multi-Hazard Mitigation Plan: Territory of American Samoa. 2015		2015
Angola	Plano Estratégico de gestão do risco de desastres		2011
Armenia	Disaster Risk Management National Strategy and Action Plan		2017
Australia	National strategy for disaster resilience		2011
Austria	National Crisis and Disaster Protection Management (SKKM) Strategy 2020	2009-2020	2009
Bangladesh	National plan for disaster management 2010-2015	2010-2015	2010
Botswana	National Disaster Risk Reduction Strategy 2013-2016	2013-2018	2013
Brazil	National disaster risk reduction strategy 2016 (Estratégia para redução do risco de desastres no país 2016)		2016
Brunei Darussalam	(Malay) Strategic national action plan (snap) on disaster risk reduction 2012 - 2025	2012-2025	2012
Bulgaria	Disaster risk reduction strategy	2014-2020	2014
Burkina Faso	Stratégie national de prévention et de gestion des catastrophes et crises humanitaires	2013-2017	2012
Cambodia	Strategic National Action Plan for Disaster Risk Reduction.	2008-2013	2008
Canada	Canada's National Disaster Mitigation Strategy		2013

Chile	Plan Estratégico Nacional para la Gestión del Riesgo de Desastres 2015-2018.	2015-2018	2015
China	(Mandarin) Comprehensive national plan on disaster prevention and reduction (2016-2020)	2016-2020	2016
Colombia	Plan Nacional de Gestión del Riesgo de Desastres 2015-2025	2015-2025	2015
Cook Islands	Cook Islands Second Joint National Action Plan for Climate Change and Disaster Risk Management 2016-2020	2016-2020	2016
Costa Rica	Política nacional de gestión del riesgo 2016-2030	2016-2030	2016
Côte d'Ivoire	Stratégie Nationale de Gestion des Risques de Catastrophes & Plan d'Action.		2011
Dominican Republic	Plan Nacional de Gestión Integral del Riesgo de Desastres.	2011-2016	2011
Ecuador	Plan Estratégico Institucional 2014-2017	2014-2017	2016
Egypt	National Strategy for Disaster Risk Reduction 2030, Summary for Dissemination (ENGLISH)	2017-2030	2017
Ethiopia	National policy and strategy on disaster risk management	2013-2023	2013
Gambia (Republic of The)	National Disaster Management Programme, Strategic Action Plan 2008-2011	2008-2011	2008
Georgia	National Disaster Risk Reduction Strategy of Georgia 2017-2020	2017-2020	2017
Germany	New Strategy for Protection of the Population (Neue Strategie zum Schutz der Bevölkerung in Deutschland)		2010
Grenada	National disaster plan		2005
Guatemala	Estrategia Nacional de Reducción de Riesgo de Desastres Vinculada al Cambio Climático		2016
Guinea	Politique Nationale de Gestion des Risques et des Catastrophes (PNGRC)		2017
Guinea-Bissau	National Strategy for Disaster Risk Management.		2013

NATIONAL DISASTER RISK REDUCTION STRATEGIES AND FRAMEWORKS (CORE SET OF DOCUMENTS REVIEWED)

Haiti	National risk and disaster management plan (PNGRD)/ Système national de gestion du risque: Plan national de réponse aux urgences (PNRU)		2001
India	National disaster management plan 2016		2016
Indonesia	Indonesia: National action plan for disaster risk reduction 2010-2012 (RAN-PRB)	2010-2012	2012
Japan	Disaster Management in Japan		2015
Jordan	National comprehensive plan for encountering emergencies & disasters		2003
Kenya	National Policy for Disaster Management in Kenya, 2009		2009
Kiribati	Kiribati Joint Implementation Plan for Climate Change and Disaster Risk Management (KJIP)	2014-2023	2014
Kosovo	Disaster Risk Reduction Strategy and plan of action 2016 - 2020		2016
Lao People's Democratic Republic	Strategic Plan on Disaster Risk Management.	2003-2005/2010/2020	2003
Liberia	National Disaster Management Policy		2012
Madagascar	Stratégie Nationale de Gestion des Risques et des Catastrophes 2016-2030.	2016-2030	2016
Malawi	National Disaster Risk Management Policy 2015		2015
Maldives	Strategic National Action Plan (SNAP) for Disaster Risk Reduction and Climate Change Adaptation 2010-2020	2010-2020	2010
Mali	Stratégie nationale sur la réduction des risques de catastrophes au Mali et le plan d'action 2015-2019	2015-2019	2016
Marshall Islands, Republic of the	Joint National Action Plan for Climate Change Adaptation & Disaster Risk Management 2014 - 2018	2014-2018	2014
Micronesia, Federated States of	Nationwide integrated disaster risk management and climate change policy		2013

Mozambique	Master Plan for prevention and mitigation of natural calamities 2005-2009.	2005-2009	2005
Myanmar	Myanmar action plan on disaster risk reduction, 2017	2017-2030	2017
Namibia	National Disaster Risk Management Plan (NDRMP) 2011.		2011
Nauru	Framework for Climate Change Adaptation and Disaster Risk Reduction		2015
Nepal	(NEPALI) DRAFT National DRR Policy and Strategic Action Plan - Nepal 2016-2030	2016-2030	2017
Nicaragua	Plan nacional de respuesta del SINAPRED		2008
Niger	DRAFT: Stratégie nationale de réduction des risques de catastrophes naturelles au Niger, version provisoire 2013		2013
Niue	Joint National Action Plan for Disaster Risk Management and Climate Change		2012
Pakistan	National DRR Policy		2013
Palau	Palau National Disaster Risk Management Framework for Disaster Management and Disaster Risk Reduction, 2010		2010
Panama	Plan Nacional de Gestión del Riesgo de Desastres 2011-2015	2011-2015	2011
Papua New Guinea	Disaster risk reduction and disaster management National Framework for Action 2005-2015	2005-2015	2005
Paraguay	Plan Nacional de Implementación del Marco de Sendai 2018-2022 (SP)		2018
Peru	Plan Nacional de Gestión del Riesgo de Desastres (PLANAGERD) 2014-2021	2014-2021	2014
Philippines	The national disaster risk reduction and management plan (NDRRMP) 2011 to 2028	2011-2028	2011
Rwanda	National Disaster Risk Management Plan		2013

NATIONAL DISASTER RISK REDUCTION STRATEGIES AND FRAMEWORKS (CORE SET OF DOCUMENTS REVIEWED)

NATIONAL DISASTER RISK REDUCTION STRATEGIES AND FRAMEWORKS (CORE SET OF DOCUMENTS REVIEWED)

Saint Lucia	Comprehensive Disaster Management Strategy and Programme Framework.		2008
Samoa	National Action Plan for Disaster Risk Management 2011 - 2016	2011-2016	2011
Solomon Islands	National disaster risk management plan. National Disaster Risk Management Plan for Disaster Management Arrangements and Disaster Risk Reduction including for Climate Change.		2009
South Africa	National Disaster Management Framework		2005
South Sudan	Ministry of Humanitarian Affairs and Disaster Management (MHADM) Strategic Plan	2018-2020	2018
Sri Lanka	Towards a safer Sri Lanka: road map for disaster risk management	2005-2015	2005
Switzerland	Management of risks from natural hazards, Strategy 2018		2018
Tajikistan	National disaster risk management strategy (2010-2015)	2010-2015	2010
Thailand	National disaster risk management plan		2015
Timor-Leste	National disaster risk management policy		2008
Togo	Stratégie Nationale de Réduction des Risques de Catastrophes Naturelles 2013-2017	2013-2017	2013
Tonga	Joint national action plan on climate change adaptation and disaster risk management	2010-2015	2010
Turkey	Disaster and Emergency Management Strategic Plan 2013-2017.	2013-2017	2012
Tuvalu	Tuvalu National Strategic Action Plan for Climate Change and Disaster Risk Management 2012-2016.	2012-2016	2012
Uganda	National policy for disaster preparedness and management		2010
United States of America	National Mitigation Framework 2016, 2nd ed.		2016

Vanuatu	Vanuatu Climate Change and Disaster Risk Reduction Policy 2016-2030	2016-2030	2015
Vietnam	National Strategy for Natural Disaster Prevention, Response and Mitigation to 2020	2007-2020	2007
Virgin Islands, British	Comprehensive Disaster Management Strategy and Programming Framework III	2014-2018	2014

TABLE 2: REGIONAL DISASTER RISK REDUCTION STRATEGIES AND FRAMEWORKS (CORE SET OF DOCUMENTS REVIEWED)

Organization/body	Title	Publication Year
Regional DRR Platform (EFDRR)	European Forum for Disaster Risk Reduction 2015-2020 Roadmap for the Implementation of the Sendai Framework	2015
European Union	Action Plan on the Sendai Framework for Disaster Risk Reduction 2015-2030 A disaster risk-informed approach for all EU policies, Commission Staff Working document	2016
African Union	Africa Regional Strategy on Disaster Risk Reduction	2004
African Union	Programme of Action for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 in Africa (in line with the Regional DRR Strategy)	2016
AU/ECOWAS (Economic Community of West African States)	ECOWAS policy for disaster risk reduction	2006
AU/EAC (East African Community)	East African Community (EAC) Disaster Risk Reduction and Management Strategy (2012 – 2016) [French]	2012
AU/ECCAS (Economic Community of Central African States)	Central African Regional Risk Prevention, Disaster Management and Climate Change Adaptation Strategy	2012
IGAD	IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRSI) Strategy, 2013-2027	2013
Regional DRR Platform	Asia Regional Plan for Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030	2016
ASEAN (Association of South East Asian Nations)	ASEAN Agreement on Disaster Management and Emergency Response (AADMER)	2009

SAARC (South Asian Association for Regional Cooperation)	SAARC Comprehensive Framework on Disaster Management, 2007	2007
APEC (Asia-Pacific Economic Cooperation)	APEC Disaster Risk Reduction Framework: Strategy to Building Adaptive and Disaster-Resilient Economies	2015
ECO (Economic Cooperation Organization)	ECO regional framework for disaster risk reduction (ECORFDRR) and regional priorities for action [Afghanistan, Azerbaijan, Iran (Islamic Republic of), Islamic Rep of, Kazakhstan, Kyrgyzstan, Pakistan, Tajikistan, Turkey, Turkmenistan, Uzbekistan]	2017
Regional DRR Platform	Plan of action for Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 in Central Asia and South Caucasus Region	2016
CEPREDENAC (Centro de Coordinación para la Prevención de los Desastres Naturales en América Central)	Regional Disaster Risk Reduction Plan 2014-2019 (PRRD) [Spanish]	2014
CEPREDENAC (Centro de Coordinación para la Prevención de los Desastres Naturales en América Central); Sistema de la Integración Centroamericana (SICA)	Central American Policy on Comprehensive Disaster Risk Management (PCGIR) [Spanish]	2017
Andean Community (Bolivia (Plurinational State of), Colombia, Ecuador and Peru)	Andean Strategy For Disaster Risk Management, Decision 819 (EAGRD)	2017
Regional DRR Platform	Regional Action Plan for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015 – 2030 in the Americas	2017
CDEMA (Caribbean Disaster Emergency Management Agency)	Comprehensive Disaster Management Strategy and programming framework 2014-2024 (draft)	Unknown
Pacific Community (SPC)	Framework for resilient development in the Pacific: An integrated approach to address climate change and disaster risk management	2016
League of Arab States	Arab Strategy on DRR 2030 and its Plan of Action 2018-2020	2018
Africa-Arab Platform on Disaster Risk Reduction	Prioritized Action Plan 2018-2020 of the Arab Strategy for Disaster Risk Reduction 2030	2018

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