

# DISASTER RESILIENCE SCORECARD FOR CITIES

SEPT 2024

DISASTER DISPLACEMENT ADDENDUM



**Developed by:**



**With funding support from:**



# Disaster Resilience Scorecard for Cities: Disaster Displacement Addendum

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## 1. Introduction

The **Disaster Displacement Addendum** to the Disaster Resilience Scorecard for Cities has been developed collaboratively by the Norwegian Refugee Council (NRC), the United Nations Office for Disaster Risk Reduction (UNDRR), the International Organization for Migration (IOM), the Internal Displacement Monitoring Centre (IDMC) and the Platform on Disaster Displacement (PDD). It has been tested in multi-stakeholder workshops, involving national and local actors, in Trinidad and Tobago, Iraq, Brazil and Kenya between 2022-2024.

This Scorecard Addendum contains questions that allow users to self-assess the integration of measures addressing disaster displacement within wider DRR policies, management, and planning process at the sub-national government level.

This version of the Disaster Displacement Addendum incorporates comments and feedback received from the pilots and consultative review. There are a total of 24 questions, each with indicators that are rated from 0 to 3, with 3 being the maximum possible score.

It is recommended for use in a two-day multi-stakeholder workshop. Alternatively, it can be presented within a half-day (and online if necessary) if the Essentials have been scored beforehand and/or connected to a training session on disaster displacement.

### Disclaimer

Information on uniform resource locators and links to websites contained in the present publication are provided for the convenience of the reader and are correct at the time of issuance. The United Nations takes no responsibility for the continued accuracy of that information or for the content of any external website.

### Contact Information

For any questions regarding this Addendum, please contact us at <https://mcr2030.undrr.org/who-we-are/contact-mcr2030>

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Elise Belcher, an independent consultant, drafted the second version of the Addendum. This was done in close collaboration with Nick Bishop (IOM), Lorenzo Guadagno (Platform on Disaster Displacement - PDD), Marta Lindstrom (IDMC) and Daria Mokhnacheva (UNDRR ONEA & GETI).

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## 2. Why is a focus on disaster displacement necessary?

Disaster displacement is one of the most common and immediate impacts of disasters. Globally, sudden-onset disasters cause an average of 25.2 million internal displacements every year.<sup>1</sup> This figure includes those who have been forced to leave their homes due to a range of hazards, including earthquakes, wildfires, floods and storms. It also includes a conservative estimate of the number of people who have moved due to slow-onset hazards, such as drought.

Climate change is projected to increase disaster displacement as extreme weather events become more frequent and intense. Rapid and unplanned urbanization, population growth, poverty, conflict, weak governance, and environmental degradation drive disaster displacement and heighten the needs of those affected.

It is estimated that over 50% of displaced persons live in cities.<sup>2</sup> They are places for new opportunities where health, education and other essential services are accessed, housing is found, and livelihoods can be recreated. However, they are also places where displaced persons can be at risk of facing discrimination, violence, tenure insecurity and the risk of onward displacement. Displaced persons often seek refuge in underserved, marginal, or informal settlements, and tend only to be able to find low-paid work, often in unsafe conditions with little or no job security or social protection.

Whilst there are an increasing number of national and local DRR plans and institutional frameworks that include considerations of displaced persons,<sup>3</sup> more needs to be done to practically implement Target (E) of the Sendai Framework for Disaster Risk Reduction 2015-2030 to reduce the risk of disaster displacement and the challenges faced by those already living in displacement.<sup>4</sup>

Effective measures to reduce disaster risk and prepare for disasters can prevent displacement, lessen suffering when displacement does occur and limit the time people are forced to spend in displacement. Disaster Risk Reduction (DRR) measures can also help to ensure that displacement occurs in a dignified manner, and that those affected are not exposed to safety and security risks and do not see their rights threatened.

Cities need to take action to reduce the risks associated with disaster displacement and to ensure the protection of displaced persons. Cities should also support displaced persons in rebuilding their lives and livelihoods, recognizing their valuable skills and resources. Local authorities have the mandate to provide holistically for the well-being of their communities: by integrating or resettling new arrivals and welcoming those who return, addressing their

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<sup>1</sup> Internal displacements refer to the total number of movements that occurred over a period of time. Internal displacements can include secondary or multiple displacement movements by the same people and therefore are not necessarily the same as the peak number of internally displaced persons (IDPs). Source: Internal Displacement Monitoring Centre (IDMC), Global Report on Internal Displacement 2024: <https://www.internal-displacement.org/global-report/grid2024/>

<sup>2</sup> World Bank, Urban Development Overview: <https://www.worldbank.org/en/topic/urbandevelopment/overview>

<sup>3</sup> UNDRR, Report of the Midterm Review of the Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030: <https://www.undrr.org/publication/report-main-findings-and-recommendations-midterm-review-implementation-sendai-framework>

<sup>4</sup> For more information and guidance on the implementation of Target (E) to reduce the risk of disaster displacement, see Words into Action guidelines – Disaster displacement: How to reduce risk, address impacts and strengthen resilience: <https://www.undrr.org/words-into-action/disaster-displacement-how-reduce-risk-address-impacts-and-strengthen-resilience>

needs, providing access to services and connections to institutions and labour markets, they will not only support displaced people to recover from disaster but also build a more resilient municipality.



### 3. Why a Disaster Displacement Addendum?

The **Disaster Resilience Scorecard for Cities** (“the Scorecard”) is a tool designed to assist local governments of cities/municipalities with monitoring, reviewing progress and identifying possible challenges in the implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 (SFDRR). The Scorecard can be used to help develop local risk reduction strategies and plans (Resilience Action Plans) and is part of the Making Cities Resilient 2030 (MCR2030) initiative, launched in 2020 by the United Nations Office for Disaster Risk Reduction (UNDRR) and its partners. This multi-stakeholder initiative promotes local resilience through advocacy, knowledge and experience sharing, and city-to-city learning networks. Simultaneously, it drives technical capacity building, connects multiple levels of government and promotes strategic partnerships by fostering the development of local disaster risk reduction and resilience strategies.

This **Disaster Displacement Addendum** (“the Addendum”) has been developed to complement the Scorecard by supporting the assessment of local government capabilities to design, formulate and implement policies, plans and actions for addressing disaster displacement in disaster prevention, preparedness, response, and recovery. Identifying and implementing relevant actions will help cities and countries progress towards the SFDRR targets. The Addendum also allows cities to promote coherence among actions that are promoted under different frameworks and initiatives, including humanitarian action, disaster preparedness (e.g., the Early Warnings for All Initiative), pathways towards durable solutions (The Secretary General’s Action Agenda on Internal Displacement) and human mobility (e.g., the Kampala Convention).

The Addendum includes specific criteria and indicators to integrate disaster displacement considerations in the Ten Essentials for Making Cities Resilient that were designed to support the implementation of the SFDRR at the local level. It comprises a total of 24 questions/indicators, each with a score of 0-3, where 3 is the maximum possible score.

The Addendum is designed to support a process that starts with a review of existing policies, plans, and actions, and resources, to then move to the identification, design and planning of specific measures that allow for the better integration of displacement in local disaster risk reduction efforts. It should be used to facilitate multi-stakeholder assessments, in which actors from all relevant sectors come together to assess capacities, resources and gaps of their specific system, and identify priorities and follow-up measures for capacity building. Displaced persons themselves, as well as other displacement affected persons, can also be involved in the assessments, in order to ensure more inclusive and effective strategies to enhance local resilience. Further information is contained within the complementary Facilitation Guide.



## Essential 01: Organize to address disaster displacement

**“Every day in my city, 2,000 people are coming. A man had some coastal farmland and a happy life. [He told me] ‘But due to the sea levels going up, my agricultural land is under the sea...So I don’t have anything. I have lost everything’. Dhaka itself is facing increasing climate impacts; people who move to a city aren’t necessarily safe from all the changes the world is seeing now. We need to prepare now. We need action.” Atiqul Islam, Mayor of Dhaka North.<sup>5</sup>**

Paragraph 30.I of the SFDRR highlights that encouraging “the adoption of policies and programmes addressing disaster-induced human mobility to strengthen the resilience of affected people and that of host communities, in accordance with national laws and circumstances”<sup>6</sup> is key to building resilience.

Essential 01 outlines establishing the necessary organizational structures to effectively reduce the risks related with displacement by preventing it, preparing for safe evacuations - and responding to, and recovering from, disaster displacement when it does occur. Purposeful planning, within and amongst city departments - and collaboration between them - will build resilience within the city and all those living within it.

Active disaster risk reduction policies and plans, as set out in the Disaster Resilience Scorecard for Cities, would hopefully prevent displacement occurring. Therefore, this Addendum focuses on reducing disaster risks faced by those who are already displaced, preventing secondary displacement and having the right preparedness measures in place when displacement becomes a likely scenario. This can include, for example, procedures in place for evacuation to prevent excessive negative impact.

The questions in Essential 01 focus on planning, collaboration, and mandated roles. Whilst it is recognized that different cities and municipalities have different mandates or powers in addressing displacement, aspects of these indicators can be contextualized to create a local response. A diversity of aspects could be considered in relevant frameworks or plans, including:

- **Connecting disaster displacement with an overarching disaster risk management framework.** A dedicated policy, local act or strategic plan or framework should integrate disaster displacement within the city’s wider disaster risk management efforts. Ideally, this should be connected to relevant national directives and international standards.
- **Establishing necessary bylaws, strategies, and consultation processes** to best support all those affected by displacement and address the ongoing disaster risks they face.

<sup>5</sup> Mayor’s Migration Council (MMC): <https://mayorsmigrationcouncil.org/news/climate-migration-is-about-to-explode/>

<sup>6</sup> Sendai Framework for Disaster Risk Reduction: [https://www.preventionweb.net/files/43291\\_sendaiframeworkfordrren.pdf](https://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf) - para 30.I

- **Establishing clear mandates, roles and responsibilities across various departments, sectors, agencies, and institutions within the municipality.** Addressing disaster displacement requires efforts from different sectors, and a relevant framework should support coordination across all departments. It should identify roles and responsibilities for addressing disaster displacement to facilitate coordinated roles and ensure that designated authorities have adequate legal and administrative authority and institutional capacity.
- **Ensuring meaningful participation from all stakeholders.** It is important that city leaders, administrative departments, public and private actors, civil society groups and displacement-affected communities are all involved. This requires efforts to strengthen partnerships with those outside of local government.
- **Participating in, and learning from, other cities' initiatives on addressing disaster displacement.** By developing or participating in a municipal network, leaders at various levels will be able to share information, effective practices, and learning in preparing for, and responding to disaster displacement. Exchanges can help ensure that city measures are aligned with broader instruments and tools (for example, national and regional frameworks and agreements on free movement, displaced people's rights, sustainable development, DRR, climate change, human rights and humanitarian action).

<b>Q 1.1 Framework to address disaster displacement</b>
<b>Question</b>
Is disaster displacement integrated across relevant disaster risk reduction and disaster risk management policies and/or frameworks at a city/locality level?
<b>Comment</b>
<p>A comprehensive city plan needs to include action at different stages of disaster displacement - preparedness (early warning systems, anticipatory action, planned and safe evacuation plans), response (meeting immediate needs of those displaced as soon as possible after the disaster) and recovery (supporting displaced persons to rebuild their lives and livelihoods) to avoid protracted displacement.</p> <p>Comprehensive planning also needs to set out roles and responsibilities, budget required and a timeline of actions that need to take place in order for the plan to be active within the city.</p>
<b>Answers</b>
3 – There is a comprehensive city plan that directly guides how to address all stages of disaster displacement, applied across all departments.
2 – There is a city plan that addresses disaster displacement priorities. It does not cover all stages, is most likely geared towards response, and/or is not applied in all departments (most likely disaster management authorities).
1 – There is an understanding in the city of integrating disaster displacement into departmental priorities and focus areas. These are not fully planned (documented) and/or not connected to other departments to form a city-wide plan.
0 – There is no city plan in place to integrate disaster displacement into disaster risk reduction and disaster risk management policies and frameworks.
<b>Means of verification (explanation and evidence)</b>
<b>Actions to achieve higher degree of resilience</b>
<b>Responsible entities</b>
<b>Timescale</b>

<b>Q 1.2 Institutional collaboration on displacement</b>
<b>Question</b>
Does the city convene relevant departments/sectors to promote institutional collaboration on disaster displacement across sectors to address its multiple aspects, across all its phases?
<b>Comment</b>
<p>It is important that institutional collaboration on displacement includes all relevant departments, responsible for actions to be implemented throughout all stages and on all aspects of displacement. This includes preparedness measures, immediate response, and recovery mechanisms.</p> <p>Creating a cross-departmental working group on disaster displacement might be helpful to sustain multi-sectoral collaboration. The working group could develop city plans and strategies to reduce the risks related with displacement or develop disaster response and recovery plans that aim to ensure displaced persons can integrate locally and overcome displacement-affected vulnerabilities.</p> <p>Local representatives mentioned in the answer set are those responsible for sub-city level administration. External actors are those from civil society organizations and non-governmental agencies (i.e., academia, private corporations, interest groups, etc.).</p>
<b>Answers</b>
3 – Through its protocols and structures, the city leads and maintains active collaboration amongst departments to address disaster displacement with very few duplications or gaps in actions. Local representatives and external actors are actively involved.
2 – There is collaboration amongst some (not all) departments and there is minor duplication or gaps in addressing disaster displacement as a result. The majority of local representatives and external stakeholders are involved but could be more active (or more representatives could be involved).
1 – There is weak collaboration between departments resulting in major gaps or duplication in addressing disaster displacement. Very few local representatives and external stakeholders are involved.
0 – There is no collaboration to address displacement in the city.
<b>Means of verification (explanation and evidence)</b>
<b>Actions to achieve higher degree of resilience</b>
<b>Responsible entities</b>
<b>Timescale</b>

<b>Q 1.3 City roles for organization, coordination and participation connected to displacement</b>
<b>Question</b>
Are the mandates, roles and responsibilities clear for the various sectors/departments working on disaster displacement?
<b>Comment</b>
<p>Local DRM plans, or dedicated local displacement frameworks, should set out who will address what aspect of disaster displacement and how, including how they will connect with others. Designating a municipal focal point or designated lead (person or department) may be helpful. The focal point could promote action to address disaster displacement, including reducing existing and future risks and responding to new displacement; sharing data, information and learning across multiple departments; promoting the overall inclusion of disaster displacement considerations in DRR planning and activities; and coordinating the strategies of different departments and organizations.</p> <p>Addressing disaster displacement includes addressing immediate needs, for instance through evacuation support, or emergency food and shelter assistance, as well as supporting displaced persons and other community members over the longer-term, such as by providing new housing, sustainable access to services, new livelihood options and protection of rights.</p>
<b>Answers</b>
3 – There are clear mandates and defined roles and responsibilities for all aspects of addressing displacement for all sectors/departments that should be working on issues connected to disaster displacement.
2 – There are clear mandates and defined roles and responsibility for some aspects of addressing displacement, but only for a single department or some departments that should be working on issues connected to disaster displacement.
1 – A single department has taken on the responsibility to address issues connected with disaster displacement (most likely connected to short-term disaster response), but their mandate, roles, and responsibilities specifically in regard to addressing displacement are not clearly defined.
0 – There is no identification of responsibility for addressing displacement within the city.
<b>Means of verification (explanation and evidence)</b>
<b>Actions to achieve higher degree of resilience</b>
<b>Responsible entities</b>
<b>Timescale</b>



## Essential 02: Identify, understand, and use current and future displacement scenarios in the context of disaster risk

**“No country is immune to disaster displacement. But we can see a difference in how displacement affects people in countries that prepare and plan for its impacts and those that don’t. Those that look at the data and make prevention, response and long-term development plans that consider displacement fare far better.”** *Alexandra Bilak, Director of the Internal Displacement Monitoring Centre.*<sup>7</sup>

SFDRR Priority 1 highlights understanding disaster risk, including applying risk information “in all its dimensions of vulnerability, capacity and exposure of persons, communities, countries and assets, as well as hazard characteristics, to develop and implement disaster risk reduction policies”.<sup>8</sup>

Data collected on disaster displacement provides a vital evidence base for addressing displacement and related risks. Local governments should identify and understand the risks displaced persons face to assess, analyze and develop scenarios of possible future events. These scenarios can then inform decision-making before, during and after displacement. Data should support planning for safe and timely evacuations and help prevent long-term displacement and its impacts, ultimately contributing to preserving and strengthening local resilience.

Displacement scenarios should build on the identification of hazards, exposure to them and conditions of vulnerability that can result in displacement, as well as existing capacities. Cities should develop scenarios covering at least the “most likely” and potentially “most severe” (worst case), paying particular attention to the following aspects:

- **Collecting data on hazards and risk factors** that are expected to increase displacement and heighten the needs of those already displaced. Data should be collected on hazards, including frequent, small-scale or slow onset that reduce resilience over time, and risk factors exacerbating them such as rapid and unplanned urbanization, population growth, poverty, conflict, weak governance, climate change and environmental degradation.
- **Considering how people’s capacities and vulnerabilities change once living in displacement.** There will likely be significant changes to what they can withstand. It is important to know who the people most at risk within displaced communities are and how displacement might impact different groups differently.
- **Disaggregating data** by factors including age, gender, health and disability status, ethnicity, income levels, other potential conditions of marginalizations (such as belonging to an indigenous group, the LGBTQ+ community, religious minorities, having irregular migration status etc.) and location (i.e., residing in an area particularly

<sup>7</sup> IDMC: <https://www.internal-displacement.org/news/conflicts-drive-new-record-of-759-million-people-living-in-internal-displacement/>

<sup>8</sup> Sendai Framework for Disaster Risk Reduction, para 24.n



exposed to hazards) to improve decision making towards appropriate responses for different groups. Such data, as it constitutes personally identifiable data, should be collected only insofar as it does not pose any risk of harm to relevant individuals and should only be collected with their informed consent.

- **Collecting displacement data from previous disasters** to support future displacement scenarios. Information on historical disaster displacement, the number of houses destroyed or damaged, the duration of displacement and incidents of repeated displacement can be used as proxy indicators of potential, future displacement. Mapping risk-prone areas and service provision, which can be layered with displacement predictions, supports future land-use planning. Differentiating between different types of movements: before, during and after disasters; life-saving pre-emptive evacuations and spontaneous evacuations; and protracted displacement is also important.
- **Understanding mobility patterns**, such as migration or where there are already social, cultural, or ethnic ties, can support assumptions of predicted movement when displacement occurs. Such observation should be used with caution as mirroring the same movement during disaster is not guaranteed.
- **Effectively sharing data** to facilitate exchange and comparison with other institutions and facilitate meaningful engagement through publication and wider communications in accessible formats - especially for individual families to be informed in their own decision making.

Any displacement scenarios developed should be reviewed when new data is collected, so that planning can be amended as needed. Where multiple risks are compounding or known to be increasing, this review is especially important.

Q 2.1 Displacement data collection
<b>Question</b> <p>Does the city have the capacity (systems, infrastructure, human resources) to collect data that tracks factors affecting displaced persons and the duration of their displacement?</p>
<b>Comment</b> <p>A more comprehensive and coherent system of collecting data on the situation of internally displaced persons (IDP) has been called for, and there are international commitments to support States to put in place relevant mechanisms to collect, manage and use internal displacement data.</p> <p><a href="#">IDMC's socioeconomic survey tool</a> can help actors gain a deeper understanding of the circumstances affecting both IDP and host communities. This insight can be of great value to developing programming and policy-making efforts that are more likely to meet the specific needs of those affected by displacement.</p> <p>Capacity refers to:</p> <ul style="list-style-type: none"> <li>• The system in place - the process of collecting, sharing, analyzing and using the data.</li> <li>• Infrastructure - the equipment and technology required to manage the data.</li> <li>• People - the human resources with the right skills and knowledge to effectively deliver the process and interpret the data to develop displacement scenarios.</li> </ul> <p>Cities are not expected to have this capacity internally solely within their local authorities. They could delegate it to external actors and are encouraged to link with many existing institutions that could share data from different sources.</p>
<b>Answers</b> <p>3 – There is comprehensive data collection on displaced populations following their situation and needs during and beyond the emergency phase. This data is disaggregated by gender, age, location, and additional variable(s) as well as by the timing of the displacement (before/after the disaster).</p> <p>2 – Data on displacement is collected and analyzed during - but not beyond - the emergency phase of disasters, using standardized methodologies. The data is disaggregated at least by age, gender, and location.</p> <p>1 – Data on displacement is collected sporadically and not in a standardized manner. It is not always, or never, disaggregated.</p> <p>0 – There is no capacity to collect data on the movement or needs of displaced persons in disasters.</p>
<b>Means of verification (explanation and evidence)</b> 
<b>Actions to achieve higher degree of resilience</b> 
<b>Responsible entities</b> 
<b>Timescale</b> 

Q 2.2 Integration of displacement in city planning	
<b>Question</b>	
	Is information about potential displacement scenarios used to inform decision making and integrated within city DRR planning?
<b>Comment</b>	
	<p>Displacement data can be used, in conjunction with other information, to support the identification of appropriate responses and decision-making processes related to future displacement. These are known as 'displacement scenarios'. Displacement scenarios document the likely occurrences of population movements during a disaster, and who might be forced to leave their homes, where they might go, in what conditions they will likely have to live in, and for how long. The scenarios are prospective and future-based and should be integrated into local DRR plans to inform risk and impact assessments, early warning system development, preparedness and response plans, and land-use and urban development efforts. Any new data collected should be used to amend scenarios and update plans as needed.</p> <p>Scenarios, or appropriate data, should be shared in ways that are accessible and easy to communicate so that others can use them for their own plans. They can be helpful for households to make decisions on their own safety, wellbeing, and future, as well as city planners.</p>
<b>Answers</b>	
	3 – Data collected has been used to assess multiple future displacement scenarios, including 'most likely' and 'most severe'. City DRR and disaster displacement plans are based on these scenarios, guiding actions to address displacement in its multiple stages. There is a process of regular review, which updates plans based on new data and information collected.
	2 – Data collected has been used to assess future 'most likely' and 'most severe' displacement scenarios. City DRR plans have considered these scenarios. Departments review the scenarios irregularly and/or do not bring in new data as it is collected.
	1 – Future displacement scenarios have been considered but they are not based on data collected. They are not reviewed regularly and/or do not bring in new data as it is collected.
	0 – There are no city plans that integrate disaster displacement data collected or displacement scenarios.
<b>Means of verification (explanation and evidence)</b>	
<b>Actions to achieve higher degree of resilience</b>	
<b>Responsible entities</b>	
<b>Timescale</b>	



## Essential 03: Strengthen financial capacity to address disaster displacement

**“As 70 percent of migrants and refugees already live in urban areas, more public and private investment is needed in cities, to create green and good quality jobs that increase the health, wellbeing and economic opportunities of urban citizens and are accessible to all.”** *Giuseppe Sala, Mayor of Milan, Italy.*<sup>9</sup>

Priority 3 of the Sendai Framework is to invest in disaster risk reduction for resilience. To achieve this, Essential 03 aims to ensure that the economic and non-economic impacts of disasters are minimized through effective financial response to displacement scenarios. Displacement has direct and indirect costs for the people affected. Significant investments are needed to assist those displaced and overcome displacement-related vulnerabilities. In the absence of such investments, impacts of displacement can undermine the resilience of individuals and the wider development of the city. The city's financial planning processes need to include a budget to prevent, prepare for and address displacement in order to minimize its occurrence, duration and impacts.

Whilst recognizing contextual differences between cities, including their population size, their availability of resources and the way they finance their administrative functions/departments, it is recommended that all cities have a plan to cover costs related with potential displacement. This should include both setting aside a dedicated budget to cover some costs, and having the flexibility needed to utilize additional funding from other sources if needed. Based on scenarios (as assessed through Essential 02), key actions could also include:

- **Budget tagging to overcome budget silos.** If local authorities cannot set aside a dedicated budget for displacement, or if the relevant budget is split among different departments or offices, budget tagging can help promote coordination, monitoring and tracking of relevant expenses. Tagged resources are delivered by mandated sectoral authorities but are monitored to support common displacement objectives across administrative silos.
- **Forecast-based financing to anticipate displacement.** Based on predefined risk thresholds (scientific forecast triggers and early warning information), funding can be released within financial systems before a hazard and its effects materialize, in order to prevent or reduce the impact on the displaced populations (and others).
- **Ensuring that development and reconstruction allocations account for the whole population,** including displaced residents. Budget allocations and levels of investment for development, service provision and land-use management programmes should be adjusted to reflect the entirety of post-disaster populations and take future new displaced population inflows into account.

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<sup>9</sup> MMC: [https://mmc-production.s3.amazonaws.com/wp-content/uploads/2023/10/03175753/MMC-REPORT\\_DIGITAL-28.03-lo-res-5.pdf](https://mmc-production.s3.amazonaws.com/wp-content/uploads/2023/10/03175753/MMC-REPORT_DIGITAL-28.03-lo-res-5.pdf)

- **Enabling access to post-disaster recovery funding.** Displaced people should have access to post-disaster recovery funding to support their safe integration in the community in which they are temporarily settled (or other identified ways of overcoming their displacement-affected vulnerabilities). This could include facilitating compensation for housing losses, securing tenure for a new home - free from the fear of forced eviction, or other compensation mechanisms. For those already living in the cities, there may be financial incentives set up to host displaced persons in their home for a limited time period - which could go on to strengthen integration and societal capacity within the city.
- **Build capacity or put a system in place to negotiate financial support from subnational and national levels** or seek support from external actors to complement existing budgets. Relying solely on external actors is not suggested as it is not a sustainable solution to financial investment in addressing displacement.

Q 3.1 Adequate resources to address disaster displacement
<b>Question</b>
Is there a dedicated budget for preparedness and short-term response to displacement?
<b>Comment</b>
<p>Developing a dedicated budget, based on scenarios developed in Essential 02, for the specific purpose of supporting displaced persons is vital.</p> <ul style="list-style-type: none"> <li>• Having a <b>comprehensive budget</b> in place means having resources that are well coordinated across departments, geographic coverage of the city (or sub-city administrations) and/or types of displacement scenarios. Such budgets will typically cover the costs of the most likely scenarios, including any additional displacement events.</li> <li>• Cities with an <b>adequate budget</b> will have enough funds in place to meet the expected most likely displacement scenarios but will be unable to cover any additional displacement events. Such budgets will also be poorly linked or coordinated across departments.</li> <li>• Having a <b>limited budget</b> means not having enough funds in place across departments to cover operational needs in the 'most severe' or 'most likely' displacement scenarios; any displacement will be a financial challenge for the city.</li> </ul> <p>Investments to meet <b>preparedness</b> and <b>response needs</b> are essential to assist and protect people displaced in the context of disasters, reduce the overall impacts of disasters, and enhance the speed and effectiveness of recovery.</p> <ul style="list-style-type: none"> <li>• <b>Preparedness needs</b> include activating early warnings, supporting evacuations and allocating staff and resources to reduce risk for those who are forced to leave their homes in disasters.</li> <li>• <b>Response needs</b> include resources available for those living in displacement so that they can receive immediate assistance and protection as soon after the event as possible.</li> </ul>
<b>Answers</b>
3 – The city has a comprehensive budget in place to meet displacement preparedness, as well as short-term response needs.
2 – The city has an adequate budget in place to meet displacement preparedness, as well as short-term response needs.
1 – The city has a limited budget in place to meet displacement preparedness, as well as short-term response needs.
0 – The city does not have a budget in place addressing displacement needs.
<b>Means of verification (explanation and evidence)</b>
<b>Actions to achieve higher degree of resilience</b>
<b>Responsible entities</b>
<b>Timescale</b>

Q 3.2 Flexible financing to address long term impacts of disaster displacement	
Question	
Does the city have the capacity to access the additional funding it needs to recover from displacement?	
Comment	
<p>Addressing the long-term needs linked with displacement is rarely the exclusive responsibility of cities and local authorities. Relevant operations are complex, costly and may last months or even years. Addressing displacement as part of disaster recovery requires the ability to mobilize funds from across city departments but will in most cases also depend on the availability of external funding, from public and private funding sources, at local, national, and international levels. The ability of cities to access, mobilize and coordinate these different funding options is critical to addressing the long-term impacts of displacement.</p> <ul style="list-style-type: none"> <li>• <b>Flexible funding</b> refers to funds that are given with minimal or no restrictions on how they are used. They enable programmes and the direction of resources to be based on holistic assessment of intersectional needs, vulnerabilities and risks - rather than prescribed to specific conditions.</li> <li>• <b>Allocate funds</b> refers to coordination systems (e.g., emerging budget tagging) that guide government officials in the allocation of sectoral funding to cross-cutting issues (such as disaster risk management and climate change adaptation).</li> <li>• <b>External support</b> will come from higher levels of government (i.e., external to the city administration), international or national NGOs, or other private or philanthropic donations.</li> </ul> <p>The capacity to access funding will include factors and mechanisms such as budget tagging systems to change fund allocation within the city, fundraising plans, and clear lines of communication with national departments.</p>	
Answers	
3 – The city has the capacity to mobilize flexible funding or the ability to allocate funds across departments to overcome vulnerabilities caused by displacement; and an ability to complement its own resources with adequate funding from external sources.	
2 – The city has the capacity to mobilize flexible funding or allocate funds across departments and/or access to funding from external sources but work to address long-term displacement needs faces minor funding gaps.	
1 – The city has the capacity to mobilize flexible funding or allocate funds across departments and/or access to funding from external sources but work to address long-term displacement needs faces significant funding gaps.	
0 – The city does not have access to any additional funding to address long-term displacement needs.	
Means of verification (explanation and evidence)	
Actions to achieve higher degree of resilience	
Responsible entities	
Timescale	





## Essential 04: Land-use planning to limit and resolve disaster displacement

**“It is time to think of cities in a new way, perhaps a more complex way, that centres on the perspective of resilience. We used to think of growth in the city to reach 600,000 people. Given the number of Ukrainian refugees welcomed into the city, we now talk of a ‘one million’ city. With the population almost doubled, it is time for the city to grow up. We need spaces for multiple uses, we need to collaborate, and we need to be creative.”** *Małgorzata Bartyna-Zielińska, Head of Climate and Environment Department, Sustainable Development Department - Wrocław City Council, Poland.*<sup>10</sup>

Appropriate land-use is fundamental to urban resilience, and is a precondition to effectively preventing, preparing for and addressing disaster displacement. Disaster displacement that takes place, or is addressed, in the absence of land-use planning is likely to lead to lasting challenges. These could include informal housing and illegal land tenure, limited access to services and/or meaningful livelihood opportunities, marginalization of displaced populations (through geographical distance of other communities or their specific location perceived as ‘separate’ from others) and further disaster risk.

Urban planners and local governments should work together to ensure displaced persons are safe, protected and have access to services. The city should be able to support movement and inflows of displaced persons when a disaster happens or when the slow-onset effects of climate change, such as drought, force people to move. Relevant planning should be informed by the data analysis and scenarios assessed as part of Essential 02, and carried out with all affected populations, as indicated in Essential 07.

In order to effectively plan land-use in the context of displacement, local authorities should consider the following factors:

- **Identifying safe places where people can stay after they have been evacuated** from their homes, without facing risks to their personal security, exposure to hazards, or eviction.
- **Planning for housing and service provision in areas allocated for displaced persons**, as people are not likely to stay in areas with limited access to employment and livelihood opportunities, education, health and transportation services.
- **Communicating and sharing information** on shelters, housing assistance and service provision options in order for people to make informed decisions before and after their displacement.
- **Issuing laws, policies or regulations protecting displaced persons from eviction or inflated rental costs.** These regulations should dissuade landlords from setting prices higher than market rates in order to exploit displaced persons’ need for housing.
- **Communicating decisions or plans to allocate land for potential permanent relocation** if places of origin are no longer habitable. This is particularly important as displaced

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<sup>10</sup> Quote given by interview with the author, May 2024.

persons are vulnerable to secondary displacement and increased suffering caused by critical infrastructure/service provision failures.

- **Implementing risk-informed, participatory development projects** to minimize future displacement by avoiding the construction of infrastructure on hazardous land and preventing displacement through new development projects (i.e., forcing someone from their land to build new infrastructure including dams, roads or transport routes and new buildings). Appropriate compensation and new locations for them to move to, agreed with those who must move, should be in place before construction commences.

Q 4.1 Land use planning for safe evacuation and temporary accommodation
<b>Question</b>
Have safe locations that could be used for temporary evacuation been identified?
<b>Comment</b>
<p><b>Temporary evacuation</b> moves people from a dangerous place to somewhere safe, ideally before a disaster unfolds.</p> <p><b>Safe locations</b> are buildings or places where people can be hosted at least for a short time during an emergency and, crucially, can be provided with adequate shelter and items (water, food, bedding, clothing, etc.), and services (sanitary facilities, health provision including psychological first aid for those suffering from the effects of trauma, family reunification and document/identification replacements). People sheltered in these locations should not face threats to their physical safety, including violence - especially if gender-based. <a href="#">The Sphere Standards</a> and the <a href="#">CCCM Cluster's Comprehensive Guide for Planning Mass Evacuations in Natural Disasters (MEND)</a> give guidance on what needs to be considered when identifying and planning such locations. Essential 09 gives details on how to assess these aspects of disaster preparedness response. Safety is closely connected to the capacity of these locations. The number of displaced persons that they can safely accommodate without becoming overcrowded, should be considered and based on the displacement risk scenarios created in Essential 02.</p>
<b>Answers</b>
3 – Locations have been identified that would quickly be ready for use, safe, and with the capacity to support adequate numbers of evacuees with shelter, items and services required.
2 – Locations have been identified, however, there are minor limitations in how quickly they would be ready for use and/or their ability to support adequate numbers (based on likely scenarios) with shelter, items and services required.
1 – Locations have been identified, however, there are significant limitations in how quickly they would be ready for use and/or their ability to support adequate numbers (based on likely scenarios) with the shelter, items and services required.
0 – Locations for temporary evacuation have not been identified.
<b>Means of verification (explanation and evidence)</b>
<b>Actions to achieve higher degree of resilience</b>
<b>Responsible entities</b>
<b>Timescale</b>

Q 4.2 Land use and planning to support resolution of displacement	
<b>Question</b>	Do the city's urban planners support the integration of disaster displaced persons into the city, to overcome their displacement-related vulnerabilities?
<b>Comment</b>	<p>Urban planners should work with other city departments to understand and support pathways promoting local integration, and a point whereby displaced persons do not require support on account of their displacement and its associated vulnerabilities.</p> <p>Existing infrastructure could be expanded to allow for more people to have access to it, for example additional classrooms for existing schools. New development could take into account how best to promote integration, for example, new housing for displaced persons should be in close proximity with city life such as livelihood opportunities, access to services and other societal infrastructure. Displaced persons will then not become separated or isolated from others living in the city and are more likely to overcome vulnerabilities they face because of their displacement. Such action will increase the resilience of all who live in the city and bring a resolve to displacement, especially those who have been forced to settle in hazardous areas or continue to be exposed to multiple risks.</p>
<b>Answers</b>	
	3. Urban planners are actively working with other city departments and residents to design infrastructure in a way that promotes integration.
	2. Urban planners are working with others to design infrastructure in a way that promotes integration but there are limitations to the extent of their capacity to do this consistently or in a way that creates the desired change.
	1. Urban planners understand the challenges faced by displaced populations in the city but are unable to incorporate ideas of promoting integration within new designs for buildings and development.
	0. Urban planners have not taken how to resolve displacement into consideration.
<b>Means of verification (explanation and evidence)</b>	
<b>Actions to achieve higher degree of resilience</b>	
<b>Responsible entities</b>	
<b>Timescale</b>	

Q 4.3 Preparing the city for future displacement inflows	
<b>Question</b>	
	Do the city's urban planners prepare for future displacement inflows?
<b>Comment</b>	
	<p>Urban planners should utilize risk data and information on likely displacement scenarios to ensure housing (with access to livelihood options) and services can be provided for those likely to be displaced by disaster or forced to move because of hazards causing slow onset impacts, in the future. They should not inadvertently be exposed to new disaster risk as they move. By planning for future inflows of displaced persons, or rural-urban migration due to climate change, cities can prepare for growth in a way that includes displacement (alongside population growth on a more general level). This reduces the risk of displacement resulting in the concentration of people living in substandard settlement, with limited access to services, and in high-risk areas.</p> <p>It is recognized that Essential 04 is very closely linked to planning in the face of rapid urbanization, not just planning for displacement. The rapid inflow of people that is associated with displacement poses unique challenges to local planners and service providers, and deserves specific consideration.</p>
<b>Answers</b>	
	3 – Urban planners are actively utilizing displacement scenarios to ensure housing, services and comparable livelihood opportunities can be provided to any inflow of populations (as expected) in the future.
	2 – Urban planners utilize risk data and information on likely displacement scenarios to plan for long-term housing and service provision, but there are limitations regarding the ability to provide relevant assistance at scale, as well as to ensure that incoming displaced persons will have sufficient access to livelihood options (e.g., as they will be settling at the edge of the city).
	1 – Urban planners have taken displacement into consideration, but it is likely that housing provision, access to services and labour markets will be under strain if displacement takes place.
	0 – Urban planners have not taken displacement into consideration; displaced persons will more than likely settle in informal settlements or stay in evacuation locations indefinitely.
<b>Means of verification (explanation and evidence)</b>	
<b>Actions to achieve higher degree of resilience</b>	
<b>Responsible entities</b>	
<b>Timescale</b>	



## Essential 05: Safeguard natural buffers to enhance the protective functions offered by natural ecosystems

This Essential seeks to assess to what extent local governments protect the natural environment and leverage nature-based solutions and ecosystem services to strengthen resilience. The Sendai Framework promotes the incorporation of disaster risk management into post-disaster recovery and rehabilitation processes, facilitating the link between relief, rehabilitation and development and using opportunities during the recovery phase to develop capacities that reduce disaster risk in the short, medium, and long term.<sup>11</sup> It highlights that this should also apply to temporary settlements for persons displaced by disasters.

The promotion and safeguarding of natural buffers to enhance the protective function offered by the environment, in the context of disaster displacement, could therefore include:

- Considering the natural environment when planning displacement sites.
- Integrating measures that avoid or reduce deforestation, water pollution and the depletion of natural resources due to the inflow of displaced persons when managing displacement.
- Identifying procurement processes that prioritize environmentally sustainable assistance, for example avoiding the use of single-use plastics and ensuring the use of locally available materials that don't require long international supply chains.
- Greening practices for energy generation for heating, cooking, and cooling.
- Planning for solid waste management processes that do not adversely impact the environment or pose a threat to human life.
- Including activities to restore the natural environment that might have been affected by displacement in disaster recovery.
- Considering ways to integrate nature-based solutions and environmentally sustainable development in any operation to return, resettle or integrate displaced persons. This may include creating and enabling access to green jobs and relevant vocational training as part of efforts to enhance livelihood opportunities for displaced persons.
- Sharing expertise and knowledge on good practice and lessons learned from other displacement contexts.

<sup>11</sup> Sendai Framework for Disaster Risk Reduction:  
[https://www.preventionweb.net/files/43291\\_sendaiframeworkfordrren.pdf](https://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf) - para 33.j

## Question

### Comment

## Answers

0 – Measures to protect the natural environment are not considered when planning for and responding to disaster displacement.

### **Actions to achieve higher degree of resilience**

## Responsible entities

## Timescale





## Essential 06: Strengthen institutional capacity to address disaster displacement

**“Together we have achieved an important number of results, such as institutional capacity building within the structures in charge of DRR at the national and local levels. We have established DRR structures at the hill level and we have also implemented mitigation activities with regards to the effects of climate change.”** *Anicet Nibaruta, Director General of Civil Protection and Disaster Management.*<sup>12</sup>

Institutions involved in addressing disaster displacement should have knowledge on the rights of displaced persons and the capacity to perform their functions effectively. This is essential for anyone working within the city authority. They need to be able to connect their technical responsibilities with an understanding of the particular considerations and assistance that displaced persons require.

Alongside city-wide collaborative efforts, city departments should build sufficient knowledge and capacity to prevent, prepare for, respond to and address displacement. Plans to increase this knowledge could include:

- **Strengthening the knowledge of personnel in institutions on protecting the rights of displaced persons.**
- **Strengthening the knowledge of personnel in institutions to address disaster displacement**, in its multiple stages and aspects, so that approaches can be further coordinated and embedded into planning and actions (as per Essential 06).
- **Increasing knowledge of the local displacement-affected context** among personnel, including the presence of individuals, and groups, that face particular risks in the event of displacement, and their specific conditions of vulnerability.
- **Organizing human and material resources to support emergency evacuations**, in the face of disasters in ways that ensure the safety and dignity of all, providing adequate resources to deliver.
- **Increasing the ability to manage pathways towards local integration** through increased understanding of principles and tools that foster joint decision making with the displaced and multi-sectoral approaches to achieve durable solutions.
- **Leveraging the capacity of civil society groups and private actors to address any knowledge and capacity gaps.**

<sup>12</sup> “First of a Kind Project Strengthens Burundi’s Resilience to Climate-induced Disasters”, IOM, 18 September 2023, <https://eastandhornofafrica.iom.int/news/first-kind-project-strengthens-burundis-resilience-climate-induced-disasters>

Q 6.1 Institutional knowledge on human rights protection for displaced persons	
<b>Question</b>	
	Is there comprehensive knowledge on the protection of human rights for displaced persons across city institutions?
<b>Comment</b>	
	<p>Displaced persons retain economic, social, cultural, civil and political rights, including the right to receive food, shelter and healthcare assistance. They should be protected from physical violence, as well as the ability to access education, have residence and freedom of movement. They have the right to participate in public affairs and economic activities. Displaced persons also have the right to receive assistance in seeking a durable solution - in the context of city authorities, this is usually local integration.</p> <p>Increasing the degree to which response personnel are aware of the rights of the displaced persons will go on to increase overall institutional capacity across the city to address displacement. The answers to this question give responsibility to city departments to ensure their staff have opportunities to increase their knowledge. Low scores elsewhere in the scorecard might be an indication that rights are not being met, or protected, in part due to lack of knowledge of staff in various technical functions within the city.</p>
<b>Answers</b>	
	3 – Institutions involved in supporting displaced persons actively ensure all staff have knowledge on protecting the rights of displaced persons.
	2 – Institutions involved in supporting displaced persons aim to ensure all staff have knowledge on protecting the rights of displaced persons. There are gaps in staff knowledge and/or more could be done to ensure all staff have opportunities to increase their knowledge.
	1 – Institutions involved in supporting displaced persons want all staff to have knowledge on protecting the rights of displaced persons. However, there are significant gaps in knowledge without a plan to address this.
	0 – There is no consideration as to the knowledge of staff on the rights of displaced persons made by institutions in the city.
<b>Means of verification (explanation and evidence)</b>	
<b>Actions to achieve higher degree of resilience</b>	
<b>Responsible entities</b>	
<b>Timescale</b>	

<b>Q 6.2 Institutional capacity to prepare for and respond to disaster displacement</b>
<b>Question</b>
Is there comprehensive institutional capacity to prepare for and manage evacuation and immediate response to displacement?
<b>Comment</b>
<p>Institutional capacity includes the full extent of resources local authorities can leverage to manage evacuations and displacement. This includes understanding of potential displacement, definition and dissemination of emergency evacuation procedures, information on the composition of the local population, the needs that displaced persons will likely have, as well as their rights. Capacity includes the degree to which this knowledge is disseminated among the response personnel (staff or volunteers), as well as the skills that responders can leverage to act upon this knowledge. The availability of vehicles, equipment, communication facilities, etc. that support relevant operations is a crucial part of the city's capacity.</p> <p>Preparing for displacement and managing immediate response includes safe evacuation, meeting any immediate needs - especially of particularly vulnerable displaced groups - and the provision of essential items whilst people are away from their homes.</p>
<b>Answers</b>
3 – Institutions involved in preparing for, and responding to, displacement have the skills, knowledge, plans, funds and equipment/materials to coordinate safe evacuations and meet basic needs.
2 – Institutions involved in preparing for, and responding to, displacement have the skills, knowledge, and plans to coordinate safe evacuations and meet basic needs, but there are gaps in the funds and equipment/materials available to complete the action and meet basic needs.
1 – Institutions have limited skills and knowledge to prepare for, and manage, evacuations and immediate response to displacement. Responses are only partially effective, and people at risk may be overlooked or neglected in response efforts.
0 – There is no capacity to prepare for and manage evacuation and immediate response to displacement.
<b>Means of verification (explanation and evidence)</b>
<b>Actions to achieve higher degree of resilience</b>
<b>Responsible entities</b>
<b>Timescale</b>

<b>Q 6.3 Institutional capacity to manage recovery from displacement</b>
<b>Question</b>
Is there comprehensive institutional capacity to set up and provide appropriate pathways towards integration, resettlement or return for displaced persons?
<b>Comment</b>
Institutional capacity to promote pathways towards local integration, resettlement or return includes knowledge of the composition of the displaced population, awareness of the preconditions and pathways for achieving the most appropriate solution, understanding the displaced person's long-term priorities and intentions, and ability to identify and remove the obstacles within the city that may prevent the achievement of the identified solution. The capacity also requires the ability to collaborate across departments, and have a variety of financial, human, service provision and programme resources to support relevant action.
<b>Answers</b>
3 – Institutions managing disaster recovery have the skills, knowledge, plans, funds and equipment/materials to progress towards solutions identified by displaced persons.
2 – Institutions managing disaster recovery have the skills, knowledge and plans to progress towards solutions identified by displaced persons, but there are gaps in the funds and equipment/materials available to complete the responses needed by all displaced persons.
1 – Institutions have limited skills, knowledge and/or resources to plan for solutions identified by displaced persons.
0 – There is no capacity to manage recovery from displacement.
<b>Means of verification (explanation and evidence)</b>
<b>Actions to achieve higher degree of resilience</b>
<b>Responsible entities</b>
<b>Timescale</b>



## Essential 07: Understand and strengthen social capacity for integrated, resilient cities

**“Of nearly 5,000 people displaced by disasters surveyed on their perceptions of risks that they continued to face, 69.8% stated that they were ‘not at all’ consulted in the design of policies, plans and activities to reduce disaster risk, not given access to financial resources to reduce risks they face nor have access to timely and useful information to help them reduce risks. All these aspects make up an enabling environment that would positively influence effective policy and practice. The research highlighted that displaced communities, especially women, are simply not adequately involved in the decisions that affect them.”** *Global Network of Civil Society Organizations for Disaster Reduction.*<sup>13</sup>

This Essential assesses the degree to which a city includes all relevant actors, institutions and individuals in reducing disaster displacement and the risks associated with it. Creating strong societal capacity at the local level is critical to achieving this aim.

In particular, the Guiding Principles on Internal Displacement highlight that “special efforts should be made to ensure the full participation of internally displaced persons in the planning and management of their return or resettlement and reintegration”.<sup>14</sup> This principle weaves throughout the Addendum, and is a key consideration for the effectiveness of DRR planning and actions in cities where displaced persons live. Other population groups affected by displacement, and civil society groups, also have an important role to play.

By understanding and strengthening societal capacity for resilience, cities are able to work more effectively to prepare for, respond to and address displacement, and support displaced persons to rebuild their lives. Including displaced persons in DRR is key when making decisions towards recovery (see Essential 10), as well as in reducing the risk of future disasters and their impacts, including secondary displacement.<sup>15</sup>

In order to cultivate an enabling environment that promotes integrated, resilient cities by focusing on those already displaced, the following factors should be considered:

- **Promoting diversity and inclusion to support decision-making** that includes the participation of different groups within displaced communities, considering differences related with gender and sexual orientation, age, socio economic-status, race or ethnicity, migratory status, education and profession, political views and life experiences.
- **Considering innovative ways to ensure displaced persons meaningfully participate in actions to strengthen integrated, resilient cities.**

<sup>13</sup> Global Network of Civil Society Organizations for Disaster Reduction (GNDR), Forced Displacement Global Paper: <https://www.gndr.org/forced-displacement-global-report/finding-6-exclusion-from-decisions/>

<sup>14</sup> UN OCHA Guiding Principles on Internal Displacement: <https://www.internal-displacement.org/publications/ocha-guiding-principles-on-internal-displacement> - Principle 28

<sup>15</sup> As the main Disaster Resilience Scorecard for Cities highlights actions to take to prevent displacement, this Addendum focuses on the inclusion of people who are already displaced.

- **Leveraging the involvement of wide-ranging groups in actions** that will further reduce disaster risk, integrate displaced persons into cities and build the resilience of the city.
- **Informing people at risk of secondary displacement about disaster risks in their locality** so they can understand how to reduce their risk and, in the worst-case scenario, prepare for evacuation. DRR programmes should be tailored to displaced persons according to their specific needs.

Q 7.1 Engagement of displaced persons
<b>Question</b>
Is there meaningful participation of displaced persons in decision-making processes on DRR and resilience strengthening?
<b>Comment</b>
<p><b>Meaningful participation</b> is ensuring all stakeholders are engaged, at every stage of forum and processes related to disaster risk reduction, including policies, plans and programmes. The full, equal, meaningful and inclusive participation and contribution of women, older persons, persons with disabilities, displaced persons, Indigenous Peoples and local communities, as well as any other marginalized groups should be in place.</p> <p>Meaningful participation of displaced persons would involve their inclusion in the planning of:</p> <ul style="list-style-type: none"> <li>• Displacement preparedness: anticipatory approaches, early warning systems, evacuations.</li> <li>• Response to displacement: emergency response planning, access to basic service provision.</li> <li>• Recovery from displacement: access to sustainable service provision, (re)building livelihoods and local integration.</li> </ul> <p>Those already living in the areas that displaced persons have moved to should not be excluded from DRR processes. Perspectives of all residents should be taken into consideration to reduce disaster risk, with the focus of this Addendum being on the inclusion of displaced persons themselves.</p>
<b>Answers</b>
3 – The city actively seeks full participation of all, whereby representatives of all displaced groups take part in decisions regarding disaster risk reduction and resilience strengthening - across all stages of displacement.
2 – The city seeks participation of some representatives of some displaced groups in some decisions regarding disaster risk reduction and resilience strengthening - across different stages of displacement.
1 – The city seeks participation of some representatives of some displaced persons in some decisions regarding disaster risk reduction and resilience strengthening. This participation is primarily sought in initial consultative stages, but community representatives are not present when final decisions are made.
0 – There is no participation of displaced persons in disaster risk reduction decision making.
<b>Means of verification (explanation and evidence)</b>
<b>Actions to achieve higher degree of resilience</b>
<b>Responsible entities</b>
<b>Timescale</b>



<b>Q 7.2 Reach of DRR information and programmes to displaced persons</b>
<b>Question</b>
Do DRR information campaigns and training programmes reach displaced persons?
<b>Comment</b>
<p>DRR information campaigns, including issuance of early warnings, should provide access to timely and useful information for displaced persons to help reduce risks they face. Programmes are the resources and procedures put in place to reduce those risks, react to warnings, and prepare for displacement (i.e., evacuation plans).</p> <p>This information and programming should be inclusive of displaced persons, and in particular, those facing specific marginalization and risk, factoring in any constraints or limitations that they might have in being able to fully engage with DRR efforts. Any information provided should contain language that is understood, engaging, and provided in a timely manner so that people have the ability to act upon it.</p> <p>Preparedness workshops should offer practical actions displaced persons can take to reduce risk and understand what the authorities are doing to achieve the same. Consideration of different measures for different at-risk groups - those new to the areas and those who know it well, those who are more at risk of secondary displacement - needs to be made.</p>
<b>Answers</b>
3 – DRR information campaigns and programmes reach all displaced persons, including specific displaced groups with additional vulnerabilities.
2 – There are DRR information campaigns and programmes but they only reach some displaced persons and/or do not consider specific displaced groups with additional vulnerabilities.
1 – There are DRR information campaigns and programmes but they do not reach displaced people.
0 – There are no DRR information campaigns and programmes in the city.
<b>Means of verification (explanation and evidence)</b>
<b>Actions to achieve higher degree of resilience</b>
<b>Responsible entities</b>
<b>Timescale</b>

<b>Q 7.3 Engagement of community organizations addressing challenges associated with displacement</b>	
<b>Question</b>	
Is the role of community organizations to support displaced persons clear and their participation in addressing displacement issues coordinated?	
<b>Comment</b>	
<p>Connecting to Essential 01, grassroots, issue-based groups, civil society, faith-based or community organizations throughout the city should be part of all response coordination mechanisms and planning processes on displacement.</p> <p>Based on the understanding of their capacities, roles, and potential contribution to DRR and strengthening resilience amongst the displaced population, in coordination with local authorities, community organizations may lead disaster prevention, preparedness, response and recovery actions that address the needs of the whole displacement-affected community in effective, context-specific manners. Moreover, the involvement of civil society entities and self-representing organizations working with different groups of displaced persons, such as persons with disabilities, youth, and women, is key to promote effective advocacy, response and protection of their rights, increasing the impact of DRR measures.</p>	
<b>Answers</b>	
3 – Community organizations have clear roles and coordination strategies amongst them and with government entities at all levels, avoiding gaps and duplication in addressing risks associated with disaster displacement.	
2 – Community organizations have clear roles and coordination strategies amongst themselves but limited coordination with government entities, and there are some gaps or duplications in their mandates and work on displacement.	
1 – Community organizations have some coordination amongst them but not with government entities. There are many gaps or duplications in their responses to displacement.	
0 – Community organizations do not have a coordinated role to address risks associated with disaster displacement.	
<b>Means of verification (explanation and evidence)</b>	
<b>Actions to achieve higher degree of resilience</b>	
<b>Responsible entities</b>	
<b>Timescale</b>	



## Essential 08: Increase infrastructure resilience during disaster displacement

**“The toll the [COVID-19] pandemic has taken on Americans was already great, and now the most vulnerable find themselves without a safe place to shelter from the sprawling winter storm. As even some of the warmest states experience below-zero temperatures, we’re prepared to serve. If needed, all our locations can serve as warming centres, based on local conditions and needs.”** *Commissioner Kenneth G. Hodder, National Commander for The Salvation Army (a church and registered charity), United States of America.*<sup>16</sup>

The movement and inflow of displaced persons can put significant pressure on services and infrastructures. To increase resilience during disasters and relieve this pressure, institutions providing a variety of public services can be relied upon to quickly adapt by accommodating and supporting newly displaced persons.

The quote above is from a civil society institution that was able to change the use of its buildings, in coordination with local authorities, during a polar vortex in North America. Everywhere around the world, schools, religious buildings and sports centres, amongst other infrastructure, are used to accommodate evacuees. Their space and resources are also used for coordinating activities (i.e., local logistics hub), providing food or storing items donated or needed as part of the response. In order to capitalize on this infrastructure, key factors need to be considered between city authorities and those managing the public services:

- **Establishing contingency plans for sites** that are identified as evacuation shelters, or likely become emergency shelters, so that those responsible for the sites can manage the situation in collaboration with city authorities.
- **Diverting additional capacities** (e.g., human resources, materials, and service provision) in areas or sites likely to cater for the needs of displaced persons, in order to avoid or mitigate the interruption or degradation of local service provision in the area.
- **Establishing agreements to identify the circumstances under which use of critical infrastructure as temporary accommodation is permitted**, for e.g., as a last resort option in certain disaster scenarios, and limited to a specific duration.
- **Establishing strong collaboration across relevant authorities and other actors** to ensure proactive solutions can be found and adequate support given for all affected persons.

Consideration of these factors will mean that these public services can return to the purpose of their infrastructure as soon as possible - for example, education, leisure, cultural and religious activities. This Essential focuses on the resilience of local infrastructure to adapt and limit any disruptions following disaster displacement.

<sup>16</sup> The Salvation Army International Headquarters: <https://www.salvationarmy.org/ihq/news/inr180221>

Q 8.1 Resilience of infrastructure in response to displacement
<b>Question</b>
Is infrastructure across the city ready and able to respond to inflows of displaced persons?
<b>Comment</b>
<p><b>Infrastructure</b> refers primarily to location and networks needed for the provision of basic services (e.g., health and education), as well as sites that host religious practices, sport and recreation events and other community activities, including cultural heritage sites. It can also include public spaces such as parks or city squares. Other critical infrastructure, including supporting local transport, the supply of vehicle and heating fuel, telecommunications, administrative and judicial services as well as market and food supply chains can be affected by the inflow of displaced persons, albeit in a less direct manner.</p> <p><b>Most likely or worst-case scenarios</b> are connected to the data and scenarios developed in Essential 02.</p>
<b>Answers</b>
3 – Those in charge of key infrastructure have plans in place to scale up or adapt its functioning to enable support for displaced persons. These plans are developed in collaboration with city authorities and based on most likely or worst-case scenarios and can be activated as needed.
2 – Those in charge of key infrastructure have plans in place, but there are significant limitations to their ability to scale up or adapt, or the plans are not tested or not based on potential displacement scenarios.
1 – Those in charge of key infrastructure do not have plans in place but have some understanding and capacity to scale up or adapt its functioning in case of inflow of displaced persons.
0 – Those in charge of key infrastructure across the city have not considered its adaptation for displacement scenarios.
<b>Means of verification (explanation and evidence)</b>
<b>Actions to achieve higher degree of resilience</b>
<b>Responsible entities</b>
<b>Timescale</b>

<b>Q 8.2 Resumption of use of critical infrastructure that has been used to address immediate displacement needs</b>	
<b>Question</b>	
Is there a process in place for resuming the use of infrastructure that has been temporarily used for supporting displaced persons, to ensure service provision to the whole population?	
<b>Comment</b>	
Service provision should be restored or granted for the whole population. This includes people who were using such sites prior to the displacement (i.e., members of the host community), as well as displaced persons who have arrived in the area following a disaster.	
<b>Answers</b>	
3 – There are formal agreements, active processes and clear plans in place that ensure the efficient resumption of critical infrastructure back to service provision for the whole population as soon as possible.	
2 – There is a formal agreement, or an agreed plan, on the use of critical infrastructure, and some indication on how to return to normal service, but the plan is not fully resourced, or the alternatives identified are insufficient.	
1 – There has been discussion on the use of critical infrastructure in displacement situations, but no formal agreement or plan is in place. Insufficient consideration has been given on how to return to normal service provision in the event the infrastructure is used to support displaced persons.	
0 – There are no agreements or plans in place to manage situations when critical infrastructure is diverted to host displaced populations.	
<b>Means of verification (explanation and evidence)</b>	
<b>Actions to achieve higher degree of resilience</b>	
<b>Responsible entities</b>	
<b>Timescale</b>	



## Essential 09: Preparedness for effective response to disaster displacement

Priority 4 of the Sendai Framework highlights the need to enhance disaster preparedness for effective response. To achieve this, it is important to “promote regular disaster preparedness, response and recovery exercises, including evacuation drills, training and the establishment of area-based support systems, with a view to ensuring rapid and effective response to disasters and related displacement, including access to safe shelter, essential food and non-food relief supplies, as appropriate to local needs”.<sup>17</sup>

Anticipatory efforts and early action are critical to ensuring that those displaced can receive effective protection and assistance in disasters, as well as avoiding protracted displacement scenarios. Unless these displacement considerations are factored into disaster planning, the impacts of hazards cannot be effectively reduced. Local authorities should consider the following elements:

- **Creating inclusive preparedness, early warning and response plans** that enable non-discriminatory action. Emergency services and assistance should be available equally to community members residing in the area before the disaster and displaced people.
- **Accounting for individuals with specific needs within the displaced communities** as part of preparedness plans. Their involvement in planning is essential for effective operations that support their safe evacuation and protection while in displacement.
- **Establishing mechanisms to support emergency evacuations** including arrangements for the protection of displaced persons’ property and for communicating relevant arrangements to the displaced persons.
- **Granting the physical and psychological safety and health of people on the move**, especially with care taken at evacuation sites or emergency shelters not to create or reinforce conditions of segregation, discrimination, and risk. This requires reducing and addressing all risks of violence in these sites and nearby areas.
- **Protecting the rights of displaced persons** by ensuring safety for all and not discriminating against anyone whilst managing DRR, preparing for evacuation, and supporting those living in displacement. Authorities should coordinate with national authorities to ensure property and possessions left behind are protected, and (re)issue important documents that might have been.
- **Establishing specific protection mechanisms and referral systems for children** in displacement. They are particularly vulnerable to abuse, and often face disruption of their education and challenges in accessing other essential services. Alongside national authorities, establishing family reunification systems is also key.
- **Translating DRR messages** including early warnings into languages that displaced persons might be more familiar with and having them available in different

<sup>17</sup> Sendai Framework for Disaster Risk Reduction, para 33.h

accessibility formats (i.e., Braille) for those with specific needs. Sharing messages through media and social media platforms will help further their reach.

- **Informing displaced persons about conditions in places of origin**, alongside other/national authorities, in order to minimize the duration of displacement and in case displaced persons would like to return home.

It is also necessary to consider how the provision of public services can continue and, when needed, can be granted to displaced populations. Local authorities need to consider:

- **Granting displaced persons access to critical services** when they are displaced in evacuation sites or in other temporary accommodations.
- **Surge capacity** for the provision of services quickly in disaster situations. This will most likely be needed in regards to health services, including provision of psychological/trauma support, but will also be required in services such as replacing lost documents and accessing/continuing their education, amongst others.
- **Alternative options for the provision of essential services** for those that have faced a change of use (as per Essential 8), including through the identification of adequate infrastructural alternatives for a specific/limited time period. For example, continuing the education of local students whilst their school building is used for a different purpose, such as transporting them to a nearby school or providing a 'shift schedule' ensuring that displaced children can also attend classes.

Q 9.1 Contingency plans that include displacement response	
<b>Question</b>	
	Does the city have contingency plans in place for potential displacement scenarios?
<b>Comment</b>	
	Preparedness is built on planning, and plans should be adapted to the hazards, population, environment and infrastructure specific to a locality. Contingency plans need to list measures for early action on displacement, to provide assistance effectively (i.e., stockpiling of emergency supplies) and protect rights (i.e., ongoing service delivery). A successful contingency plan should also enable effective evacuation support and the readiness of temporary evacuation sites (the conditions highlighted in Essential 04 put into action). Overall contingency planning should include measures that avoid creating conditions leading to protracted displacement (e.g., protecting displaced persons' lands and assets, setting up systems for renewal of documents in emergencies, or planning assessments of buildings to allow for rapid, spontaneous return of people as soon as conditions are in place). Such plans should be based on displacement scenarios identified (as per Essential 02).
<b>Answers</b>	
	3 – Contingency plans fully consider all expected/likely displacement scenarios and have been tested and are deemed ready for operation.
	2 – Contingency plans are in place for the most likely displacement scenarios, but they have not been fully tested.
	1 – Some contingency plans are in place for some displacement scenarios but are incomplete, have some gaps and/or have not been tested.
	0 – There are no plans in place.
<b>Means of verification (explanation and evidence)</b>	
<b>Actions to achieve higher degree of resilience</b>	
<b>Responsible entities</b>	
<b>Timescale</b>	



<b>Q 9.2 Readiness for evacuation and displacement</b>	
<b>Question</b>	
Is everyone ready for displacement?	
<b>Comment</b>	
<p>The Sendai Framework highlights the importance of promoting “regular disaster preparedness, response and recovery exercises, including evacuation drills, training and the establishment of area-based support systems, with a view to ensuring rapid and effective response to disasters and related displacement...”<sup>18</sup></p> <p>Safe evacuation and effective responses to displacement can only be achieved if planning processes involve and inform populations at risk of displacement. People in areas that can be affected by disasters need to know what the early warnings will be, how they will need to react and how long they will have to leave their homes. They need to be aware of evacuation routes, evacuation sites and options for evacuation support. Regular preparedness drills that include all people who could be displaced in disasters and effective information sharing are vital to ensuring the evacuations work well, with minimal impacts on life, physical integrity and material well-being, and increase the chances of those displaced being better able to transition to life after the disaster. This includes ensuring that displaced persons know where they can find support to evacuate and what they should do in the event they are evacuated (e.g., the need to carry legal documents, secure productive assets left behind and bring essential medication).</p> <p>People at risk of being displaced will be those living close in known hazard areas, for example on a flood plain or an unstable slope, especially if they live in conditions of vulnerability, for example those living in sub-standard buildings in unplanned settlements. Often, those most at risk will also include newly displaced persons who may have been overlooked in planning processes.</p>	
<b>Answers</b>	
3 – Preparedness measures for exposed/at risk communities are conducted regularly and in an inclusive manner to ensure everyone is ready for potential displacement	
2 – Preparedness measures for exposed/at risk communities are conducted on an ad hoc basis and/or there is limited involvement and inclusion of those living in most at-risk areas	
1 – Preparedness measures for exposed/at risk communities have been conducted on a one-off basis, and/or there is no involvement with those living in most at-risk areas	
0 – Preparedness measures for exposed/at risk communities are not conducted.	
<b>Means of verification (explanation and evidence)</b>	
<b>Actions to achieve higher degree of resilience</b>	
<b>Responsible entities</b>	
<b>Timescale</b>	

<sup>18</sup> Sendai Framework for Disaster Risk Reduction, para 33.h

<b>Q 9.3 Effective preparedness and response to support displaced persons</b>	
<b>Question</b>	
Do disaster preparedness plans comprehensively consider the specific protection needs of displaced people?	
<b>Comment</b>	
Key rights of displaced persons to be protected and needs that should be considered include:	
<ul style="list-style-type: none"> <li>• Ensuring they have the information they need, in an accessible language and format, so that they can take good decisions before, during and after disasters.</li> <li>• Access to specific services whether food, water, shelter and housing, clothing, medical services and sanitation, psychosocial support for those who need it and education.</li> <li>• Access to judicial remedies, as well as procedures to replace documents, protect or reclaim or compensate lost land and property etc.</li> <li>• Preventing secondary displacement wherever possible.</li> <li>• Ensuring displaced persons are always treated in an inclusive and dignified manner.</li> </ul>	
<b>Answers</b>	
3 – Disaster preparedness and response plans consider the specific protection rights and needs of displaced persons, and have been developed through collaboration across city departments to ensure specific assistance to them can be given.	
2 – Disaster preparedness and response plans consider the specific protection rights and needs of displaced persons, but they have not been fully tested and/or remain with gaps.	
1 – Disaster preparedness and response plans only consider specific protection rights and needs of displaced persons in an ad hoc way, there will likely be significant gaps or challenges within the implementation.	
0 – Disaster preparedness and response plans have not considered the specific protection rights and needs of those already displaced in the city.	
<b>Means of verification (explanation and evidence)</b>	
<b>Actions to achieve higher degree of resilience</b>	
<b>Responsible entities</b>	
<b>Timescale</b>	



## Essential 10: Expedite recovery from disaster displacement to build resilience

**“We recognize that it is only with strong cooperation, common purpose, and joined up efforts that we will be able to help internally displaced persons (IDPs) find an end to their displacement...The current internal displacement crisis will not be sustainably resolved through humanitarian assistance alone, but rather by working with national and local authorities to create the conditions for safe and lasting solutions.” *Joint Statement by UN Agencies.*<sup>19</sup>**

This Essential aims to assess the ability of cities to plan for solutions and ensure that people no longer have to live in displacement and do not require support to address specific needs on account of their displacement. This might mean pursuing returning home people who have been displaced to other parts of the city, or resettling or integrating displaced residents, or people who have been displaced to the city. In all these scenarios, efforts by local authorities are key to ensuring that displaced persons can integrate the fabric of their settlement and community.

To best support individuals as they rebuild lives after displacement, local authorities should aim for displaced persons to achieve a solution to their displacement as soon as possible. They should be able to enjoy life, without any discrimination on account of their displacement, and have a safe home, sustained access to services and meaningful opportunities within the local labour market to rebuild their livelihood, amongst other factors.<sup>20</sup> Achieving this is a priority for local DRR interventions. It allows the preservation and strengthening of resilience to future hazards and addresses the multiple drivers of future displacement.

Local authorities will be most heavily involved in solutions for people who must return, have to be resettled or integrated within their jurisdiction. Having plans to support these local processes is key to enabling effective progress for displaced persons. However, in some instances, local authorities will be involved in processes to resettle or return displaced persons to other locations. These situations require coordination with other administrations and governments.

The following aspects should be considered when planning for local solutions for displaced persons:

- **Promoting foundational socio-economic opportunities** including meaningful labour and employment opportunities; **housing, land or property** so displaced persons have a safe home, free from the fear of forced eviction or other stresses; **renewal of lost documents; flexibility in access to services** to avoid that lack of documentation results in barriers to accessing education, health, or social protection schemes; **family**

<sup>19</sup> UNHCR: <https://www.unhcr.org/us/news/news-releases/taking-forward-un-secretary-generals-action-agenda-internal-displacement>

<sup>20</sup> Inter-Agency Standing Committee: Framework on Durable Solutions for Displaced People, <https://interagencystandingcommittee.org/other/iasc-framework-durable-solutions-internally-displaced-persons>

**reunification** support; and opportunities for all who live in the city to strengthen social connectedness. Whilst some of these can be addressed in the short-term through a well-coordinated response plan (as per Essential 09), these efforts need to be supported through long-term disaster recovery as a precondition to 'Building Back Better'.

- **Recognizing that identifying the right solution for displaced persons requires the engagement of displaced persons.** Finding solutions requires individuals and households rebuilding their lives over time. Many months, and in some cases years, will be needed to fully restore livelihoods, housing, healthcare and education that were lost during displacement, and people's priorities will change in the process. Understanding people's intentions through consultation and engagement to co-design solutions is part and parcel of this process.
- **Recognizing that supporting solutions will require very diverse forms of assistance.** Throughout the process towards solutions, people will need very diverse, and evolving support and opportunities. Those unable or unwilling to return for an extended period, for example, may need tailored help in accessing employment and livelihoods because they may not have the necessary skills or social networks for their current location. Promoting solutions means being ready to support access to training, legal support, language lessons and other aspects that enable people's efforts to seek new jobs. These diverse efforts need to be integrated in recovery plans and operations.
- **Long-lasting collaboration among actors** from all relevant sectors is vital.
- **Fostering community solidarity and integration** through measures that address the needs of the whole displacement-affected community. This will include promoting initiatives that engage or support jointly displaced persons arriving from different locations, as well as host communities. As well as building resilience for all, relevant initiatives can allay potential tensions between different communities. The meaningful participation and inclusion of all affected by displacement in decisions concerning recovery should be enabled to build the resilience of all.
- **Achieving sustainable development** needs to link to the issues addressed in other Essentials of this Addendum as well as long-term priorities of disaster-affected areas. Learning from past experiences and good practices that others have implemented will further success in achieving local integration in current scenarios.

<b>Q 10.1 Planning to overcome displacement-related vulnerabilities</b>	
<b>Question</b>	Are there processes in place to plan for solutions to overcome displacement-related vulnerabilities?
<b>Comment</b>	<p>Coherent, effective recovery planning, linking to ongoing risk-informed development processes, need to plan for an end to a person's displacement. Some aspects to consider in order to achieve this include:</p> <ul style="list-style-type: none"> <li>• Adequate housing or land.</li> <li>• Security of tenure and protection from eviction for displaced persons (especially where there are known instances of discrimination within housing options).</li> <li>• Opportunities within the labour market for meaningful job prospects.</li> <li>• Adequate service provision available equally for the whole population.</li> <li>• Justice provided where discrimination or protection failures have occurred; compensation for lost assets as appropriate (or referring cases to relevant national authorities).</li> <li>• Establishing ways to quickly replace displaced people's lost or destroyed legal documents, such as property titles and education certificates, and family reunification services provided where needed.</li> <li>• Activities that promote integration and foster community cohesion amongst all living the city.</li> </ul>
<b>Answers</b>	
	3 – There are plans in place to identify solutions that engage displaced persons, consider access to multiple well-being dimensions. There are adequate resources and capacities in place to activate them following disasters.
	2 – There is a plan in place to support the end of displacement, but it is either not fully resourced, does not consider multiple factors and/or has had limited consultation with displaced persons.
	1 – There has been discussion on solutions to end displacement, but no formal agreement or plan is in place. Insufficient consultation has taken place with displaced persons to gain their perspectives.
	0 – There are no plans in place to identify solutions in case of displacement.
<b>Means of verification (explanation and evidence)</b>	
<b>Actions to achieve higher degree of resilience</b>	
<b>Responsible entities</b>	
<b>Timescale</b>	

Q 10.2 Successful integration of displaced persons (optional)	
<b>Question</b>	
	Have actions aimed at ending disaster displacement led to the reduction of risks and challenges for displaced persons?
<b>Comment</b>	
	<p>If you have ongoing displacement needs in the city, it may be helpful to answer this question. The overall purpose of the tool is for local governments to assess capacity and gaps in DRR plans related to displacement, not to evaluate. This question is optional so that if cities would like to assess ongoing actions to plan future initiatives better, they can utilize it for self-assessment.</p> <p>High scores within this question will demonstrate that the efforts to address past displacement have been successful and are sustainable. Considerations and action plans should link to other Essentials to further identify gaps and prioritize actions.</p> <p>Answers to this question should show the sustained success of local responses:</p> <ul style="list-style-type: none"> <li>• After a disaster that has triggered displacement, the city is well functioning for all its residents.</li> <li>• Those who were displaced are able to avoid or mitigate future disaster risk (including the risk of secondary displacement).</li> <li>• There should be a progressive reduction in the numbers of those displaced or living in displacement.</li> </ul> <p>It may be useful to collect and publish lessons learned about the experience to be shared with city departments, local representatives, and external actors, and be used in order to further strengthen future displacement responses.</p>
<b>Answers</b>	
	3 – Multi-stakeholder collaboration, risk-informed planning and subsequent actions addressing disaster displacement challenges have led to desired and sustained results. There is a reduced number of people living in displacement.
	2 – Actions to address disaster displacement challenges have led to results, but challenges remain for displaced populations and/or some actions face sustainability limitations.
	1 – There is evidence that actions to address disaster displacement challenges have led to minor results, but significant challenges remain for displaced populations and/or significant sustainability limitations.
	0 – There is no evidence to suggest that disaster displacement challenges have been adequately addressed.
<b>Means of verification (explanation and evidence)</b>	
<b>Actions to achieve higher degree of resilience</b>	
<b>Responsible entities</b>	
<b>Timescale</b>	

## 4. Terminology

The following is a selection of disaster displacement terms used in the Addendum. Sources and further description can be found in the Facilitation Guide.

**Affected and displaced by disaster:** People who are affected, either directly or indirectly, by a hazardous event. Directly affected are those who have suffered injury, illness or other health effects, who were evacuated, displaced, relocated or have suffered direct damage to their livelihoods, economic, physical, social, cultural and environmental assets. Persons who, for different reasons and circumstances because of risk or disaster, have to leave their place of residence.<sup>21</sup>

**Disaster Displacement:** Situations where people are forced or obliged to leave their homes or places of habitual residence as a result of a disaster or in order to avoid the impact of an immediate and foreseeable natural hazard. Such displacement results from the fact that affected persons are (i) exposed to (ii) a natural hazard in a situation where (iii) they are too vulnerable and lack the resilience to withstand the impacts of that hazard. It is the effects of natural hazards, including the adverse impacts of climate change, that may overwhelm the resilience or adaptive capacity of an affected community or society, thus leading to a disaster that potentially results in displacement. Disaster displacement may take the form of spontaneous flight, an evacuation ordered or enforced by authorities or an involuntary planned relocation process. Such displacement can occur within a country (internal displacement), or across international borders (cross-border disaster displacement).<sup>22</sup>

**Displacement-affected population:** Displacement-affected communities bear the consequences of displacement. They include displaced people themselves, host communities, communities in return areas and those in which former displaced people integrate.<sup>23</sup>

**Displacement stages** Throughout the Addendum, different stages of displacement are referred to. The terminology often covers before, during and after displacement (unless specifically stated) and these stages of displacement involve the below aspects.

- **Disaster risk reduction:** Hazard prevention, mitigation or strengthening resilience before displacement to prevent or reduce situations and conditions leading to displacement.
- **Disaster preparedness:** Preparedness in the context of displacement refers to an informed decision, but unavoidable and therefore forced choice, to move. Cities and organizations can support anticipatory action, including early warning/early action, before displacement to prepare. Ensure that displacement takes place in an orderly, dignified manner, including by assisting those unable to move by themselves. Plans

<sup>21</sup> Sendai Framework Terminology on Disaster Risk Reduction, <https://www.preventionweb.net/terminology/affected>

<sup>22</sup> The Nansen Initiative: Disaster-Induced Cross-border Displacement - Agenda for the Protection of Cross-border displaced persons in the context of disasters and climate change, paragraph 16, [https://disasterdisplacement.org/wp-content/uploads/2014/08/EN\\_Protection\\_Agenda\\_Volume\\_I-low\\_res.pdf](https://disasterdisplacement.org/wp-content/uploads/2014/08/EN_Protection_Agenda_Volume_I-low_res.pdf)

<sup>23</sup> Words into Action guidelines – Disaster displacement: How to reduce risk, address impacts and strengthen resilience: <https://www.undrr.org/words-into-action/disaster-displacement-how-reduce-risk-address-impacts-and-strengthen-resilience>, page 17

for shelters/centres that can receive the displaced population should be in place before the disaster.

- **Disaster response:** During a disaster or immediately after it, civil protection, emergency management and humanitarian responses must be put in place to provide for the basic needs of the displaced persons and reduce the ongoing risks linked with displacement.
- **Disaster recovery:** After a disaster reconstruction, rehabilitation of livelihoods and other actions take place to provide a pathway to a durable solution for displaced persons. These recovery actions should address long term development concerns and promote equality and inclusion, ensuring a person can continue to enjoy their human rights without discrimination on account of their displacement (see Durable solution).<sup>24</sup>
- **Durable solution:** A durable solution is achieved when internally displaced persons no longer have any specific assistance and protection needs that are linked to their displacement and can enjoy their human rights without discrimination on account of their displacement. It can be achieved through sustainable reintegration at the place of origin (return); sustainable local integration in areas where internally displaced persons take refuge (local integration); sustainable integration in another part of the country (settlement elsewhere in the country).<sup>25</sup>

**Environmental Migrants:** Persons or groups of persons who, predominantly for reasons of sudden or progressive change in the environment that adversely affects their lives or living conditions, are obliged to leave their habitual homes, or choose to do so, either temporarily or permanently, and who move either within their country or abroad.<sup>26</sup>

**Evacuation:** Moving people and assets temporarily to safer places before, during or after the occurrence of a hazardous event in order to protect them. Evacuation plans refer to the arrangements established in advance to enable the moving of people and assets temporarily to safer places before, during or after the occurrence of a hazardous event. It is commonly characterized by a short time frame, from hours to weeks, within which emergency procedures need to be enacted in order to save lives and minimize exposure to harm. Evacuations may be mandatory, advised or spontaneous - and are considered as a form of displacement.<sup>27</sup>

**Human mobility:** Generic term encompassing different types of movements including climate change induced displacement, migration and planned relocation.<sup>28</sup>

**Internally Displaced Person (IDP):** Persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence,

<sup>24</sup> For more information on disaster concepts, please see <https://www.preventionweb.net/understanding-disaster-risk>

<sup>25</sup> Inter-Agency Standing Committee (2010). Framework: Durable Solutions for Internally Displaced Persons – Project on Internal Displacement. <https://interagencystandingcommittee.org/sites/default/files/migrated/2021-03/IASC%20Framework%20on%20Durable%20Solutions%20for%20Internally%20Displaced%20Persons%2C%20April%202010.pdf>

<sup>26</sup> IOM, <https://environmentalmigration.iom.int/environmental-migration>

<sup>27</sup> UNDRR, <https://www.undrr.org/terminology/evacuation>

<sup>28</sup> IOM, <https://environmentalmigration.iom.int/environmental-migration>



violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border.<sup>29</sup>

**Migration as adaptation:** When people decide or are forced to move due to environmental and climatic changes – whether sudden or slow – their mobility is an adaptation strategy that allows them to minimize harm for themselves and/or improve their overall lives.<sup>30</sup>

**Protracted displacement:** Situations where displaced people are prevented from taking or are unable to take steps for significant periods of time to progressively reduce their vulnerability, impoverishment and marginalization and find a durable solution to displacement.<sup>31</sup>

**Protection:** Any positive action, whether based on legal obligations, undertaken by States on behalf of disaster displaced persons or persons at risk of being displaced that aim at obtaining the full respect for the rights of the individual in accordance with the letter and spirit of applicable bodies of law, namely human rights law, international humanitarian law and refugee law.<sup>32</sup>

**Secondary displacement** Secondary displacement refers to the voluntary or forcible displacement of internally displaced persons (IDPs) from their current location of displacement to another location where long-term recovery and integration are not achievable.

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<sup>29</sup>UN OCHA (1998). Guiding Principles on Internal Displacement: <https://www.internal-displacement.org/publications/ocha-guiding-principles-on-internal-displacement>

<sup>30</sup> IOM, <https://weblog.iom.int/migration-adaptation-strategy-climate-change>

<sup>31</sup> UN OCHA, Kälén, Walter and Entwistle-Chapuisat, Hannah (2017). Breaking the Impasse: Reducing Protracted Internal Displacement as a Collective Outcome. <https://www.jips.org/jips-publication/breaking-the-impasse-reducing-protracted-internal-displacement-as-a-collective-outcome/>

<sup>32</sup> The Nansen Initiative: Disaster-Induced Cross-border Displacement - Agenda for the Protection of Cross-border displaced persons in the context of disasters and climate change, [https://disasterdisplacement.org/wp-content/uploads/2014/08/EN\\_Protection\\_Agenda\\_Volume\\_I.-low\\_res.pdf](https://disasterdisplacement.org/wp-content/uploads/2014/08/EN_Protection_Agenda_Volume_I.-low_res.pdf)

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## Annex: City or local government profile

In addition to general information about the city or local government, and in order to ensure that disaster displacement is included in local planning processes, it is important to also have quantitative information and accurate up-to-date data on displacement to facilitate evidence-based decision-making.

The questions provided in the template table below may be utilized as prompts to set the context of disaster displacement in the city or local (sub-national) area. If the information is not known or easily accessible, or disaster displacements have not yet occurred, it is not necessary to complete the table (or complete it in full).

In line with the Sendai Framework, EGRIS' recommendations<sup>1</sup> and other international guidance on displacement statistics, such data should ideally be disaggregated by sex, age, disability status, income, as well as displacement-specific parameters such as timing, duration, distance and type of movement.

Local information may be found within the municipality's statistics department, in media sources or reports from the time of specific disasters or with civil society groups and non-governmental organizations tracking data. If it is not available or found, national data may be helpful to set the scene - however should be used as a guide/prompt for discussion as the Addendum focuses on local capacity to address disaster displacement. National statistics and other case studies can be found at IDMC's Displacement Data dashboard,<sup>2</sup> IOM's webpage<sup>3</sup> or other international information portals.<sup>4</sup> Further guidance on methodologies to track displacement is also available.<sup>5</sup>

<sup>1</sup> Expert Group on Refugee, IDP and Statelessness Statistics Recommendations, accessible at: <https://egrisstats.org/>

<sup>2</sup> Internal Displacement Monitoring Centre's Database, accessible at: <https://www.internal-displacement.org/database/displacement-data/>.

<sup>3</sup> International Organization for Migration, accessible at: <https://www.iom.int/where-we-work>.

<sup>4</sup> For example, Relief Web Country Pages: <https://reliefweb.int/countries>.

<sup>5</sup> See the following sources: IDMC's advice on internal displacement monitoring tools: <https://www.internal-displacement.org/monitoring-tools/>; IOM-IDMC Displacement indicators for DRR: <https://environmentalmigration.iom.int/sites/g/files/tmzbd1411/files/inline-files/iom-idmc-disaster-displacement-indicators-final.pdf> and <https://environmentalmigration.iom.int/developing-indicators-displacement-disaster-risk-reduction>; UNDRR's "Monitoring disaster displacement to support the implementation of the Sendai Framework", accessible at: <https://www.undrr.org/media/48411/download?startDownload=20240523> (page 45).

Template for city / local government's disaggregated data on displacement			
City profile	Total numbers and/or percentage of the total population - if known	Description / further explanation if needed	Source of the information
Type of disaster displacement occurrences (in the recent past)*	N/A		
Number of displacements (in recent past, including evacuations)**			
Current number of people still living in displacement due to disasters (estimated prevalence)**			
Information disaggregated by income (e.g. number/percentage below the poverty line)			
Information disaggregated by sex			
Information disaggregated by age			
Information disaggregated by type of disability (e.g. physical impairment, sensory impairment, cognitive impairment, intellectual impairment, mental illness, and some form of chronic disease)			
Hazards likely to trigger displacement in the future	N/A		
Potential number of people that could be displaced by those hazards			
Any other relevant information			

\* Facilitator and/or participants to agree on a timeframe that best suits their context. This timeframe should be what is considered most conducive to being able to score the various capacities needed to address displacement, as set out in the Addendum Essentials. A focus on recent years will likely be more valuable than considering previous decades.

\*\* If a person is displaced multiple times, these are counted separately - this is easier to do in the data than track the movement of one person. If known, data terminology could highlight the number of displacements as well as the number of people who continue to live in displacement.

Additionally, in order to better understand the differentiated risks and possible impacts faced by displaced persons, it is necessary to have a qualitative assessment of their situation, by identifying the living conditions of these persons and their families, the socio-economic barriers that displaced persons face, as well as their experiences in past disasters or emergency events and the lessons learned from them. It is suggested that such information be collected in conjunction with relevant stakeholders and representatives of displaced groups.

Template for qualitative assessment of the situation of displaced persons in the city / local government	
<b>Socio-economic situation</b>	
<b>Main barriers they face</b>	
<b>Past disaster displacement experiences</b>	

### Mapping of relevant stakeholders and groups

Please list the relevant groups and their representatives who contributed to collecting information; please specify if representatives of displaced persons/groups were involved.

Template for relevant stakeholder information		
Name	Type of organization	Contact

*Add more rows as needed*



