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# DISASTER RISK REDUCTION, CLIMATE CHANGE ADAPTATION AND DEVELOPMENT POLICIES AND THEIR CONSIDERATION OF DISASTER DISPLACEMENT AND HUMAN MOBILITY IN THE IGAD REGION

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## **Disclaimer**

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## List of abbreviations

CCA	Climate Change Adaptation
DRR	Disaster Risk Reduction
EWS	Early Warning System
GHACOF	Greater Horn of Africa Climate Outlook Forum
HoA	Horn of Africa
ICPAC	IGAD Climate Prediction and Application Centre
IDDRSI	IGAD Drought Disaster Resilience and Sustainability Initiative
IFRC	International Federation of Red Cross Red Crescent Societies
IGAD	Intergovernmental Authority on Development
INDC	Intended National Determined Contribution
IOM	International Organization for Migration
NAP	National Adaptation Plan
NAPA	National Program of Action
NDC	Nationally Determined Contributions
SDGs	Sustainable Development Goals
SFDRR	Sendai Framework for Disaster Risk Reduction
TAC	Technical Advisory Committee
UNDRR	United Nations Office for Disaster Risk Reduction
UNFCCC	United Nations Framework Convention on Climate Change
UNOCHA	United Nations Office for Humanitarian Affairs
WiA	Words into Action (UNDRR Guidelines series)
WiA Guidelines	WiA Guidelines on disaster displacement

# 1. INTRODUCTION

## 1.1 Background

The member states of the Intergovernmental Authority on Development (IGAD) are some of the most vulnerable to disasters globally.<sup>1</sup> Recently, experiencing one of the wettest rainy seasons in 40 years, the region has suffered widespread flooding, landslides and storm damage, resulting in destruction of property and loss of services and livelihoods.<sup>2</sup> In 2019, more than 1.5 million people were newly displaced, both within their countries, and across international borders.<sup>3</sup> Many of those forced to move had previously been affected by widespread rain shortages in a region classified as 60 -70 per cent arid and semi-arid; in Somalia alone, 1.15 million people were displaced in the context of drought and land degradation during 2017 and 2018.<sup>4</sup>

Severe drought and flooding contributed to extensive displacement in 1993, 1999, 2005, 2011 and 2015; with earthquakes, landslides, tsunamis, wildfires and high winds having similarly contributed to displacement across IGAD over the last fifty years.<sup>5</sup> These examples reflect a persistent pattern of largescale displacement in the context of disasters across the region. Sea level rise, changes in temperature, erratic rainfall and the increasing intensity of extreme weather events related to climate change are projected to further adversely affect people's livelihoods, exacerbating displacement, and making adaptive migration more difficult.<sup>6</sup>

Disaster displaced persons can be particularly vulnerable to rights violations, including through lack of access to essential documentation, security, community life, education, and other basic amenities. Vulnerable groups, including socially marginalised populations, children, older persons and those with disabilities are especially at risk. For governments, both short-term and protracted displacement pose serious socio-economic challenges 'in terms of basic service provision, social cohesion and individual and collective wellbeing.'<sup>7</sup> High levels of displacement moreover prejudice sustainable development 'and have the potential to undermine broader development gains, particularly if the needs of those affected are not adequately addressed.'<sup>8</sup>

IGAD member states have consequently recognised the need to develop a coordinated and protection-centred response to disasters that allows people to move in order to mitigate the worst effects of natural hazards, including

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<sup>1</sup> IGAD Regional Disaster Risk Management Policy 2019-2030

<sup>2</sup> ECHO 'Horn of Africa - Floods in Ethiopia, Kenya and Somalia' available at <https://reliefweb.int/report/ethiopia/horn-africa-floods-ethiopia-kenya-and-somalia-un-ocha-national-authorities-fao-red> accessed 22 August 2020.

<sup>3</sup> The eight Intergovernmental Authority on Development (IGAD) member states are: Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan and Uganda. The IDMC (<https://www.internal-displacement.org/database/displacement-data>) reports 1 763 000 new disaster-related displacements in the region during 2019, with the number likely to be higher with the effects of sudden-onset disasters, notably drought, factored-in

<sup>4</sup> IGAD Risk Profile and Disaster Risk Management (DRM) Mechanisms and Climate Change (CC) Strategies in the IGAD Member States (2019).

<sup>5</sup> For the purposes of this report 'human mobility' refers broadly to the movement of people, encompassing both voluntary migration and involuntary displacement. According to Internal Displacement Monitoring Centre (IDMC), 2018, an average of 25 million people was displaced annually as a result of natural hazards between 2008 and 2016. <https://www.internal-displacement.org/database/displacement-data> accessed 22 August 2020

<sup>6</sup> K Warner et al Integrating human mobility issues into National Adaptation Plans (NAPs): A joint United Nations University and Nansen Initiative policy brief (2014)

<sup>7</sup> UNDRR Words into Action (WiA), Disaster Displacement: How to Reduce Risk, Address Impacts and Strengthen Resilience: A companion for implementing the Sendai Framework Target (E) (2020) 12 (WiA Guidelines.)

<sup>8</sup> Ibid

through the recent endorsement of a Free Movement Protocol, which permits movement across regional borders ‘in anticipation of, during or in the aftermath of disaster’.<sup>9</sup> In addition to these developments in migration policy, IGAD members have identified the need to protect against future displacement through effective disaster risk reduction (DRR), climate change adaptation (CCA), and development policies and strategies.<sup>10</sup> Where displacement does occur, these policies also help ensure that the rights of those displaced are safeguarded, and that displaced people are able to build back better when the effects of a disaster abate.

In order to achieve this goal, numerous regional and international agreements, including the Nansen Initiative Protection Agenda on the rights of those displaced in the context of disasters, the Global Compact on Refugees, and the Global Compact for Safe, Orderly and Regular Migration have made clear that DRR, CCA and Development policies should incorporate human mobility concerns.<sup>11</sup> The Sendai Framework for Disaster Risk Reduction (SFDRR) specifically recognises the particular protection needs of the disaster displaced.<sup>12</sup> There remains, however, a lack of comprehensive information on the extent to which human mobility is incorporated in DRR, CCA and development policies and strategies in the IGAD region, which limits progress in advancing the protection of those displaced by disasters and climate change.

This report therefore presents an analysis of the extent to which the prevention of displacement, the protection of the displaced, and the facilitation of durable solutions have been integrated into existing national and regional DRR, CCA and Development policies in the IGAD region. Drawing on the framework provided by UNDRR’s Words into Action (WiA) guidelines Disaster Displacement: How to Reduce Risk, Address Impacts and Strengthen Resilience, the report also provides suggestions for where existing policy can be augmented to better take into account existing and future disaster displacement. In suggesting these policy approaches, it also draws on existing work by UNDRR and other organisations promoting coherence between DRR, CCA and development policies.

This approach aligns with efforts at the global level. The WiA guidelines form a companion to the implementation of Target (E) of the Sendai Framework for Disaster Risk Reduction (SFDRR), which aims to facilitate the revision of DRR policies in line with the Framework’s goals by 2020. Target (B) of the SFDRR sets the related goal of reducing the number of people affected by disasters by 2030, with ‘affected population’ including those who are ‘evacuated, displaced, or have suffered direct damage to their livelihoods, economic, physical, social, cultural and environmental assets’ in disaster contexts.<sup>13</sup> UNDRR has since made steps to ensure that the provisions preventing displacement and protecting the displaced are built into international, regional and national disaster risk reduction plans.

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<sup>9</sup> IGAD Protocol on Free movement in the IGAD Region (2020)

<sup>10</sup> As set out below, ‘adaptation’ refers to adjustments in ecological, social, or economic systems in response to actual or expected climatic stimuli and their effects or impacts. It refers to changes in processes, practices, and structures to moderate potential damages or to benefit from opportunities associated with climate change. A disaster risk reduction strategy/policy/plan or legislation are the cornerstone of reducing disaster risks with clear goals, objectives, targets and indicators. They should be enforced by a legislative framework, support mainstreaming of DRR and promote policy coherence

<sup>11</sup> The Nansen Initiative was a state-led consultative process which built consensus on a protection agenda addressing the needs of people displaced across borders in the context of disasters and the effects of climate change. The Nansen Initiative Protection Agenda was endorsed by over 100 states, including several from the IGAD region

<sup>12</sup> See Annex 1 of the WiA guidelines *ibid* at 7 above

<sup>13</sup> UNDRR Sendai Framework for Disaster Risk Reduction 2015-2030. See especially, Target B

Similarly, building on the obligations set out in the Sustainable Development Goals (SDGs), the UNDP's work-stream on Recovering Solutions and Human Mobility recognises the important role of national development policies in 'addressing the root causes of displacement'; supporting 'migrants, refugees, IDPs and host communities to cope, recover and sustain development gains in crisis and post crisis situations'; and helping 'national and local authorities to achieve sustainable community based re/integration'.<sup>14</sup> The UNDP has therefore committed to assisting governments in integrating 'migration and address displacement in national and local development plans, including localization of SDGs'.<sup>15</sup>

A number of climate change agreements, including the Cancun Adaptation Framework, have likewise recognised the need to respond to disaster displacement. Most parties to the climate conference are developing National Adaptation Plans (NAPs) with the objective of reducing vulnerability by building adaptive capacity and integrating adaptation measures into relevant policies, plans and activities. Where disaster displacement is integrated into NAPs, adaptation planning contributes to facilitating movement that avoids displacement, develops measures which prevent displacement and effectively prepares communities for evacuation and voluntary migration so as to avoid or cope with the impacts of natural hazards.

## 1.2 Some Terminology

For the purposes of this report, 'displacement' refers to forced or involuntary human movement, either internal to a state or across an international border. 'Disaster displacement' refers to forced movement associated with sudden or slow onset disasters linked to geophysical or hydro- meteorological natural hazards; in the IGAD region, particularly flooding and drought. A 'disaster' in this context is a 'serious disruption of the functioning of a community or a society at any scale due to hazardous events interacting with conditions of exposure, vulnerability and capacity, leading to one or more of the following: human, material, economic and environmental losses and impacts'.<sup>16</sup>

'Migration' is used to describe movement that is predominantly voluntary. Movements that people make 'in an attempt to build their resilience and ability to adapt to slow-onset hazards and environmental change' are referred to as migration as adaptation.<sup>17</sup> Planned relocation refers to 'a planned process in which persons or groups of persons move or are assisted to move away from their homes or places of temporary residence, are settled in a new location, and provided with the conditions for rebuilding their lives'.<sup>18</sup> 'Evacuation' is assisted movement that takes place as a response to a disaster, and is generally considered to be a form of displacement. Much of the movement in the Horn of Africa is 'mixed' both in that people move for a number of reasons, and because people moving along the same migration route may have divergent reasons for doing so – some voluntary, some forced. Disaster displacement is therefore used to refer to people who are moving in disaster contexts, rather than to movement that can be solely attributed to a disaster.

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<sup>14</sup> UNDP 'Recovery solutions and human mobility' available at <https://www.undp.org/content/undp/en/home/2030-agenda-for-sustainable-development/prosperity/recovery-solutions-and-human-mobility.html>.

<sup>15</sup> Ibid.

<sup>16</sup> See <https://www.undrr.org/terminology/disaster>

<sup>17</sup> WiA Guidelines ibid at 7 above at p. 18

<sup>18</sup> UNHCR et al 'A Toolbox: Planning Relocations to Protect People from Disasters and Environmental Change' available at <https://www.unhcr.org/uk/protection/environment/596f1bb47/planned-relocation-toolbox.html>.

The three types of policy document considered in this report are ‘development’, ‘disaster risk reduction’ and ‘climate change adaptation’. ‘Development’ is the broadest of these categories, defined by the United Nations General Assembly as, ‘a multidimensional undertaking to achieve a higher quality of life for all people.’<sup>19</sup> Development policies in the IGAD region often set the overarching policy direction that countries intend to adopt. ‘Disaster Risk Reduction’ (DRR) policies, plans or strategies are documents aiming at ‘preventing new and reducing existing disaster risk and managing residual risk, all of which contribute to strengthening resilience.’<sup>20</sup> Climate Change Adaptation (CCA) involves ‘adjustments in ecological, social, or economic systems in response to actual or expected climatic stimuli and their effects or impacts.’<sup>21</sup>

The UNFCCC (to which all IGAD countries are party), requires that least development countries submit a National Adaptation Programme of Action (NAPA) setting out urgent priorities for adapting to climate change, and all parties to the convention are expected to submit National Adaptation Plans (NAPs) setting out their medium- and long-term adaptation strategies and needs. States party to the UNFCCC’s 2015 Paris Agreement, are also obliged to submit National Determined Contributions (NDCs) setting out the measures they intend to take in order to combat climate change; with Intended National Determined Contributions (INDCs) used before a state has committed to obligations in terms of the Paris Agreement.

### 1.3 Objectives and Methodology

Commissioned by the IGAD Secretariat and the Norwegian Refugee Council, the aim of this report is to assess the extent to which the eight IGAD member states and the IGAD secretariat itself incorporate disaster displacement and other forms of human mobility into their development, DRR and CCA policies. As three of the eight IGAD states are also member of the East African Community (EAC), it also considers EAC development, DRR and CCA policy documents. The report subsequently identifies points of entry where disaster displacement-related concerns can be integrated into existing policy, and where new policy can be created so as to better protect those who are displaced in disaster contexts, prevent future displacement, and provide durable solutions for those who have been displaced.

In order to achieve this goal, the consultants developed a checklist of documents needed for review as the first step in mapping the DRR, CCA and development related policies, strategies and plans. These documents were gathered from the respective focal persons of the member states and IGAD secretariat. Additionally, the consultants searched internet sources in cases where getting these documents directly from the member states was not possible. The main internet sources that the consultants checked for documents were: UNDRR, IFRC, IOM, NRC, PDD, IGAD, UNFCCC, IGAD member states’ websites and World Bank’ Global Facility for DRR websites.

The first section of the report gives a detailed overview of the references to human mobility in the development, DRR and CCA policy of each of the eight IGAD member states and of IGAD itself. It also recommends points of entry for future policy areas that address the protection needs of those displaced, or at risk of displacement, in the context of disasters and climate change. In each case, a brief synopsis of the relevant development, DRR and CCA policies are provided, followed by a discussion of when and how human mobility appears in each document. Three


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<sup>19</sup> See <http://undocs.org/en/A/RES/51/240>

<sup>20</sup> See <https://www.undrr.org/terminology/disaster-risk-reduction>

<sup>21</sup> See <https://unfccc.int/topics/adaptation-and-resilience/the-big-picture/what-do-adaptation-to-climate-change-and-climate-resilience-mean>





to four key recommendations are given for each country, and for IGAD itself. The recommendations are not intended to be comprehensive, but instead give some indication where wording on displacement and human mobility might be easily integrated into existing policy, or where new policy would be especially effective. The third section summarises the recommendations, pointing out general areas where most, or all, IGAD countries can benefit from new policy inclusions. In the Annex is a table summarising the references to human mobility and the development, DRR and CCA policies in IGAD and the IGAD member states, as described in detail in the first section of the report.

## 2. HUMAN MOBILITY IN DEVELOPMENT, DRR AND CCA POLICIES

The following section describes the references to human mobility in the development, DRR and CCA policies of IGAD, the EAC, and each of the eight IGAD member states, highlighting especially where reference is made to disaster displacement. This is followed in each case by three recommendations for how disaster displacement can be better incorporated into existing policy, or where new policy should be developed. For each country, a brief synopsis of the relevant development, DRR and CCA policies is provided in a table, followed by a discussion of when and how human mobility appears in each document, with recommendations provided at the end.

### 2.1 Inter-Governmental Authority on Development (IGAD)

IGAD has the following development, DRR and CCA frameworks:

Name of the policy/strategy	Synopsis of the policy or strategy
<b>Development:</b> IGAD Regional Strategy (2016)	Overall strategy for IGAD. Envisions IGAD as a premier Regional Economic Community (REC) for achieving peace and sustainable development in the region, where the people of the region live in peace and enjoy a safe environment.
<b>Development:</b> ICPAC Strategic plan (2016)	ICPAC is one of the specialized institutions of IGAD with a mandate to provide climate information and prediction services in the Greater Horn of Africa. This five-year Strategic Plan identifies priorities in provision of climate services in the region including climate monitoring, diagnostics and prediction and early warning to achieve IGAD's overall strategy.
<b>Development:</b> IGAD Drought Disaster Resilience and Sustainability Initiative (2019)	IDRSSI is a holistic plan aimed at building resilience of vulnerable communities to effects of recurrent drought and contribute to achieving sustainable development in the IGAD region. The 2019-2024 plan serves as a common framework on which regional and national programmes are built to enhance drought resilience.
<b>DRR:</b> IGAD Regional DRM Strategy (2019)	Substantive DRM strategy. Envisions a region where lives, assets and livelihoods are safeguarded from adverse effects of natural and human-made hazards.
<b>CCA:</b> IGAD Regional Climate Change Strategy (2018)	The purpose of the IGAD Regional Climate Change Strategy is to provide a framework for an integrated and coordinated mechanism that will guide member states in addressing the challenges and harnessing the opportunities associated with climate change. The key objective is to strengthen adaptive capacity and resilience to climate change and extreme weather events in an integrated manner across all sectors and society in the region.

Table 1: Summary of development, DRR/M and CCA frameworks for IGAD

### Integration of Human Mobility into Development, DRR and CCA Policies and Strategies in IGAD

The following section discusses how human mobility is integrated into the development, DRR and CCA policies listed above.

## Development Policies

The agreement that established IGAD has twenty areas of cooperation and four grounding pillars, all aimed at achieving ten overarching objectives. One of the ten objectives addresses drivers of displacement in the region. As well as making reference to the effects of displacement on communities, the objective aims at ‘Initiating and promoting programmes and projects to achieve regional food security and sustainable development of natural resources and environmental protection, and encouraging and assisting efforts of Member States to collectively combat drought and other natural and man-made disasters and their consequences’,<sup>22</sup> with the ‘consequences’ including displacement.

There are some references to disaster displacement and human mobility in the document including recognition that about 46 per cent of the region’s land mass is unproductive and marginal and thus is likely to host populations at risk of displacement. The strategy also notes that the IGAD region is prone to recurrent droughts and dry spells, making it one of the most vulnerable in Africa to human displacement. It further notes that climate variability and change, conflict and insecurity, rapid population growth and declining soil fertility are challenges to agriculture and other economic activities, and are therefore also likely to trigger human mobility in the region.

The ICPAC Strategic Plan, aligned to the IGAD Regional Strategy, emphasizes IGAD’s primary focus of tackling regional specific climate and disaster related challenges and in so doing, achieve sustainable development. The document points out that ICPAC plays an important role in providing the region with weather and climate advisories and more importantly, timely early warnings on possible extreme weather and climate events. Forecasts are utilized in contingency planning by sectors such as agriculture, water, health, DRR/M and businesses to generate specific sectoral outlooks and scenarios related to food security, streamflow, and conflict and disease outbreaks<sup>23</sup>. The regular climate outlooks released every ten days, monthly and seasonal are vital in averting, preparing for and responding to human mobility and disaster displacement in the region. However, there is no specific reference to disaster displacement and human mobility in the strategic plan.

## Disaster Risk Reduction Policies

The IGAD Regional DRM Strategy envisions a region where lives, assets and livelihoods are safeguarded from adverse effects of natural and human-made hazards, with the goal of achieving “substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries.”<sup>24</sup> The Strategy is due to be endorsed by the IGAD Summit.

In seeking to achieve this goal, it makes a specific target of addressing displacement. A section detailing the hazards in the IGAD region recognizes the problem of disaster displacement, noting that “from 2015 up to 2017, it was estimated by UNOCHA that 15 million people in the Horn of Africa were severely food insecure. Additionally, drought, fuelled by the changing climate, often triggered disease outbreaks, massive displacements of populations, livestock mobility and mortality as well as conflict over resources”. The strategy commits to “substantially reducing the number of disaster affected people in IGAD by 2030, aiming to lower the average regional figure per 100,000 in the decade 2020–2030 compared to the period 2005–2015”. The aim is directly aligned to the Sendai Framework

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<sup>22</sup> IGAD IGAD Regional Strategy (2016) at p. 3.

<sup>23</sup> Ibid at p. 16

<sup>24</sup> Ibid at p. 12

Target B, and the strategy specifically mentions those displaced as amongst the ‘affected’ persons in question. The strategy also makes plans to enhance greater understanding of risk, financing arrangements and contingency planning to avert the risk of displacement and prepare for disasters.

Additionally, the Strategy entreats member states and the IGAD Secretariat to develop guidelines for mainstreaming DRR into urban planning processes, which includes taking note of the rural to urban migration that this entails. It points out that the majority of these rapidly urbanizing populations live in high risky informal settlements and other poorly planned and managed peri-urban areas. A number of other cities in the region lie along the coastal areas at the risk of flooding and inundation because of potential sea level rise.<sup>25</sup> In this way, mainstreaming DRR into urban planning is deemed to reduce the displacement risk among the IGAD member states. Member states are also required to strengthen search and rescue capacities, strengthen financial resources, organise simulation exercises, strengthen Incident Command System in collaboration with CSOs,<sup>26</sup> all of which can support responding to displaced populations in an efficient manner.

The IDDRSI strategic plan recognises that the region, which is predominantly arid to semi-arid, has been experiencing increased extreme climate events which, together with diminished productivity and conflicts, have contributed to hunger, food insecurity and human mobility and displacement. There is extensive reference to human mobility and displacement in the document as a result of recurrent droughts in the region as well as conflicts. The document indicates that the catastrophic impact of the 2010-2011 drought, for example, affected more than 13 million people in the IGAD region and resulted in large-scale displacement. The plan further notes that the IGAD region is one of the main producers and hosts of refugees and Internally Displaced Persons (IDPs) in the world, and continues to experience protracted humanitarian crises as a result of climatic shocks and state fragility.<sup>27</sup>

To avert drought emergencies and therefore displacement risk, the plan focuses on building resilience and sustainability of vulnerable populations in the ASALs, enhanced coordination and cooperation among the member states and deploying holistic pre-emptive drought management measures than reactive measures. With reference to cross-border cooperation, the strategy states that “As member states pursue the above strategies in our respective countries, we are cognizant of the fact that the arid lands of the Horn of Africa extends across national boundaries. Indeed, much of the countries in the HOA are under the same climatic zone, and when drought occurs, it affects most, if not all, of these countries concurrently. Thus, it is abundantly clear that close collaboration among the countries in the region will be of essence, if we are to succeed in our shared goal of ending drought emergencies now and in the future.”

### Climate Change Adaptation Policies

The IGAD Regional Climate Change Strategy projects increasingly mixed patterns in wet and dry conditions in much of the IGAD region. It posits that climate change is likely to present a serious threat to stability and sustainability of development due to pressure from extreme climate/weather events such as droughts and floods, noting that displacement can be one of the results. It particularly points out that ‘women in urban areas face climate risks due to poor quality housing and exposure to floods and other climatic hazards.’<sup>28</sup> The policy highlights the need to

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<sup>25</sup> Ibid at p. 30

<sup>26</sup> Ibid p. 32

<sup>27</sup> IGAD IDDRSI Strategic Plan (2019) at p. 2

<sup>28</sup> IGAD Regional Climate Change Strategy (2018) at p. 17

develop and implement short term and long term measures in order to adapt and build resilience to these extreme weather events through anticipatory DRR measures, thereby addressing displacement risk. The strategy makes specific reference to migration as an adaptation and mitigation strategy, indicating some coherence among the two frameworks.

Key highlights of the strategy in the context of disaster displacement and human mobility include making clear reference to vulnerability to climate change due to low development status in the IGAD region and the variations in precipitation, rising temperature in the ASAL areas, as well as sea level rise in the coastal areas, all of which contribute to causing displacement. In some instances, the strategy attempts to link CCA and DRR as effective approaches to building resilience, although it is not consistently applied throughout the strategy.

The strategy makes reference to the use of scientific and technology such as geo-spatial technology which is essential in mapping hot spots and hence would contribute to reducing the region's vulnerability to climate change and address displacement risk. It also makes specific reference to migration as an adaptation option in the region. Generally, there is limited application of the WiA guidelines on how human mobility and displacement is addressed in the context of climate change induced disasters in the document.

### **Proposed Follow-Up Actions for IGAD**

**Follow-Up Action 1:** The DRM Strategy and IDDRSI plan have some information on human mobility and displacements due to the impact of disasters in the region, which is vital in planning to reduce the risk of displacement. When revising these strategies, IGAD may wish to **to develop a mechanism at IGAD and Member State level to document comprehensive past trends and patterns in displacement** disaggregated by gender, hazard type and administrative unit for use in projecting future scenarios in the context of climate change and socio-economic development. These, together with vulnerability and risk assessment, supported by geo-spatial technology, can help lay the foundation for long term measures for reducing risk of displacement and proactively preparing for and responding to it, if it were to occur. This can easily be achieved by a adapting the WiA guidelines in the region to address disaster displacement in IGAD and among member states.

**Follow-Up Action 2:** The GACHOF has been noted to be playing a fundamental role in the ICPAC strategic plan by providing seasonal weather/climate outlooks, which feed into the sector contingency plans related to agriculture, water, health, peace and conflict and DRR in the HoA. The regular climate outlooks are also critical in forecasting and predicting patterns of human mobility and disaster displacement in the region. IGAD may wish to **consider displacement and mobility in updating its contingency plans** based on the climate outlooks, with appropriate measures to address displacement risk.

**Follow-Up Action 3:** As envisaged in the IDRISSI plan, monitoring displacement and mobility (internal and cross border) is an important action towards ending drought emergencies. IGAD may wish to **revise the IDDRSI Results Framework to account for displacement and human mobility in the region.**

## 2.2 The East African Community (EAC)

Of the IGAD member states, Kenya, South Sudan and Uganda are also member of the East African Community. EAC has the following development, DRR and CCA frameworks.

Name of the policy/strategy	Synopsis of the policy documents
<b>Development:</b> EAC Development Strategy 2016-17 – 2020-21 (2016)	Comprehensive development strategy under the EAC’s Vision 2050, aimed at building ‘a firm foundation for transforming the East African Community into a stable, competitive and sustainable lower-middle income region by 2021.’
<b>DRR:</b> Disaster Risk Reduction and Management Act (2016)	Disaster Risk Reduction Act passed by regional parliament setting out institutional and substantive approach to DRR.
<b>CCA:</b> EAC Climate Change Master-Plan (2015)	Sets out long term climate change vision – framework for other regional climate change strategies and polices.
<b>CCA:</b> Climate Change Strategy (2011)	Sets out the EAC’s key climate change adaptation and mitigation imperatives – to be accompanied by Climate Change Policy, currently being drafted.

Table 2: Summary of development, DRR/M and CCA frameworks for EAC

### Integration of Human Mobility into Development, DRR and CCA Policies and Strategies in EAC

The following section discusses how human mobility is integrated into the development, DRR and CCA polices listed above.

#### Development Policies

Under its discussion of the ‘social sectors’ of its overall development policy, the EAC’s Development Strategy 2016-17 – 2020-21 mentions the positive effects of the EAC Treaty Article 104 and the region’s Common Market Protocol. Under these laws, Partner States are expected to ‘guarantee freedom of movement of persons within the territories of the EAC Partner States by inter alia: waiver of visa requirements; opening of busy borders for 24 hours on reciprocal basis; provision of gratis student passes; and initiating the systems for issuance of machine-readable and electronic national identity cards.’<sup>29</sup> The Strategy notes, however, that the implementation and effectiveness of the free movement agreement has been ‘affected by several hindrances, including, among others, delayed

<sup>29</sup> EAC ‘Development Strategy 2016-17 – 2020-21’ (2016) at p. 22.

harmonisation of national immigration and labour policies and laws to comply with the EAC Common Market Protocol provisions.<sup>30</sup>

With respect to displacement, the Strategy notes that despite the various commitments in instruments such as the Treaty and EAC Common Market and Peace and Security protocols, ‘there exists no common approach in the Community to management of refugee matters.’<sup>31</sup> The policy encourages further integration, and notes the particular protection needs of IDPs across the region. The policy also notes the need to ‘review’ the EAC’s Disaster Risk Reduction Framework to be in line with the SFDRR.<sup>32</sup>

### Disaster Risk Reduction Policies

The EAC’s Disaster Risk Reduction and Management Act, passed by the EAC Parliament in 2016, states specifically that ‘Partner States shall grant entry and temporary residence to citizens of another Partner State which has been affected by disaster.’<sup>33</sup> The section also requires that receiving states ‘to the extent possible facilitate family re-union and tracing’ and ‘shall ensure the security of persons affected by disasters.’<sup>34</sup> The Act further requires that Partner States ‘protect property and possessions left behind by persons displaced by disasters against looting, destruction, and arbitrary or illegal appropriation, occupation or use,’ and for the restoration of property and personal identity documents destroyed in the course of the disaster.<sup>35</sup>

The Act also has several sections dedicated to relocation and evacuation prior to, and during disasters. The Act prohibits forced relocation unless absolutely necessary under the circumstances to respond to a serious and imminent threat to their life or health, and less intrusive measures would be insufficient to avert that threat.<sup>36</sup> Any evacuation should take place in a manner that ‘fully respects the rights’ of those being evacuated.<sup>37</sup> In addition, the Act requires that Internally Displaced Persons ‘be treated in accordance with the 1998 Guiding Principles on Internal Displacement, and the 2009 African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa.’<sup>38</sup>

### Climate Change Adaptation Policies

While the EAC’s Climate Change Master Plan has limited mention of human mobility, it does note that ‘climate change induced disasters including floods, landslide and famine’ ‘may induce... mass migration of families and animals’.<sup>39</sup> The region’s 2011 Climate Change Policy similarly notes that the ‘impacts of climate-related disasters’ can result in ‘internal population displacements and climate refugees, with increasing rural urban migration.’<sup>40</sup> It also lists the ‘Increased frequency and intensity of climate-related disasters of floods and droughts, linked to El Nino

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<sup>30</sup> Ibid at p. 23

<sup>31</sup> Ibid.

<sup>32</sup> Ibid at p. 66

<sup>33</sup> s 13(2) Disaster Risk Reduction and Management Act (2016).

<sup>34</sup> Ibid at s 13(4); s 14(1)

<sup>35</sup> Ibid at s 17(3); s 18(1)

<sup>36</sup> Ibid at s 10

<sup>37</sup> Ibid at s 12(1)

<sup>38</sup> Ibid at s 13(1)

<sup>39</sup> EAC ‘Climate Change Master Plan’ (2015) at p. 111.

<sup>40</sup> Ibid at p. 27.

and La Nina, leading to migration, internal displacement of persons' as a challenge for the region.<sup>41</sup> The Policy further points to the threat of displacement related to sea-level rise along parts of the East African coast.<sup>42</sup>

### Proposed Follow-Up Actions for EAC

**Follow-Up Action 1:** The EAC may wish to **encourage the domestication of the EAC Disaster Risk Reduction and Management Act in the national law of Partner States**. As the Act contains provisions dealing specifically with displacement in the context of disasters, encouraging its domestication would support efforts to incorporate reference to disaster displacement in national policies.

**Follow-Up Action 2:** As the current EAC Development Policy concludes in 2021, any **revised Development Policy may wish to include reference to disaster displacement**. This policy should make reference to the EAC Disaster Risk Reduction and Management Act, look to integrate resilience measures aimed at preventing displacement, highlight the need to facilitate durable solutions, including by supporting host communities.

**Follow-Up Action 3:** The EAC secretariat may wish to **include reference to disaster displacement in any EAC Climate Change Policy**. The EAC climate change policy, in early drafting phase since 2015, may also be amended to include reference to the relationship between climate change, disasters and human mobility.

## 2.3 Djibouti

Djibouti has the following development, DRR and CCA policies and strategies:

Name of the policy/strategy	Synopsis of the policy or strategy
<b>Development:</b> Djibouti Vision 2035 (2015)	Twenty-year development strategy built on five pillars: national peace and unity; good governance; diversified and competitive economy; consolidation of human capital and regional integration. These pillars are augmented by three cross-cutting themes: reduction of gender inequality; the youth; and the environment.
<b>DRR:</b> National Strategy for Risk and Disaster Management (2005)	National DRR strategy creating a disaster risk management framework. Mainly aimed at setting out which institutions and ministries are responsible for disaster risk reduction and response.
<b>CCA:</b> National Program of Action (2015)	Brief NAPA setting out the broad structure of Djibouti's response to climate change. Aims to strengthen institutional capacity and coordination in responding to climate change; improve water management; improve responses to the hydrological risks exacerbated by climate change.

Table 3: Summary of development, DRR/M and CCA frameworks for Djibouti

<sup>41</sup> Ibid.

<sup>42</sup> Ibid at p. 2.



## Integration of Human Mobility into Development, DRR and CCA Policies and Strategies in Djibouti

The following section discusses how human mobility is integrated into the development, DRR and CCA policies listed above.

### Development Policies

Devised in 2015, Djibouti's overarching development framework 'Vision 2035' has limited mention of human mobility. It does, however, note the historical role of drought in 'reducing rural resources' and 'hampering nomadic lifestyles', leading to 'widespread' rural to urban migration in the 1990s.<sup>43</sup> It also notes that, 'the planning of demographic growth calls for the control of migratory flows, especially those related to droughts and sub-regional conflicts that lead to the displacement of populations.'<sup>44</sup> These directives are connected to one of the policy's cross-cutting themes – protecting the environment – which includes 'adaption to climate change and risk management'.<sup>45</sup> This theme also includes taking steps to avoid future water shortages, in order to better protect the lifestyle of agro-pastoralists.<sup>46</sup>

### Disaster Risk Reduction Policies

DRR/M measures in Djibouti are co-ordinated through the National Strategy for Risk and Disaster Management (Loi Portant Politique Nationale de Gestion des risques et des Catastrophes), promulgated in 2005. The strategy creates three inter-connected committees governing DRM: The Inter-Ministerial Committee, made up of various existing ministries; the Inter-Sectoral Technical Committee; and the Regional Disaster Management Committee, which brings together provincial disaster authorities, as well as creating a DRM secretariat to coordinate DRM efforts.

The strategy makes no mention of migration or displacement. Article 2 makes clear that disaster reduction and management should be conducted in a holistic fashion that incorporates the needs of vulnerable groups, and which is integrated with other policy frameworks, including development.<sup>47</sup> Article 3 encourages coherence of action across the regional and national spheres of government, and makes clear that the rights of those affected by a disaster should be protected.<sup>48</sup> No official or committee is tasked with co-ordinating the government's response to disaster displacement, or with developing resilience or response plans relating to disaster displacement.

### Climate Change Adaptation Policies

While Djibouti has not yet developed a NAP governing its approach to climate change adaptation, it has committed, through its 2005 NAPA, to introduce climate change adaptation strategies. Djibouti's NAPA (like its 2015 INDC)

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<sup>43</sup> 'Les sécheresses récurrentes ont réduit les ressources rurales et fragilisé le mode de vie nomade, entraînant un exode rural massif.' See Government of Djibouti 'Vision 2035' (2015) available at <http://documents.worldbank.org/curated/en/870641468246040913/pdf/916950WPODJI00x385342B00300PUBLIC0.pdf> at p. 16.

<sup>44</sup> 'Par ailleurs, la planification de la croissance démographique appelle la maîtrise des flux migratoires, notamment ceux liés aux sécheresses et conflits sous régionaux qui entraînent d'importants déplacements de populations.' Ibid at p. 91

<sup>45</sup> Ibid at p. 101

<sup>46</sup> Ibid at p. 102

<sup>47</sup> Government of Djibouti 'Loi Portant Politique Nationale de Gestion des risques et des Catastrophes' (2005) Art 2.

<sup>48</sup> Ibid Art 3

makes no mention of human mobility. It does, however, commit to developing a holistic approach to climate change, including through coordination-focused institutional planning aimed at increasing resilience.<sup>49</sup> It also commits to better managing pastoralism and agro-pastoralism through the creation of agro-pastoral perimeters, and clear routes for pastoral movement.<sup>50</sup> One of its three core components moreover aims at improving Djibouti's response to the risks posed by those hydrological disasters exacerbated by climate change.

The country is in the process of developing a NAP with the assistance of the UNFCCC NAP Global Assistance Programme, which began work in 2014. No draft has yet been released.

### **Proposed Follow-Up Actions for Djibouti**

**Follow-Up Action 1:** As Djibouti's DRR/M strategy is relatively short and mainly concerned with establishing specific institutional responsibilities in preparing for and responding to disasters, Djibouti may wish to **develop a new DRR policy** that sets out the substantive responsibilities of the authorities prescribed in the current policy. This policy could make special mention of disaster displacement, and take into account the WiA guidelines.

Djibouti's current DRR/M strategy provides clear guidance on institutional responsibilities when disasters occur. This could, however, be augmented in a new DRR Policy with the identification of focal points in preparing for and managing displacement when disasters strike, including at district and municipal levels. The new DRR policy could also include provisions on data collection and evaluation related to human mobility and disaster displacement; provision for preparedness and contingency plans that include reference to protecting the protection of displaced, and clear processes for facilitating the transition to durable solutions for disaster displaced persons. Provision should also be made for temporary settlement, and the protection of basic rights during displacement.

**Follow-Up Action 2:** Djibouti may wish to ensure that any **NAP** produced as part of the UNFCCC processes **takes into account human mobility**. The document could include reference to migration as a form of adaptation to climate change, and region specific information on where climate change is especially likely to trigger displacement.

**Follow-Up Action 3: Implementation strategies for Djibouti's Vision 2035 could include reference to human mobility and disaster displacement**, and both could be included in planning for a new national development policy in 2035. The particular vulnerabilities of displaced persons in specific regions of Djibouti (both urban and rural) could be detailed in any implementation strategy. Preparation should also be made to support host communities in building resilience. As Djibouti is a regular host of cross-border disaster displaced persons, any development implementation strategy could also prepare to support cross-border movement.

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<sup>49</sup> Government of Djibouti MHUE 'Soutien à l'adaptation au changement climatique des communautés rurales en régions montagneuses de Djibouti' (2005) at p. 1

<sup>50</sup> 'Le développement du pastoralisme et de l'agropastoralisme par la création de périmètres agro-pastoraux, le renforcement des périmètres existants à l'aide d'équipements solaires, la mise en défens, la création de 2 pastorétums' Ibid at p. 2

## 2.4 Ethiopia

Ethiopia's has the following development, DRR and climate change adaptation policies:

Name of the policy/strategy	Synopsis of the policy documents
<b>Development:</b> Climate Resilient Green Economy (CRGE) Strategy (2011)	Development blueprint aimed at achieving middle income status by 2025. Aimed to be achieved by development in a sustainable way by following a green growth path to achieve economic growth without compromising reduction emissions.
<b>Development:</b> Growth and Transformation Plan (GTPII) (2015)	The Growth and Transformation plan lays emphasis on building a climate resilient green economy by reducing greenhouse gas emissions.
<b>DRR:</b> Disaster Risk Management Policy-Eth (2013)	General disaster risk management policy, with both substantive and procedural components.
<b>CCA:</b> National Adaptation Plan–NAP-Eth (2019)	NAP-Eth seeks to strengthen the country's adaptation strategy and create climate resilient development. Agriculture, forestry, water, energy, transport, urban, industry, health and education are the prioritized sectors. Aims to strengthen holistic integration of CCA in Ethiopia's long-term development pathway, supported by effective institutions and governance structures, finance for implementation and capacity development, and strengthened systems for disaster risk management.
<b>CCA:</b> Ethiopia's Nationally Determined Contributions (NDC) (2016)	Ethiopia's NDC contains targets of reductions in the net greenhouse gas emissions by 2030. The report also contains initiatives to reduce the vulnerability of its population.

Table 4: Summary of development, DRR and CCA policies for Ethiopia

### Integration of Human Mobility into Development, DRR and CCA Policies and Strategies in Ethiopia

The following section discusses how human mobility is integrated into the development, DRR and CCA policies listed above.

#### Development Policies

Ethiopia's Green Development Strategy seeks to spur economic growth by adopting green technologies and by carefully embracing development pathways that reduce the emissions and adapt to climate change<sup>51</sup>. The Strategy

<sup>51</sup> Government of Ethiopia 'Green Development Policy' (2011) at p. 11

identifies building social protection and livelihood options for vulnerable populations, targeting women, children and impoverished communities for safety net schemes. Strengthening drought insurance schemes and early warning systems is another concern of the strategy. The plan, however, does not specifically mention of displaced persons and therefore there are no targeted protection measures to support them. There is no linkage between early warning and evacuation of populations at risk of disasters. A number of vulnerabilities and projected impacts from climate change are highlighted which would trigger human mobility.

#### Disaster Risk Reduction Policies

Ethiopia's DRM policy documents that the frequency and intensity of hazards is projected to escalate with climate change, poorly planned urbanization, high population growth and poverty, all of which are key drivers of disaster displacement not only in Ethiopia but in the IGAD region. Specifically, the policy mentions designing protection measures aimed at disaster affected population as one of its four objectives, noting that affected persons should be provided with 'recovery and rehabilitation assistance.' Further, the policy requires timely and appropriate response to be undertaken in the event of a disaster in order to save lives and livelihoods. However, the policy does not make specific reference to disaster displacement or human mobility, nor does it provide for evacuation, relocation and protection of people affected by disasters. There is a coordination mechanism for disaster risk reduction initiatives in Ethiopia but it appears to run parallel to that on for NAP-Eth, implying limited cooperation and collaboration between the two domains, despite pursuing similar objectives of strengthening societal resilience.

#### Climate Change Adaptation Policies

Ethiopia's National Adaptation Plan (NAP), developed in 2018, identifies agriculture, industry, urban, water, transportation, power and forestry as the most vulnerable sectors to climate change<sup>52</sup>. The NAP seeks to ensure Ethiopia mainstreams climate change adaptation into the country's long-term development plans and sectors including disaster risk management, thus ensuring coherence in planning. Significantly, the document makes specific reference to increased rural urban migration due to drought and water scarcity, and, in addition, specifies 'voluntary migration as an adaptation strategy'.

Some short term or seasonal coping mechanisms employed by communities in response to climate hazards include: selling more livestock than usual; consumption of crops rather than sale; seeking alternative jobs; eating wild food and tubers; reducing expenditure on non-essential items; and migrating for seasonal labour.<sup>53</sup> The NAP seeks to build social protection and livelihood options for the most vulnerable populations to climate change including the elderly, the poor, people living with disabilities and marginalized groups. However, the NAP has no explicit reference to the impact of climate change on displacement and human mobility. It also does not make specific reference for relocation and building resilience of the people impacted by climate change.

In addition, Ethiopia developed a National Displacement Report in October 2019. The biggest causes of displacement reported were conflict that displaced 1,089,856 IDPs, followed by drought which affected 424,845

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<sup>52</sup> Government of Ethiopia 'National Adaptation Plan' (2019) at p. 5

<sup>53</sup> Ibid at p. 26

IDPs and seasonal flood which affected 35,995 IDPs. Flash flood was the primary cause of the displacement for an estimated 18,6574 IDPs, or 34.7% of the displaced population.

### Proposed Follow-Up Actions for Ethiopia

**Proposed Follow-Up Action 1:** The government of Ethiopia may wish to update its mapping of disaster displacement report and highlight the number of displaced persons and future projections for displacement in context of climate variability and change. Data could be disaggregated by age, gender, health status and their specific needs.

**Proposed Follow-Up Action 2:** All of Ethiopia’s policies could provide for cross-border human mobility, by better incorporating mention of cross border displacement and providing for comprehensive protection measures for displaced populations.

**Proposed Follow-Up Action 3: Ethiopia may wish to align the updated displacement report to DRR/M and CCA frameworks,** and develop specific protection measures and durable solutions for displaced populations in the context of disasters in the country. Future reports could make specific reference to disaster displacement.

### 2.5 Eritrea

There are no documents available related to DRR/M, CCA and development from Eritrea.

### 2.6 Kenya

Kenya has the following development, DRR and CCA policies and strategies:

Policy/Strategy	Synopsis of the policy or strategy
<b>Development:</b> Vision 2030 (2015)	Kenya’s Vision 2030 is the country’s long-term development blueprint, aiming to create a globally competitive and prosperous country by 2030. It has three Pillars – Economic, Social and Political – and recognizes climate change as a risk that could slow the country’s development.
<b>Development:</b> Medium Term Plan III 2017-2022 (2018)	Kenya’s Vision 2030 is implemented through successive five-year Medium Term Plans (MTPs). The Third Medium Term Plan (2018-2022) recognizes both CCA and DRR as crosscutting themes that need to be mainstreamed in all sector plans. It broadens the development goals to be intertwined with international and continental development agendas.
<b>Development:</b> Green Economy Strategy and Implementation Plan (2016)	Green Economy Strategy and Implementation Plan (GESIP) launched in July 2017 aimed at providing guidance to all development actors in adopting pathways with higher green growth, cleaner environment and higher productivity relative to the business as usual growth scenario.
<b>DRR:</b> Disaster Risk Management Policy	Policy requiring that key sectors mainstream DRM into their policy. Also provides mechanisms for proactive management of risks through mitigation, preparedness and early response to crises.

(2017)	
<b>CCA:</b> Climate change Response Strategy (2010)	Kenya's National Climate Change Response Strategy was the first national policy document on climate change. It seeks to advance the integration of climate change adaptation and mitigation into all government planning, budgeting, and development objectives.
<b>CCA:</b> Climate Change Act (2016)	The objective of the Climate Change Act is to "Enhance climate change resilience and low carbon development for sustainable development of Kenya." The Act establishes the National Climate Change Council (Section 5), Climate Change Directorate (Section 9), and Climate Change Fund (Section 25).
<b>CCA:</b> Climate change Policy (2018)	National Climate Change Framework Policy aimed at ensuring the integration of climate change considerations into planning, budgeting, implementation, and decision-making at the national and county levels, and across all sectors.
<b>CCA:</b> National Climate Change Action Plan (NCCAP) (2018)	Kenya's second five-year NCCAP was adopted in 2018 in fulfilment of the Climate Change Act that requires the country to periodically develop action plans to support mainstreaming of climate change actions into development pathways. The NCCAP seeks to advance Kenya's development by providing mechanisms to achieve low-carbon climate-resilient development in key priority sectors.
<b>CCA:</b> National Adaptation Plan (2015)	Kenya's National Adaptation Plan 2015-2030 (NAP) was submitted to the UNFCCC in 2017. The NAP provides a climate hazard and vulnerability assessment, and sets out priority adaptation actions in the 21 planning sectors in MTP II. It adopts the institutional structures set out in the Climate Change Act.
<b>CCA:</b> National climate change fund Act (2018)	The National Climate Finance Policy promotes the establishment of legal, institutional, and reporting frameworks for access to, and management of, climate finance. The goal of the policy is to further Kenya's national development goals through enhanced mobilisation of climate finance that contributes to low carbon climate resilient development goals.
<b>CCA:</b> Kenya's Nationally Determined Contribution (NDC) (2016)	Kenya's NDC includes mitigation and adaptation contributions. With regard to adaptation, Kenya commits to ensuring enhanced resilience to climate change towards the attainment of Vision 2030 by mainstreaming climate change into the Medium-Term Plans (MTPs) and implementing mitigation and adaptation actions.
<b>CCA:</b> National Climate Finance Policy (2018)	The National Climate Finance Policy promotes the establishment of legal, institutional and reporting frameworks to access and manage climate finance. The goal of the policy is to further Kenya's national development goals through enhanced mobilization of climate finance that contributes to low carbon climate resilient development goals via mitigation and adaptation.

Table 5: Summary of development, DRR/M and CCA frameworks for Kenya

## Integration of Human Mobility into Development, DRR and CCA Policies and Strategies in Kenya

The following section discusses how human mobility is integrated into the development, DRR and CCA policies listed above.

### Development Policies

Kenya's MTP III, building on MTP II & I, outlines the country's main policy, legal and institutional reforms as well as programs and projects that the country seeks to implement during the 2018-2022 period. Aligned to the SDGs and Agenda 2063, the priority sectors are agriculture and food security, health, housing and manufacturing. Supporting 500,000 housing units,<sup>54</sup> providing universal health care, enhancing food and nutrition security and raising manufacturing sector's share of GDP to 15% are key interventions over the five-year period, and have potential to address the triggers of human mobility. MTP III projects massive growth among the youthful population thereby exerting pressure on agricultural land leading to rural-urban migration. It plans to construct at least 240,000 decent housing units annually to meet the needs of the rising urban population and further fulfil the constitutional requirement, in part may address displaced rural populations.

Moreover, MTP II notes that there has been increasing intensity and frequency of climate events that are posing a threat to achievement of the country's development agenda. MTP III plans to mainstream climate change actions into development planning at all levels,<sup>55</sup> contributing to averting the risk of displacement. A coordination mechanism for climate change actions is provided for in the plan.

MTP III points out that Kenya is vulnerable to disasters such as droughts, floods and fire. Finalisation of the DRR policy and Bill and strengthening multi-hazard early warning systems are some of the policy measures planned to limit the adverse impact of disasters. All these measures are deemed to reduce the risk of displacement and confront for unavoidable consequences if it were to occur. There is no specific reference to disaster displacement in the document.

### Disaster Risk Reduction Policies

The Kenyan government developed and endorsed a DRR policy in 2017, while the accompanying legislation is due for debate in the National Assembly. The policy requires key sectors to mainstream DRR/M, thereby addressing the triggers of human mobility. It provides mechanisms for proactive management of risk through mitigation, preparedness and early response to crises<sup>56</sup>. In addition, resources for DRM, a coordination mechanism, and allocation of roles and responsibilities to various stakeholders including the county governments are provided in the policy, which would help address needs of displaced populations. The policy documents various disasters, which lead to socio-economic losses including disaster displacement. These include drought, floods, landslides, sandstorms, thunderstorms, windstorms and epidemics. In addition, resources for DRR and allocation of roles and responsibilities to various stakeholders including the county governments are provided in the policy.

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<sup>54</sup> Government of Kenya 'Medium Term Plan III 2017-2022' (2018) at p. 2.

<sup>55</sup> Ibid at p. 108-111

<sup>56</sup> Government of Kenya 'Disaster Risk Management Policy' (2017) at p. 7.

## Climate Change Adaptation Policies

Kenya has several policies, strategies and legal frameworks that are guiding climate change adaptation actions. These are the National Climate Change Strategy (2008), National Climate Change Action Plan (2018-2022), National Climate Change Act (2016), National Climate Change Policy (2018), National Climate Change Fund Act (2018), National Adaptation Plan and National Adaptation Programme of Action among others. All these instruments seek to mainstream climate change actions into key sectors while working in a collaborative manner with key stakeholders.

The NCCAP Kenya (2018-2022) proposes a comprehensive institutional framework with defined roles in the context of a devolved government system. Among the report's key recommendations are comprehensive institutional reforms, including the establishment of a National Climate Change Council domiciled in the Office of the President, a Climate Change Directorate under the ministry responsible for climate affairs, and a Technical Advisory Committee within the proposed Directorate<sup>57</sup>. These institutional arrangements can be useful for coordinating displacement related to climate change. The NCCAP also recommends the establishment of a Kenya climate fund domiciled in the National Treasury, which is already operational for addressing climate risks and enhancing adaptive capacity, which can similarly be utilised to reduce displacement risk.

NAP Kenya's section on climatic hazards and vulnerability documents the past drought impacts from 1983 to 2011/2012 that have led to devastating socio-economic consequences including disaster displacements.<sup>58</sup> All the ASAL counties, which constitute 80 per cent of Kenya's land mass, are listed as high-risk or drought prone areas. Flooding is another hazard recognized in NAP Kenya with Tana River, Western Kenya, Kano plains, urban areas and some ASAL counties most at risk and with fatalities constituting about 60 per cent of disaster victims and triggering losses of about 5.5 per cent of GDP. The floods are reported to damage critical infrastructure such as roads, bridges, water pipes, housing and power lines, all of which can trigger displacement of populations.

NAP Kenya further identifies sea level rise as posing displacement risk, with five coastal counties' population most at risk. Coastal erosion is likely to put additional pressure on the ecosystems and communities and intensify displacement. The policy emphasises that this might lead to permanent inundation of low-lying areas making them uninhabitable, leading to migration of population and possibly the emergence of 'environmental refugees'.

Some of the key adaptation and risk reduction measures in the context of human mobility/displacement that are referred to, in these documents, include: that there is convergence in the concept of risk and its drivers in all the documents. The increasing intensity and frequency of these disasters are prominently recognized but the data on affected populations is lacking. The documents also frequently highlight the vulnerabilities, exposure, and drivers of risk that need to be addressed to reduce risks including disaster displacement. However, there lack of comprehensive data on disaster displacement and inadequate provision of protection measures for populations at risk of displacement.

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<sup>57</sup> Government of Kenya 'National Climate Change Action Plan (2018) at p. 8.

<sup>58</sup> Government of Kenya 'National Adaptation Plan' (2015) at p. 20.



## Proposed Follow-Up Actions for Kenya

**Proposed Follow-Up Action 1:** Kenya has completed developing the MTP III, DRR/M, NAP and NCCAP in the last three years. Thus, there is limited option for a review to integrate the disaster displacement issues in these documents. The review has shown that there is reference in most of the documents to human mobility, displacement and migration or relocation in these documents, though in different contexts. Generally, there is limited application of **WiA guidelines**, and **Kenya may wish to find ways to incorporate these guidelines into its implementation strategies.**

**Proposed Follow-Up Action 2:** Kenya may wish to Bolster resilience of disaster affected populations through the **comprehensive mapping of disaster affected populations**, and the development of measures to reduce their exposure to hazards in its DRR/M and climate change related policy documents. It may also wish to **strengthen early warning systems to support early action** with dedicated and predictable resources to protect vulnerable groups that are identified in these policy frameworks.

**Proposed Follow-Up Action 3:** The **planned housing** in MTP III to cater for the rising urban population **could also cater for populations relocated or displaced by climate change or disasters.**

## 2.7 Somalia

Somalia has the following policies and strategies with regard to development, DRR and CCA:

Name of the policy/strategy	Synopsis of the policy documents
<b>Development:</b> National Development Plan 2020 – 2024 (2019)	Comprehensive development policy based on extensive consultations (summarised in the final policy document). Structured around four development pillars, and linked to international and regional development frameworks, as well as other Somali laws.
<b>DRR:</b> Draft National Disaster Management policy (2017)	Draft policy currently under revision. Sets out institutional, legal and policy context, as well as mechanisms for preparing for and responding to disasters. Includes chapter on ‘policy outcomes and institutional mechanisms for delivery’, and on monitoring and evaluation.
<b>CCA:</b> National Program of Action (2016) and INDC (2015)	After detailing the climate change risks facing Somalia, the NAPA provides a ‘framework for an adaption programme’, outlining possible adaption initiatives, and implementing a monitoring structure. Somalia’s INDC sets out policies for mitigating the effects of climate change, highlighting especially water use management and the use of indigenous knowledge.

Table 6: Summary of development, DRR/M and CCA policies for Somalia

## Integration of Human Mobility into Development, DRR and CCA Policies and Strategies in Somalia

The following section discusses how human mobility is integrated into the development, DRR and CCA policies listed above.

### Development Policies

Somalia's detailed National Development Plan 2020 to 2024 contains multiple references to human mobility, and to the nexus between conflict, disasters and displacement. It recognises throughout that 'climate disasters have led to substantial population displacement, creating pressures within IDP camps and their host communities, and high rates of IDP unemployment.'<sup>59</sup> Pointing repeatedly to the 2016-17 drought which 'affected the lives of 6 million Somalis, including the displacement of over 900 000', the policy notes that while previously 'fear or consequences of conflict dominated displacement patterns,' 'drought and, to a lesser extent, floods have been predominant since 2017.'<sup>60</sup> As a result of this uptick in the prominence of disaster-related displacement, pillar four of the four-pillar development strategy dealing with 'social development' requires that 'Special attention... be paid to the needs of displaced persons'.<sup>61</sup>

As in the preceding national development policy, Somalia's latest development framework puts special attention on finding durable solutions, especially for IDPs. In developing assessment guidelines for measuring overall success, the policy notes that, 'an important overall metric for the success of this plan will be the return, resettlement or integration of IDPs.' The policy also makes 'prioritising durable solutions to long-term displacement' a 'cross-cutting policy imperative to be integrated into each of the four central pillars.'<sup>62</sup> To reach this goal, the policy outlines how 'the Government will soon publish a Durable Solutions Strategy outlining the complete range of support and interventions required for displaced persons.'<sup>63</sup> This Durable Solutions Strategy is in the process of being formulated, with assistance from several international agencies and organisations.

The 2020 to 2024 Development Plan also puts emphasis on managing the rapid rates of urbanisation experienced in Somalia over the past ten years. With respect to displacement, the policy explains that 'displacement of a large proportion of the rural population, dilapidated irrigation infrastructure due to collapse of state-run maintenance services, and effects of droughts and floods linked to climate change' have resulted in large-scale movement towards urban centres.<sup>64</sup> It notes that 'Mogadishu is one of the fastest urbanizing cities in the world, largely driven by its improving security situation, economic prospects and displacement.'<sup>65</sup> Using examples from recent drought

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<sup>59</sup> Government of Somalia MPIED 'Somalia National Development Plan 2020-2024' (2020) available at <http://mop.gov.so/wp-content/uploads/2019/12/NDP-9-2020-2024.pdf> at p. 28.

<sup>60</sup> Ibid at p. 52, 93

<sup>61</sup> Ibid at p. 250

<sup>62</sup> Ibid at p. 23

<sup>63</sup> Ibid at p. 265

<sup>64</sup> Ibid at p. 195

<sup>65</sup> Ibid at p. 264

and flooding, the policy details how an 'undiversified economy, reliant on livestock and crops, is disproportionately exposed to climate risk and disaster, with resulting higher poverty and displacement rates for the rural population.'

Many of those displaced from rural settings have been compelled to move into IDP camps on the outskirts of Mogadishu. The policy notes that, 'Evidence from consultations suggests that, once moved to IDP camps, a displaced household is likely to be trapped in perpetual poverty.'<sup>66</sup> 'Disaggregated data' further indicates 'that internally displaced persons and the rural population (both agro-pastoralists and nomads) have the highest rates of monetary poverty in the country.' A large percentage of those recently displaced by disasters are women, who 'form 56 percent of the population in rural Somalia, the area hardest hit by natural disaster.'<sup>67</sup> These 'demographic shifts created by displacement have also changed the face of Somali lives', as social structures are disrupted both by the move away from agrarian life, and attempts to adapt to encampment.

The policy makes several references to the need to protect the rights of those displaced. In addition to regular mention of threat to life and limb, it notes how, 'the displaced are often without legal proof on land claims and home ownership or, indeed, even for legal identification.'<sup>68</sup> This has significant impacts on displaced persons' ability to access social security facilities, credit, and resettlement. In developing election models for the country's transition to democratic rule, the policy notes the need to recognise the 'displacement of large numbers of people from original areas of residence', and the accompanying need for supporting documentation.<sup>69</sup> It also identifies the need to ensure education facilities are available to IDPs, and that schools are not too often used for non-education-related purposes such as shelter during short-term displacement.

The policy regularly links climate change to disasters and displacement. It points repeatedly to 'climate-change fuelled environmental degradation leading to large-scale famine, displacement and death'. The plan notes that poverty must be addressed 'within the increasing frequency of climate events and community displacement', and requires the integration of climate-change related displacement in any poverty-reduction policy devised by the government.<sup>70</sup> In its medium term goals, the plan also calls for, 'the provision of public works programs when natural disaster strikes will provide alternative employment and income to vulnerable households', helping to build resilience and stem the flow of displacement.<sup>71</sup>

Finally, the policy makes clear the Somali Government's intention to collect data related to disasters and displacement. It encourages the development of 'Early warning systems where possible, particularly for drought and conflict/displacement signals.'<sup>72</sup> It also calls for the clear mapping of movement patterns when displacement does occur.<sup>73</sup>

### Disaster Risk Reduction Policies

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<sup>66</sup> Ibid at p. 88

<sup>67</sup> Ibid at p. 87

<sup>68</sup> Ibid at p. 171

<sup>69</sup> Ibid at p. 120

<sup>70</sup> Ibid at p. 24

<sup>71</sup> Ibid at p. 272

<sup>72</sup> Ibid at p. 323

<sup>73</sup> Ibid at p. 323

Somalia is in the process of revising its National Disaster Management policy, initially released in 2017. The draft DRM policy unambiguously states that ‘Given the recurrent pattern of displacement that the country has witnessed over the past twenty-five years, caused by multi-faceted protracted crisis, preventing further displacement and dealing with those already displaced is the biggest challenge in rebuilding Somalia.’<sup>74</sup> The Ministry of Humanitarian Assistance and Disaster Management (MoHADM) is currently developing a roadmap for implementation, due to accompany the release of the DRM Policy. The draft policy details how the MoHADM will review implementation of the policy through an annual consultation process involving all relevant Member State agencies.

The draft policy recognises that pastoralists in Somalia migrate as a form of adaption to drought, but also notes that this movement can become forced when ‘persistent drought’ ‘forces’ people to move in order to find grazing areas.<sup>75</sup> The policy suggests that ‘most analysts with insights into pastoral migration behaviour suggest that trigger for most of the localised conflicts in Somalia are drought, though these may later take on various forms.’ This conflict can lead to secondary displacement. In addition, sedentary agrarian farmers ‘are forced to leave their homes and become internally displaced’ as disasters affect their farms and homes.<sup>76</sup>

When displacement has occurred, the draft DRM policy makes clear that, ‘for all IDPs, it is essential for the State to provide them access to, and replacement of, personal and other documentation, and effective remedies for displacement-related violations, including access to justice, reparations and information about the causes of violations.’<sup>77</sup> This is in line with Somalia’s 2016 Disaster Management Establishment Law, which gives the Prime Minister’s office the obligation for ensuring that those affected by disasters are properly protected.

The draft DRM policy makes provision for the evacuation of vulnerable populations in anticipation of a disaster. The MoHADM and its local equivalents are given the task of, ‘Arranging and directing local population at risk of being hit by floods and cyclones which may be life-threatening to evacuate to safer locations/relief camps as soon as alerts are issued, ensuring that safe centres/relief camps/emergency shelters set up in the district are managed to prevailing local guidelines and Sphere standards of humanitarian response in terms of provision of protection and meeting minimum basic needs of the displaced.’<sup>78</sup> The evacuation ‘may also involve assisting people to transfer their essential resources (livestock, poultry, essential food, kerosene, candle, matches, fuel, radio, etc.) to safe places.’<sup>79</sup> The policy also requires that the MoHADM develop ‘evacuation, rescue plans, manuals and simulation exercises’ in preparation for a disaster scenario.<sup>80</sup>

In anticipation of possible evacuation, the draft policy sets out that the MoHADM, ‘Prepare a list of buildings, schools, colleges, establishments etc., by conducting a regular survey annually so that people can use them during emergency (forced displacements due to conflict, cyclones, floods, etc.) as relief/temporary camps. The use of premises of educational institutions for setting up relief camps needs to be discouraged.’<sup>81</sup>

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<sup>74</sup> Government of Somalia ‘Draft Disaster Risk Management Policy’ at p. 22.

<sup>75</sup> Ibid at p. 12

<sup>76</sup> Ibid.

<sup>77</sup> Ibid at p. 42

<sup>78</sup> Ibid at p. 77

<sup>79</sup> Ibid at p. 77

<sup>80</sup> Ibid at p. 22

<sup>81</sup> Ibid at p. 38

In the aftermath of a disaster occurring, the DRM policy states that affected states and the national disaster authority ‘need to spell out a clear policy for recovery which outlines all aspects of transition from relief to recovery (or early recovery), rehabilitation, reconstruction, return, resettlement and reintegration (in case of displaced).’<sup>82</sup> The construction of ‘temporary shelters’ is mandated, but with adequate with ‘suitable’ sanitary other facilities constructed to ensure ‘a reasonable quality of life’ State governments must then ‘ensure that relevant official records with respect to land titles, ownership and tenancy rights to properties, and ownership of bank accounts etc., are retrieved or reconstructed, if these were destroyed, as these will be crucial to individual household’s recovery.’

The draft DRM strategy also encourages a decentralisation of responsibilities, and the building of disaster-response capacity at the district level. It requires that the MoHADM ‘facilitate capacity building of local responders and provide appropriate support during response, particularly for prioritized evacuation and care of women, children, older persons, and children and adults with disabilities.’<sup>83</sup> District municipalities are also encouraged to promote the building of resilience before a disaster strikes.

The draft policy further notes that the process of building resilience to future disasters, in part to prevent displacement, must also incorporate existing IDPs, who are often vulnerable to secondary displacement. Noting that the national Development Plan, ‘in fact goes beyond conventional disaster management and emphasises an approach to resilience through inclusive development... arguing for integrating the displaced and returnees into the formal economy’, the draft policy encourages the building of livelihood and resilience strategies in IDP camps and for IDPs in general.<sup>84</sup> In its assessment framework, the draft policy also requires that questions such as, ‘Has the Federal government supported the States in their capacity development to provide duration solutions to the displaced and returnees?’ and ‘Are governments taking appropriate measures to prevent further displacement of population?’ be built into yearly consultative reviews. In order to encourage the move towards durable solutions, the policy points directly to the Inter-Agency Guiding Principles on the protection of IDPs, endorsing reintegration, local integration and resettlement as the three pathways out of displacement.

### Climate Change Adaptation Policies

While Somalia is yet to submit a NAP through UNFCCC processes, its previously tendered NAPA and INDC make reference to human mobility. A NAP development programme has been in place since 2017 with assistance from various UN agencies.

Somalia’s 2013 NAPA identifies ‘internal displacement and overpopulation of IDP camps’ as one of the outcomes of increased drought related to climate change in the country.<sup>85</sup> In its reporting on consultations with state officials and various civil society organisations, the NAPA also notes that the need for initiatives adaptation to ‘significant migration and displacement of people’ therefore of climate change-related disasters was regularly raised.<sup>86</sup> Participants in consultations on the effects of climate change in Somalia also identified internally displaced people

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<sup>82</sup> Ibid at p. 41

<sup>83</sup> Ibid at p. 33

<sup>84</sup> Ibid at p. 17

<sup>85</sup> Government of Somalia ‘Climate Change - National Adaptation Programme of Action’ (2013) at p. 34.

<sup>86</sup> Ibid at p. 54

as ‘especially vulnerable’ ‘given that they are often forced to move as either a direct result of a climatic hazard, such as drought.’<sup>87</sup>

In its 2015 INDC, the Somali government noted that ‘an effective disaster management, a well warned and informed population and a coordinated joint government inter-ministerial plans are needed to achieve mitigation and adaptation measures’, and mentions evacuation as one of the response to disasters.<sup>88</sup> Like in Somalia’s NAPA, in reporting on consultation, the INDC records that managing ‘significant migration and displacement of people’ as a result of drought should be a driving force behind Somalia’s attempts to prevent and mitigate climate change.

In its 2019 application for financial support to the Green Climate Fund, the Somali government, together with UNDP, notes that, ‘Climate impacts also exacerbate conflicts over natural resources, and contribute to the challenges posed by large numbers of internally displaced persons,’ and that, ‘Recent and ongoing drought conditions in Somalia, which have been exacerbated by climate change, have left about half of the population at acute risk.’<sup>89</sup> The application therefore makes managing the displacement resulting from disasters one of the features of the country’s future response to climate change.

### **Proposed Follow-Up Actions for Somalia**

**Proposed Follow-Up Action 1:** Somalia may wish to ensure that disaster displacement is more fully represented in the Final DRM Policy. Once the policy has been released, there could be continued involvement with the Ministry of Humanitarian Assistance and Disaster Management ‘roadmap for implementation’ consultations, and participation in the annual review set out in the draft DRR policy. The WiA Guide on disaster displacement could be consulted as a basis for ensuring that the Final DRR policy adequately caters for the disaster displaced.

To accompany the policy, Somalia may wish to develop clear guidelines setting out roles and responsibilities in the case of disaster displacement, and mechanisms for establishing a focal point for the management of disaster displacement integrated into the division of institutional responsibilities already in the draft DRM strategy. Standard operating procedures could be devised to accompany the DRM strategy, with clear provision for managing displacement. More detail should be added to the policy on the powers given to local authorities, and their relationships with state and national government. Clear evacuation regulations could be created.

In line with the commitment in Somalia’s National Development Plan to collect better data so as to prepare for and respond to disasters, Somalia’s DRM strategy might benefit from the inclusion of provisions requiring the collecting of data on populations at risk of displacement, previous migration and displacement patterns, and the development of projects and trends for possible future displacement. Processes for the analysis of data related to disaster-displacement collected prior-to and during the disaster could be included in the DRM strategy, and integrated with climate change data. This could be used to inform predictions for future displacement, and to formulate better responses.

**Proposed Follow-Up Action 2: The Final DRM Policy could directly link to Somalia’s extensive policy frameworks aimed at finding durable solutions for existing IDPs, including**

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<sup>87</sup> Ibid at p. 37.

<sup>88</sup> Government of Somalia ‘Climate Change - Intended National Determined Contributions’ (2015) at p. 6.

<sup>89</sup> Government of Somalia ‘Application to the Green Climate Fund’ at p. 8.

**the Draft Durable Solutions Strategy.** There could also be links to the extensive focus on finding durable solutions for IDPs in the National Development Plan. Lines of budgetary allocation in the DRM strategy could make sure that local communities are adequately funded to provide short-term protection to IDPs and start the process of building resilience both for the host community and those displaced into it.

**Proposed Follow-Up Actions 3:** Building on the commitments of its NAPA, **Somalia’s NAP could better incorporate reference to disaster displacement and migration as adaptation.** In line with its application to the Green Climate Fund, promoting migration as a form of resilience could be promoted. The nexus between disaster, conflict and displacement could also be taken into account in the NAP.

## 2.8 South Sudan

South Sudan has the following policies and strategies with regard to development, DRR and CCA:

Name of the policy/strategy	Synopsis of the policy documents
<b>Development:</b> National Development Strategy 2018 – 2021 (2018)	National Development Strategy agreed following outbreak of violence in 2015 and subsequent peace accord, but function under the 2011 South Sudan’s ‘Vision 2040’. Structured around six ‘strategic deliverables’: Create enabling conditions for and facilitate the voluntary return and integration of displaced South Sudanese; develop appropriate laws and enforce the rule of law; ensure secure access to adequate and nutritious food; silence the guns; restore and expand the provision basic services; and restore and maintain basic transport infrastructure.
<b>DRR:</b> National Strategy for Disaster Risk Management in South Sudan (2019)	Gives extensive ‘disaster risk profile’ for South Sudan. Provides brief direction for future DRM policy, based on regional and international instruments.
<b>DRR:</b> Draft National Disaster Risk Management Policy (2016)	Draft policy built around nine ‘pillars of DRM’, including developing institutional capacity; preparedness and timely intervention; traditional mitigation and coping capacity; and post integration recovery and stabilisation. Also sets out a regulatory framework for disaster risk reduction and management, and provides mechanisms for monitoring and evaluation.
<b>CCA:</b> National Adaption Programme of Action (2016)	Sets out the approach to climate change adaptation in South Sudan. Aims to identify potential adaptive activities; build capacity; and create public awareness.

Table 7: Summary of development, DRR/M and CCA frameworks for South Sudan

## Integration of Human Mobility into Development, DRR and CCA Policies and Strategies in South Sudan

The following section discusses how human mobility is integrated into the development, DRR and CCA policies listed above.

### Development Policies

Developed under the rubric of South Sudan's 'Vision 2040' (introduced in 2011 following independence), there have been various instantiations of the country's national development framework, with the latest National Development Strategy (NDS) aimed at 'consolidating peace and stabilising the economy' due to run until June 2021.<sup>90</sup> While the NDS makes no reference to disaster displacement, one of its six 'priority strategic actions' is to 'Create enabling conditions for and facilitate the voluntary return and integration of displaced South Sudanese', with the aim of having 70 per cent of those displaced by disasters and conflict having attained some form of durable solution by the end of 2021.<sup>91</sup> This builds on the provisions of the 2011 Transitional Constitution which refers to measures aimed at ending internal displacement, and declares the Council of State responsible for the monitoring of durable solutions for IDPs and reconstruction efforts in areas affected by conflict and disaster. The policy also designates resettlement as a priority area for funding.

### Disaster Risk Reduction Policies

The Ministry of Humanitarian Affairs and Disaster Management's 2019 Disaster Risk Management Strategic Plan, due to be revised at the end of 2020, sets out South Sudan's disaster risk profile, and gives some indication of its approach to disaster risk reduction and management. The policy notes that, 'Migration and internal displacement of populations have escalated due to... disasters, climate change, extreme weather events and competition for livelihood opportunities', noting for example displacement caused by flooding in 2011 and 2017, and as a result of an earthquake in 1990.<sup>92</sup> It also notes that rising temperatures have triggered changes in the pattern of movement for pastoralists. Pointing out that displacement because of conflict and natural disasters in the region is 'very high', the strategy details the particular vulnerability of those already displaced, both internally and across borders.<sup>93</sup>

The draft Disaster Risk Management policy, developed based on the approach set out in the Strategic Plan, while still in the early stages of development, has 'Promotion of voluntary repatriation, reintegration, rehabilitation and reconstruction activities for refugees, internally displaced people and vulnerable host communities' as one of its guiding aims.<sup>94</sup> It also notes the extent to which displacement has disrupted the traditional coping mechanisms of South Sudanese communities, and highlights the importance of protecting the rights of displaced persons in disaster contexts.

### Climate Change Adaptation Policies

South Sudan's National Adaptation Programme of Action, published in 2016, recognises that 'natural disasters have contributed to the displacement of people', and that climate change plays a role in exacerbating the intensity of natural hazards.<sup>95</sup> The NAPA also notes the effect of in-migration on food and charcoal resources, which have put strain on the

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<sup>90</sup> Government of South Sudan 'National Development Strategy' (2018) at p. 1.

<sup>91</sup> Ibid at p. 19.

<sup>92</sup> Government of South Sudan MHADM 'Disaster Risk Management Strategic Plan (2018-2020)' (2018) at p. 4

<sup>93</sup> Ibid at p. 7.

<sup>94</sup> Government of South Sudan 'Draft National Disaster Risk Management Policy' (2016) at p. 34.

<sup>95</sup> Government of South Sudan 'Climate Change - National Adaptation Programme of Action' (2016) at p. 34.



natural environment, exacerbating land degradation. It also highlights the need for coordination between developments; climate change and disaster risk reduction policies, and identifies the collection of better data as a 'key adaptation need'.<sup>96</sup>

The NAPA further notes that adaptation projects 'should target those groups most vulnerable to climate change impacts including 'pastoralists in areas that are experiencing desertification and internally displaced persons (IDPs)'.<sup>97</sup> In doing so, the policy stresses the need to incorporate indigenous knowledge and coping strategies, including pastoral movement.

### **Proposed Follow-Up Actions for South Sudan**

**Proposed Follow-Up Action 1:** South Sudan may wish to expand on the various existing partially-complete development policies and strategies to **create a comprehensive development policy that incorporates protection for the disaster displaced, and reference to human mobility more broadly.** The employment and livelihood strategies in Sudan's current development framework could be specifically extended to apply to disaster displaced populations, and specific support given to communities hosting large numbers of IDPs.

Provision for planning aimed at providing durable solutions for IDPs is a mainstay of South Sudan's current National Development Strategy. When a comprehensive development policy is devised, South Sudan may wish also to focus on the role of disasters in both generating displacement and causing protection risks for those already displaced. The specific needs of those displaced by disasters could also be considered, including that homes and other property may have been damaged in disaster-specific ways, for example by flooding – a regular occurrence in South Sudan – during the displacement process.

**Proposed Follow-Up Action 2:** South Sudan may wish to **finalise a DRR policy** that specifically takes into account disaster displacement. Any final policy could take into account the priorities in the WiA guidelines, and build on the division of institutional responsibilities in the expiring DRM strategy. As the DRR strategy is set for review during 2020, any new strategy should also incorporate disaster displacement.

As various international agencies and organisations collect disaggregated data related to disasters in South Sudan, including with respect to disaster displacement, it could be beneficial for any planned disaster risk reduction policy to draw on and support these data-collection initiatives, and seek to provide projections on this basis. The DRM policy could also look to incorporate South Sudan's newly devised divisional boundaries. Disaster resilience and response funding could be channelled to local municipalities, and rehabilitation measures should be run through local structures, as suggested in the current DRR strategy.

**Proposed Follow-Up Action 3:** South Sudan may wish to **develop a NAP that takes into account human mobility.** Building on the references to climate change adaptation in the existing DRR strategic plan, efforts could be made to harmonise the NAP with any newly created development and DRR policies. Existing data-collection initiatives related to disaster displacement can be included in the data-collection projects identified as an adaptive measure in the country's NAPA.

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<sup>96</sup> Ibid at p. 20.

<sup>97</sup> Ibid at p. 25.

## 2.9 Sudan

Sudan has the following policies and strategies with regard to development, DRR and CCA:

Name of the policy/strategy	Synopsis of the policy documents
<b>Development:</b> Sudan National Twenty-Five Year Strategy (2007)	National development plan centred on sovereign affairs strategy; economic strategy; capacity building and human development; and social services. Currently under extensive revision.
<b>DRR:</b> Civil Defence Act (2005), Organization of Humanitarian and Voluntary Works Act (2006)	Amongst various other roles, these two laws set out institutional responsibilities for disaster risk reduction and response in Sudan.
<b>DRR:</b> Draft National Disaster Risk Management Policy (2018)	Draft policy structured around outlining institutional responsibilities and substantive obligations previous to, during and post a disaster. The draft policy has four key priorities: establishing functional legal and institutional systems for disaster reduction and response; strengthening risk identification; reducing underlying risks and vulnerabilities; strengthening disaster preparedness, response, and recovery.
<b>CCA:</b> National Adaption Plan (2016)	Gives extensive state-by-state analysis of risks brought by climate change in South Sudan. Sets out various adaptation programmes, including promoting better research and mapping, as well as mechanisms for 'climate-proofing' vulnerable areas.

Table 8: Summary of development, DRR/M and CCA policies for Sudan

### Integration of Human Mobility into Development, DRR and CCA Policies and Strategies in Sudan

The following section discusses how human mobility is integrated into the development, DRR and CCA policies listed above.

#### Development Policies

During 2019, Sudan underwent extensive regime change, with the ousting of long-standing President Omar Hassan Al-Bashir. The country is currently in a transition phase, with the intention of a transfer to full civilian rule in 2022.<sup>98</sup> It has subsequently begun the process of developing a comprehensive Development Plan, with a draft yet to be released. This document is likely to see substantial shifts away from the framework set out in Sudan's National Twenty-Five Year Strategy (2007), which includes policy aims such as, 'To curtail emigration and population movements and to work towards settling nomads' at the same time as encouraging 'internal immigration so as to

<sup>98</sup> See UNDP 'UNDP Administrator: 2020 is once in a lifetime opportunity to support Sudan' available at <https://www.un.org/africarenewal/news/undp-administrator-2020-once-lifetime-opportunity-support-sudan> accessed 26 August 2020.

help in building national unity and cultural outreach that would guarantee continuous development.<sup>99</sup> The only reference to displacement in this original document notes the connection between ‘displaced youth’ and those ‘affected by... natural disasters’.<sup>100</sup>

### Disaster Risk Reduction Policies

At present, disaster risk reduction and management in Sudan is governed in terms of the Civil Defence Act of 2005 and the Organization of Humanitarian and Voluntary Works Act of 2006, under Sudan’s Interim Constitution (2005). Neither law refers specifically to displacement or migration, and there has been some criticism of the complex and sometimes contradictory institutional system that these two laws create. As such, the Government of Sudan’s Humanitarian Aid Commission (HAC), with the assistance of IGAD, is in the process of drafting a DRR/M policy – currently at the ‘validation’ phase – with the intention of subsequently drafting a DRR/M law.

The Draft National Disaster Risk Management Policy (NDRMP) notes that, ‘The situation of vulnerable people is now aggravated by evolving, complex threats such as climate change and involuntary migration.’<sup>101</sup> It moreover acknowledges that, ‘Local drought may extend for several years... and has been the cause for internal migration and displacement, while pastoral communities adjusted their livestock herd structure/composition to reduce losses and adapt to the drought cycles and waves.’<sup>102</sup> The policy also links disasters to disruptions in pastoralists migratory routes.<sup>103</sup>

In line with the approach established by the Sendai Framework, the NDRMP structures its response to disasters into three phases: pre-disaster, disaster, and post-disaster. In the pre-disaster phase, without mentioning migration or displacement, the policy sets out that, ‘The Government shall support mitigation measures, and shall commit resources aimed at increasing the capability of the communities concerned, to cope with the disasters particularly those most likely to affect them.’<sup>104</sup> Actions aimed at mitigating displacement through planned relocation, the facilitation of other forms of voluntary movement, and preparation in potential host communities may be considered to form part of this response. The policy also states that, ‘Risk assessment, hazard mapping, and forecasting processes will be developed to reflect actual threats, provide genuine information, and produce accurate estimate and needs.’<sup>105</sup> Accurate data on patterns of human mobility and the development of mobility-focused tools mapping trends and offering predictions might form part of this data collecting exercise.

During a disaster, the NDRMP establishes a clear institutional chain of command, and requires that ‘Disaster response strategies... protect the dignity and basic human rights of affected populations’, including those displaced by the disaster. Post-disaster, the policy requires that the government ‘ensure that affected and displaced persons are given sufficient, relevant and adequate care including adequate permanent resettlement and social protection until their complete recovery.’<sup>106</sup> In the interests of protecting the rights of those displaced, the policy further requires

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<sup>99</sup> Government of Sudan ‘National Twenty-Five Year Strategy’ (2007) at p. 228, p. 237.

<sup>100</sup> Ibid at p. 175.

<sup>101</sup> Government of Sudan ‘Draft National Disaster Risk Management Policy’ (2018) at p. x.

<sup>102</sup> Ibid at p. 3.

<sup>103</sup> Ibid at p. 6.

<sup>104</sup> Ibid at p. 22.

<sup>105</sup> Ibid.

<sup>106</sup> Ibid at p. 23.

that the government ‘ensure, as appropriate, that programmes for displaced persons do not increase risk and vulnerability to hazards.’<sup>107</sup>

### Climate Change Adaptation Policies

Sudan’s Higher Council for Environment and Natural Resources released the country’s National Adaptation Plan (NAP) in 2016. It specifically acknowledges the Cancun Framework’s commitment to ‘coordination and cooperation with regard to climate change induced displacement, migration and planned Relocation’.<sup>108</sup> The NAP provides detailed, region-by-region recommendations for adaptation to the effects of climate change. In respect of Southern Kordofan state, the NAP notes that because of higher levels of regional rainfall, drought occurs less frequently. This, however, makes the region an attractive destination for those who have been displaced by drought. As such, ‘the adverse impacts of climate change may be experienced indirectly via forced migration.’<sup>109</sup> That is, as agricultural regions in other parts of Sudan become less productive, states further south may see an influx of ‘climate refugees’.<sup>110</sup> This is supported by analysis of Western Kordofanis, where the NAP notes that, ‘In the agricultural sector, higher temperature and increased rainfall variability has led to crop failure, increased pest incidence, and out-migration by farmers.’ The same is true of the states to the west of the White Nile, which have experienced migration following the gradual degradation of land as temperatures have increased. Increased urbanisation, especially in Khartoum is likewise attributed to the ‘indirect effects of climate change’.<sup>111</sup> In Sennar state, the NAP recommends the ‘rehabilitation’ of ‘range land and tribal migration routes’ as a form of adaptation to the changing climate.<sup>112</sup>

## **Proposed Follow-Up Actions for Sudan**

**Proposed Follow-Up Action 1:** Following the formation of an interim government, Sudan may wish to **create a development policy** that includes reference to human mobility and disaster displacement. Departing from the approach to human mobility adopted by the previous government, this development policy could take a protection-centred approach that facilitates adaptive and voluntary movement, and ensures that the rights of those displaced are protected. Sudan’s development framework could also make clear reference to how durable solutions will be pursued, including for the disaster displaced.

**Proposed Follow-Up Action 2:** Sudan may wish to **produce a DRR policy** that incorporates protection for the disaster displaced. This policy could ensure that there are clear lines of institutional responsibility that replace those put in place by the Civil Defence and Organization of Humanitarian and Voluntary Works Acts. Doing so could include reference to a focal point for managing and documenting displacement in a disaster, as well as clear contingency planning.

Building on the NDRMP’s commitment to ‘risk assessment, hazard mapping, and forecasting’, specific reference to the need for this kind of data and forecasting in respect of existing migration and displacement numbers and routes could be included in any revised DRR/M policy. The region-specific data on typical displacement flows in Sudan’s NAP can be used as a basis for pre-planning resilience and response measures in communities likely to host

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<sup>107</sup> Ibid at p. 30.

<sup>108</sup> Government of Sudan ‘Climate Change - National Adaptation Plan’ (2016) at p. 34, p. 51-2.

<sup>109</sup> Ibid at p. 17.

<sup>110</sup> Ibid.

<sup>111</sup> Ibid at p. 94.

<sup>112</sup> Ibid at p. 22.

displacement. Planning for the provision of temporary settlements for displaced persons could also be included in DRR/M policy.

Templates for response plans could be drawn up to accompany preparatory work. There could also be clear protection-centred approach adopted, made clear in policy guidelines. The particular concerns of pastoralists, who can experience displacement as an inability to move so as to adapt to changing climatic conditions, could also be detailed, in line with the priorities set out in the NDRMP.

**Proposed Follow-Up Action 3:** Sudan may wish to build on the commitment to facilitating migration as adaptation and addressing the threat of displacement related to climate change outlined in the country’s NAP, with **recurring consultations to expand on Sudan’s NAP and ensure its implementation set up.** In encouraging implementation, the country could build on the regionally disaggregated approach taken by the NAP. There should also be clear acknowledgment of the effects of climate change on the nexus between conflict, disaster and displacement.

## 2.10 Uganda

Uganda has the following development, DRR and CCA policies and strategies:

<b>Name of the policy/strategy</b>	<b>Synopsis of the policy or strategy</b>
<b>Development:</b> Uganda Vision 2040 (2007)	Uganda’s Vision 2040 is the country’s long-term development blueprint. Identifies oil and gas, tourism, ICT, business, abundant labour force, trade, water resources, industrialisation, and agriculture among others as the key enablers to planned economic growth.
<b>Development:</b> Uganda’s Second National Development Plan (2015)	Uganda’s Vision 2040 is implemented in a series of 5-year development plans. The 2015/16-2019/2020’s goal is aligned to the Vision and aims at general progress in economic growth driven by agriculture and tourism as the key sectors.
<b>DRR:</b> Uganda Disaster Risk Management Policy (2010)	DRM policy aimed at strengthening institutions and mechanisms that will reduce the vulnerability of livelihoods and assets to disasters through systematic disaster prevention, mitigation, preparedness and management.
<b>CCA:</b> Uganda Climate Change Policy (2012)	Climate change policy guiding the country move towards long-term low carbon transformation. The goal of the policy is to ensure a harmonized and coordinated approach towards low carbon climate resilient pathways.
<b>CCA:</b> Intended Nationally Determined Contributions, (INDC) (2015)	Uganda’s INDC. Under adaptation, the country submits that it will continue to work on reducing vulnerability and addressing adaptation to climate change in relevant sectors including disaster risk management.

<p><b>CCA:</b> National Adaptation Programme of Action (2007)</p>	<p>Uganda’s NAPA was developed with the purpose of achieving the Millennium Development Goals that expired in 2015 and the country’s development objectives as enshrined in the PEAP (2004). The NAPA indicates that climate change will escalate the frequency and intensity of droughts, floods, heat waves and landslides. Prioritized interventions were targeting land use, forestry, water, policy and legislation and infrastructure. The policy does not mention the expected on human displacement from climate change.</p>
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Table 9: Summary of development, DRR/M and CCA frameworks for Uganda

## Integration of Human Mobility into Development, DRR and CCA Policies and Strategies in Uganda

The following section discusses how human mobility is integrated into the development, DRR and CCA policies listed above.

### Development Policies

Uganda’s development is driven by Vision 2040 and the Second National Development Plan (2015/16-2019/2020), guiding the country to achieving its development aspirations. Vision 2040 recognises that climate change, manifested in the form of frequent droughts, floods, landslides and food insecurity among others has had devastating economic consequences, and is likely to impact on human mobility as well.<sup>113</sup> Among other strategies, the Vision seeks to develop both mitigation and adaptation measures to strengthen the country’s resilience to climate change, hence reducing the risk of displacement.

The Vision further notes that: “It is certain that Uganda is experiencing signs and effects of Climate Change as manifested by: the change in rainfall patterns which are low and poorly distributed, prolonged drought; emergence of diseases like malaria in areas that were previously mosquito free; loss of soil fertility emanating from heavy overrun; frequent floods; and higher temperatures which provides a fertile impetus for pests and diseases.”<sup>114</sup> The framework calls for Uganda to develop and mainstream into other sectors both adaptation and mitigation actions to cushion it from these adverse impacts. There is no mention of the regions and populations at risk to climate change and the measures to be undertaken before, during and after the occurrence of climate-related disasters.

Similarly, the second National Development Plan, adopted in 2015, recognizes that Uganda’s climate changing is posing a serious development challenge. It posits that men and women farmers have been affected as a result of erratic rainfall, frequent droughts and pest infestation. In particular, it notes that, “The impacts of climate change (droughts, floods, storms, heat waves and landslides) will most likely reduce the benefits derived from the natural resource base and this will have serious consequences on agricultural production, food security, forests, water supply, infrastructure, health systems, incomes, livelihoods and overall development.”<sup>115</sup>

Implementation of climate change policy and the Climate Change Action Plan (NCCAP) is earmarked as an urgent policy priority to limit the adverse impacts of climate change in the NDPII. This is expected to streamline integration

<sup>113</sup> Government of Uganda ‘Uganda Vision 2040’ (2007) at p. 10.

<sup>114</sup> Ibid at p. 100.

<sup>115</sup> Government of Uganda ‘Second National Development Plan’ (2015) at p. 100.

of climate change into sectoral and development plans and budgets to promote low carbon climate resilient pathways in a collaborative and cooperative manner. There is no reference of the expected impact of climate change on human displacement and or relocation of those in high risk areas.

#### Disaster Risk Reduction Policies

Uganda's DRM policy was developed in 2010 with the goal of strengthening institutions and mechanisms that will reduce the vulnerability of the people, livelihoods and assets to disasters through systematic disaster prevention, mitigation, preparedness and management. A number of disasters prevalent in Uganda are mentioned in the report including drought and floods.<sup>116</sup> Risk mapping, strengthening scientific research, improving land use, promoting awareness on risks and integrating DRR into sectors are planned for and are critical in addressing displacement risk as well.

An overarching institutional, coordination arrangement, and a funding strategy are elaborated in the policy but have no specific reference to disaster displacement. Uganda is developing an accompanying DRM Bill to give disaster risk reduction activities a legal backing. Discussions to align the policy to the Sendai Framework for disaster risk reduction are ongoing. Some important provisions for disaster displacement in the document include conducting risk profiles of the country and gazettement of disaster-prone areas. Specifically, it states, 'government will assist affected persons to resettle elsewhere under a voluntary arrangement.'<sup>117</sup> The policy states that disasters have culminated in loss of property and displacements, but notes that owing to administrative and technical weaknesses, there is lack of data for risk-informed planning through prevention, preparedness, response and recovery.

#### Climate Change Adaptation Policies

Uganda is pursuing a range of climate change related policy frameworks including but not limited to: a NAP, NAPA, INDC, Climate Change Policy and sectoral plans. Uganda's NAPA was developed with the purpose of achieving the Millennium Development Goals (that expired in 2015) and the country's development objectives as were enshrined then in the then active PEAP (2004). The NAPA, in coherence with the development frameworks, indicates that climate change will escalate the frequency and intensity of disasters such as droughts, floods, heat waves and landslides, noting that displacement may result. Notable consequences of these include water scarcity for livestock and human consumption, loss of livestock productivity, food insecurity and economic losses, all of which can trigger human mobility.

To reduce the risks associated with climate change, Uganda has prioritized interventions targeting land use, forestry and water. In particular, the NAPA asserts: 'Frequent droughts have resulted in lowering of the water table, leading to drying of boreholes. The cattle corridor, stretching from the northeast to the southwest is a fragile ecosystem, and depends on rainwater for human consumption and production. The prolonged and severe drought of 1999/2000 caused severe water shortage, leading to loss of animals, low production of milk, food insecurity, increased food prices and generally negative effects on the economy.'<sup>118</sup>

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<sup>116</sup> Government of Uganda 'Disaster Risk Management Policy' (2010) at p. 6

<sup>117</sup> Ibid at p. 69.

<sup>118</sup> Government of Uganda 'National Adaptation Programme of Action' (2007) at p. 8.

The Intended National Determined Contribution (INDC) for Uganda that was endorsed in 2015 seeks to reduce national emissions and adapt to climate change. The INDC's crosscutting theme is on protection of human rights, gender responsive interventions, and protection of vulnerable groups. With respect to the adverse impacts of climate change the INDC clearly points out that: "Extreme events such as droughts, floods and landslides are increasing in frequency and intensity. Climate change is affecting a wide variety of sectors. Agriculture, water, health and human settlements have been particularly affected. In the 2007-08 fiscal year, climate change damages were equivalent to 4.4% of the national budget, exceeding the budget allocation for the Environment and Natural Resource Sector."<sup>119</sup>

All these disaster events are triggers of disaster displacement and human mobility. The INDC further identifies the following groups as particularly vulnerable to climate change effects: the rural poor, slum dwellers, women, the elderly, People Living with Disabilities (PLWDs) and minorities with low coping capacity.<sup>120</sup> Some of the long-term adaptation measures identified in the INDC include developing contingency plans for diseases, conducting vulnerability assessment, improvement of drainage and strengthening early warning systems. All these measures are critical in bolstering risk reduction and preventing disaster displacement.

Uganda's Climate change policy is another framework guiding the country's move towards long-term low carbon climate resilient transformation. The national climate change policy states that the adaptation to climate change in Uganda requires a series of coordinated policy responses that are either sector specific or crosscutting in nature, and mentions displacement as an issue to be considered. In addition, the policy asserts that, "Uganda has put in place the 2007 Land use Policy to guide orderly development of human settlements and land utilization that takes into account safety, risk, local economic development and environmental protection". This is essential for avoidance of displacement risk<sup>121</sup>.

There are significant provisions related to disaster displacement in these frameworks. All the documents refer to the impacts of disasters in the country, noting that this is likely to heighten the risk of disaster displacement. However, the data on previous displacements and future projections is lacking. All the documents also identify persons vulnerable to climate change and disasters such as the elderly, PLWDs, women and minorities. There is documentation on the risk factors of vulnerability disaster risks that need to be addressed to enhance their resilience, thereby averting disaster displacement. However, there are no explicit measures to address the vulnerability and exposure of displaced populations.

The documents make plans for a coordination mechanism for a collaborative engagement of various stakeholders. However, the CCA and DRR coordination mechanisms appears to be running in parallel, and lack synergy. They also make no explicit reference to addressing the needs of the displaced. There is no indication in the document for the two institutions to collaborate to address common concerns.

The documents make specific reference to meaningful engagement with vulnerable populations in development planning, DRR and climate change actions such as women, PLWDs, elderly and minority groups. There are also parallel funding strategies planned for DRR and the CCA in the documents. There is no reference in the documents on evacuation and protection to populations affected by disasters and climate change. There are, however,

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<sup>119</sup> Government of Uganda 'Intended Nationally Determined Contributions (2015) at p. 3.

<sup>120</sup> Ibid at p. 4.

<sup>121</sup> Government of Uganda 'Climate Change Policy' (2012) at p. 6



provisions for promoting education, awareness and research and use of indigenous knowledge in the documents that has potential to increase knowledge on displacement risk.

### **Proposed Follow-Up Actions for Uganda**

**Proposed Follow-Up Action 1:** Uganda passed its DRR/M policy in 2010, and there are discussions on-going to review and align it to the SFDRR. While the status of Uganda's NAP is unclear, the NDC has explicit provisions on strengthening emergency related institutions for effective response to climate related hazards. As Uganda moves to align its DRR policy to the Sendai Framework, it may wish to have **explicit reference to the link between disaster displacement and climate change in any new NAP.**

**Proposed Follow-Up Action 2:** Uganda may wish to focus on **engagement with vulnerable populations** in line with its general policy approach. Highlighted these vulnerable groups in planning responses to disaster displacement could greatly benefit Uganda's development, DRM and CCA policies.

**Proposed Follow-Up Action 3:** While implicit in all the documents, **data on vulnerable populations and measures**, Uganda may wish to **develop systems for engaging these groups and measures to reduce their exposure and vulnerability**. Uganda's DRR/M policy, which is due for review as required by the Sendai Framework, could address these issues in line with WiA guidelines.

### 3. CONCLUSIONS

The IGAD member states have taken important steps laying the groundwork to protect those at risk of displacement when disasters strike. Generally, the DRR and CCA policies have more references to human mobility and displacement than development frameworks. The analysis shows there are uneven contexts in which the three policy frameworks make reference to mobility/displacement, implying diverse understanding and application of the concept at policy and decision-making levels. Overall, there is convergence of the three policy frameworks in associating disaster displacement and human mobility with the disasters and impacts of climate change, with some documents having progressive strategies where human mobility can easily be integrated. This experience can help other member states in their efforts to better integrate disaster displacement in policy documents which are under review or development. The above survey shows, however, that there continues to be a need for further reform of the development, DRR and CCA policy frameworks to ensure risk of displacement is adequately in these documents in a coherent manner. In none of the policy documents surveyed was the protection of the disaster displaced comprehensively considered, although in many cases the importance of doing so was fully recognised.

At the regional level IGAD's DRR/M regional Strategy, IDRSSI plan and ICPAC strategic plan were found to have frequently referenced and integrated human mobility. The EAC, and particularly its Disaster Risk Reduction and Management Act, also provide useful guidance on cross-border policy response to disaster displacement. A clear regional road map and coordination mechanism to address displacement risk, prepare for it and provide for specific protection measures in the event of its occurrence is still urgently needed. Through sector contingency planning processes, the GHACOF and the Technical Advisory Committee (TAC) Forum can support disaster displacement in the short term, but long-term measures need to be developed and institutionalized in all IGAD operational plans.

In addition to the specific recommendations outlined above, as the IGAD member states progress to updating their DRR/M strategies, there is an opportunity to utilise the WiA Guidelines on Disaster displacement, and their associated checklist, to ensure that the risk of displacement and protection of the disaster displacement populations is more fully integrated. Comprehensive risk assessment is encouraged in the policy documents that includes risk of displacement to inform development of these policies, as the critical step toward understanding displacement risk, reducing overall risk and preventing creation of new risk as envisaged in the Sendai Framework.

With respect to Development policies, it is important all plans and investments are gender sensitive and risk informed including displacement risk to support sustainable development. Somalia's recent National Development Plan offers an example of the most comprehensive national engagement with disaster displacement. The governments of Ethiopia, South Sudan and Sudan are due to revise their development policies in the near future, and should work to ensure the integration of disaster displacement when doing so in coherence with the DRR/M and CCA frameworks.

With respect to CCA policy, all member states have developed and are implementing NAPs and NDCs as required by the UNFCCC with clear plans to reduce emissions and enhance adaptation measures in sectors that are vulnerable to climate change. Nevertheless, only Kenya and Somalia have submitted NAPs in terms of the UNFCCC treaty, and Djibouti, Eritrea, Kenya, South Sudan, Sudan and Uganda should look to ensure that disaster displacement is integrated into their NAPs when they are devised.

## ANNEX: SUMMARY TABLE

The tables below summarises the references to human mobility in the development, DRR and CCA policies of IGAD, the EAC and each of the eight IGAD member states. Indication is given in each case of whether the policy document or documents in each area have **extensive, some, limited** or **no** reference to human mobility and disaster displacement. Where the policy does reference human mobility, a brief summary of what is included is given below.

Country /Region	Development	Disaster Risk Reduction (DRR/M)	Climate Change Adaptation (CCA)
IGAD	<p>Reference to human mobility? <b>Some</b></p> <p>Reference to disaster displacement? <b>Extensive</b></p> <p><b>IGAD Regional Strategy (2016):</b></p> <p>The strategy notes that the IGAD region is prone to recurrent droughts and dry spells, making it one of the most vulnerable in Africa to human displacement.</p>	<p>Reference to human mobility? <b>Some</b></p> <p>Reference to disaster displacement? <b>Extensive</b></p> <p><b>IGAD Regional Disaster Management Strategy (2019):</b></p> <p>Recognizes the problem of disaster displacement, noting that “from 2015 up to 2017, it was estimated by UNOCHA that 15 million people in the Horn of Africa were severely food insecure. Additionally, drought, fuelled by the changing climate, often triggered disease outbreaks, massive displacements of populations, livestock mobility and mortality as well as conflict over resources”.</p>	<p>Reference to human mobility? <b>Some</b></p> <p>Reference to disaster displacement? <b>Some</b></p> <p><b>Climate Change Response Strategy (2016):</b></p> <p>‘strategy indicates that vulnerability to climate change due to low development status in the IGAD region and the variations in precipitation, rising temperature in the ASAL areas, as well as sea level rise in the coastal areas, all of which contribute to causing displacement.’</p>
EAC	<p>Reference to human mobility? <b>Limited</b></p> <p>Reference to disaster displacement? <b>No</b></p> <p><b>Development Strategy 2016-17 – 2020-21 (2016):</b></p> <p>Countries are expected to ‘guarantee freedom of movement of persons within the territories of the EAC Partner States’.</p>	<p>Reference to human mobility? <b>Extensive</b></p> <p>Reference to disaster displacement? <b>Extensive</b></p> <p><b>Disaster Risk Reduction and Management Act (2016):</b></p> <p>‘Partner States shall grant entry and temporary residence to citizens of another Partner State which has been affected by disaster.’</p> <p>There is protection and restoration of property and personal identity</p>	<p>Reference to human mobility? <b>Limited</b></p> <p>Reference to disaster displacement? <b>Limited</b></p> <p><b>Climate Change Master Plan (2015):</b></p> <p>‘Climate change induced disasters including floods, landslide and famine’ ‘may induce... mass migration of families and animals.’</p>

		documents destroyed in the course of the disaster for those returning after displacement.	
Djibouti	<p><i>Reference to human mobility?</i> <b>Limited</b></p> <p><i>Reference to disaster displacement?</i> <b>Limited</b></p> <p><b>Vision 2035 (2015):</b></p> <p>Drought ‘reduces rural resources’ and ‘hampers nomadic lifestyles’, leading to ‘widespread’ rural to urban migration.</p> <p>‘The planning of demographic growth calls for the control of migratory flows, especially those related to droughts and sub-regional conflicts that lead to the displacement of populations’</p>	<p><i>Reference to human mobility?</i> <b>Limited</b></p> <p><i>Reference to disaster displacement?</i> <b>Limited</b></p> <p><b>National Strategy for Risk and Disaster Management (2005):</b></p> <p>Brief reference to effect of drought on migration of pastoralists.</p>	<p><i>Reference to human mobility?</i> <b>No</b></p> <p><i>Reference to disaster displacement?</i> <b>No</b></p> <p><b>NAP</b> in early development.</p> <p><b>NAPA (2005):</b></p> <p>No reference to human mobility.</p>
Ethiopia	<p><i>Reference to human mobility?</i> <b>Limited</b></p> <p><i>Reference to disaster displacement?</i> <b>Limited</b></p> <p><b>Climate Resilient Green Economy (CRGE) Strategy (2011)</b></p> <p><b>Vision 2035 (2015)</b></p> <p>Brief reference to effect of disasters on displacement.</p>	<p><i>Recognizes drivers of disaster as a consequence of displacement but reference to human mobility?</i> <b>Limited</b></p> <p><i>Reference to disaster displacement?</i> <b>Limited</b></p> <p><b>Disaster Risk Management Policy-Eth (2013):</b></p> <p>Brief reference to effect of drought on migration of pastoralists.</p>	<p><i>Reference to human mobility?</i> <b>Some</b></p> <p><i>Reference to disaster displacement?</i> <b>Some</b></p> <p><b>NAP-Eth (2019):</b></p> <p>Makes reference to rural-urban migration as a result of disasters.</p> <p>Makes specific reference to increased rural-urban migration due to drought and water scarcity, and, in addition, specifies ‘voluntary migration as an adaptation strategy’.</p>
Eritrea	<p><i>Reference to human mobility?</i> <b>No policies or strategies available</b></p>	<p><i>Reference to human mobility?</i> <b>No policies or strategies available</b></p>	<p><i>Reference to human mobility?</i> <b>No policies or strategies available</b></p>

	<i>Reference to disaster displacement?</i> <b>No policies or strategies available</b>	<i>Reference to disaster displacement?</i> <b>No policies or strategies available</b>	<i>Reference to disaster displacement?</i> <b>No policies or strategies available</b>
Kenya	<p><i>Reference to human mobility?</i> <b>Limited</b></p> <p><i>Reference to disaster displacement?</i> <b>Limited</b></p> <p><b>Vision 2030 (MTP III):</b></p> <p>Vision 2030 has mainstreamed DRR/M and CCA and recognizes the drivers of displacement and mobility.</p> <p>The plan estimates that these disasters affect 3-4 million Kenyans and notes rural-urban migration.</p>	<p><i>Reference to human mobility?</i> <b>Limited</b></p> <p><i>Reference to disaster displacement?</i> <b>Limited</b></p> <p><b>Disaster Risk Management Policy (2017):</b></p> <p>Policy notes that disasters affect up to 3.4 million people and refers to drivers of risk of displacement.</p> <p>It also make provisions for proactive management of risks that may include displacement.</p>	<p><i>Reference to human mobility?</i> <b>Some</b></p> <p><i>Reference to disaster displacement?</i> <b>Limited</b></p> <p><b>National Adaption Plan 2015-2030 (2015):</b></p> <p>Section on climatic hazards and vulnerability documents past drought impacts from 1983 to 2011/2012 as well as floods and landslides that have led to devastating socio-economic consequences and disaster displacement.</p> <p>NAP further identifies sea level rise as a displacement risk with five coastal counties' population most at risk, which together with coastal erosion are likely to put additional pressure on the ecosystems and local communities, intensify human mobility/displacement.</p>
Somalia	<p><i>Reference to human mobility?</i> <b>Extensive</b></p> <p><i>Reference to disaster displacement?</i> <b>Some</b></p> <p><b>National Development Plan 2020 to 2024 (2019):</b></p> <p>Recognises that 'climate disasters have led to substantial population displacement, creating pressures within IDP camps and their host communities.'</p>	<p><i>Reference to human mobility?</i> <b>Some</b></p> <p><i>Reference to disaster displacement?</i> <b>Limited</b></p> <p><b>Draft National Disaster Risk Management policy:</b></p> <p>'Given the recurrent pattern of displacement that the country has witnessed over the past twenty-five years... preventing further displacement and dealing with those already displaced</p>	<p><i>Reference to human mobility?</i> <b>Limited</b></p> <p><i>Reference to disaster displacement?</i> <b>Limited</b></p> <p><b>NAP</b> in development.</p> <p><b>NAPA (2013):</b></p> <p>Recognises 'internal displacement and overpopulation of IDP camps' as one of the outcomes of</p>

	<p>Notes that while previously ‘fear or consequences of conflict dominated displacement patterns,’ ‘drought and, to a lesser extent, floods have been predominant since 2017.’</p> <p>Special attention on finding durable solutions to existing displacement.</p> <p>Notes largescale rural to urban migration/displacement.</p> <p>Notes special vulnerability of displaced and pastoralists.</p> <p>Notes how, ‘The displaced are often without legal proof on land claims and home ownership or, indeed, even for legal identification.</p> <p>Intention to collect data related to disasters and displacement.</p>	<p>is the biggest challenge in rebuilding Somalia.’</p> <p>Notes that pastoralists move as adaptation to disasters and are particularly susceptible to displacement because of drought.</p> <p>For ‘all IDPs, it is essential for the State to provide them access to, and replacement of, personal and other documentation, and effective remedies for displacement-related violations, including access to justice, reparations and information about the causes of violations.’</p> <p>Makes provision for evacuation planning.</p> <p>Requires planning for durable solutions following disaster.</p>	<p>increased drought related to climate change in the country.</p> <p><b>INDC (2015):</b></p> <p>Mentions evacuation as one of the responses to disasters.</p>
South Sudan	<p><i>Reference to human mobility?</i> <b>Limited</b></p> <p><i>Reference to disaster displacement?</i> <b>Limited</b></p> <p><b>Transitional Constitution (2011):</b></p> <p>Refers to internal displacement and declares the Council of State responsible for the monitoring of durable solutions for IDPs and reconstruction efforts in areas affected by conflict and disaster.</p> <p><b>Vision 2040 (2011):</b></p> <p>One of six ‘priority strategic actions’ is to ‘Create enabling</p>	<p><i>Reference to human mobility?</i> <b>Limited</b></p> <p><i>Reference to disaster displacement?</i> <b>Limited</b></p> <p><b>Draft Disaster Risk Management Strategic Plan:</b></p> <p>Has ‘promotion of voluntary repatriation, reintegration, rehabilitation and reconstruction activities for refugees, internally displaced people and vulnerable host communities’ as a guiding aim.</p> <p>Highlights importance of protecting rights of displaced persons in disaster contexts.</p>	<p><i>Reference to human mobility?</i> <b>Limited</b></p> <p><i>Reference to disaster displacement?</i> <b>Limited</b></p> <p><b>NAP</b> in development.</p> <p><b>NAPA (2016):</b></p> <p>Recognises that ‘natural disasters have contributed to the displacement of people.’</p>

	<p>conditions for and facilitate the voluntary return and integration of displaced South Sudanese.’</p>	<p><b>Disaster Risk Management Strategic Plan (2012):</b></p> <p>Notes that, ‘Migration and internal displacement of populations have escalated due to... disasters, climate change, extreme weather events and competition for livelihood opportunities.’</p>	
Sudan	<p><i>Reference to human mobility?</i> <b>Limited</b></p> <p><i>Reference to disaster displacement?</i> <b>No</b></p> <p><b>National Twenty-Five Year Strategy (2015):</b></p> <p>Notes the connection between ‘displaced youth’ and those ‘affected by... natural disasters’.</p>	<p><i>Reference to human mobility?</i> <b>Limited</b></p> <p><i>Reference to disaster displacement?</i> <b>Limited</b></p> <p><b>Civil Defence Act (2005) and Organization of Humanitarian and Voluntary Works Act (2006):</b></p> <p>No mention of migration/displacement.</p> <p><b>Draft National Disaster Risk Management Policy:</b></p> <p>Disaster response strategies required to, ‘protect the dignity and basic human rights of affected populations’, including those displaced by the disaster.</p> <p>‘The situation of vulnerable people is now aggravated by evolving, complex threats such as climate change and involuntary migration.’</p> <p>Requires that the government ‘ensure, as appropriate, that programmes for displaced persons do not increase risk and vulnerability to hazards.’</p> <p>‘Local drought may extend for several years... and has been the cause for internal migration and displacement, while pastoral communities adjusted their livestock herd structure/composition to reduce losses</p>	<p><i>Reference to human mobility?</i> <b>Some</b></p> <p><i>Reference to disaster displacement?</i> <b>Limited</b></p> <p><b>NAP (2016):</b></p> <p>Specifically, it acknowledges the Cancun Framework’s commitment to ‘coordination and cooperation with regard to climate change induced displacement, migration and planned relocation’.</p> <p>Provides detailed, region-by-region recommendations for adaptation to the effects of climate change, including by promoting migration, and preparing to host those displaced from other districts.</p>

		and adapt to the drought cycles and waves.’	
Uganda	<p><i>Reference to human mobility? <b>Limited</b></i></p> <p><i>Reference to disaster displacement? <b>Limited</b></i></p> <p><b>Vision 2040 (2017):</b></p> <p>Notes that climate change is manifested in the form of frequent droughts, floods, landslides and food insecurity among others has had devastating consequences, including displacement.</p>	<p><i>Reference to human mobility? <b>Some</b></i></p> <p><i>Reference to disaster displacement? <b>Some</b></i></p> <p><b>National Policy for Disaster Preparedness and Management (2011):</b></p> <p>Some reference to human mobility, particularly <b>relocation</b> of disaster affected populations.</p> <p>There is <b>some</b> reference to disaster displacement in the DRR/M policy.</p> <p>Uganda’s DRR/M policy makes some provisions for disaster displacement are provided in the document. Specifically, it states ‘government will assist affected persons to resettle elsewhere under a voluntary arrangement’. The policy states that disasters have culminated into loss of property displacements but notes that owing to administrative and technical weaknesses, there is lack of data for risk-informed planning.</p>	<p><i>Reference to human mobility? <b>Limited</b></i></p> <p><i>Reference to disaster displacement? <b>Limited</b></i></p> <p><b>NAPA (2007):</b></p> <p>NAPA, in coherent with the development frameworks, indicates that climate change will escalate the frequency and intensity of disasters such as droughts, floods, heat waves and landslides leading to displacement.</p> <p>Notable consequences of climate change include water scarcity for livestock and human consumption, loss of livestock productivity, food insecurity and economic losses, all of which can trigger human mobility.</p>

Table 10: Consideration of Disaster Displacement in Disaster Risk Reduction/Management, Climate Change Adaptation and Development Policy in the IGAD Region



November 2020