

DISASTER-INDUCED CROSS-BORDER DISPLACEMENT



THE NANSEN INITIATIVE GLOBAL CONSULTATION CONFERENCE REPORT

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CONFERENCE REPORT

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1

INTRODUCTION

Forced displacement related to disasters, including the adverse effects of climate change, is a reality and among the biggest humanitarian challenges facing States and the international community in the 21st century. Between 2008 and 2014 a total of 184.4 million people were displaced by sudden-onset disasters, an average of 26.4 million people newly displaced each year. Of these, an annual average of 22.5 million people was displaced by weather- and climate-related sudden-onset hazards. Others have to move because of the effects of sea level rise, desertification or environmental degradation. Looking to the future, there is high agreement among scientists that climate change, in combination with other factors, is projected to increase displacement.

The Nansen Initiative is a state-led, bottom-up consultative process intended to identify effective practices and build consensus on key principles and elements to address the protection and assistance needs of persons displaced across borders in the context of disasters, including the adverse effects of climate change. It was launched by the Governments of Norway and Switzerland in October 2012, with the support of the Steering Group comprised of Australia, Bangladesh, Costa Rica, Germany, Kenya, Mexico, and the Philippines, and accompanied by the Group of Friends co-chaired by Morocco and the European Union. The Initiative builds on paragraph 14(f) of the 2010 UNFCCC Cancun Agreement on climate change adaptation which recognizes displacement, migration and planned relocation as one of the challenges to adapt to climate change.

The Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change (Protection Agenda) was endorsed by 109 governmental delegations during a global intergovernmental consultation on 12-13 October 2015 in Geneva, Switzerland that gathered a total of 361 participants representing governments, international organizations, academic institutions and civil society. The Protection Agenda consolidates the outcomes of a series of regional intergovernmental consultations and civil society meetings convened by the Nansen Initiative in Africa, the Americas, Asia and the Pacific over the course of 2013-2015, as well as research commissioned by the Nansen Initiative.

The purpose of the Protection Agenda is to enhance understanding, provide a conceptual framework, and identify effective practices for strengthening the protection of cross-border disaster-displaced persons. Rather than calling for a new binding international convention on cross-border disaster-displacement, the Agenda supports an approach that focuses on the integration of effective practices by States and (sub-) regional organizations into their own normative frameworks in accordance with their specific situations and challenges.

In particular, the Protection Agenda addresses the protection and assistance needs of cross-border disaster-displaced persons by exploring potential measures that States may voluntarily adopt and harmonize to admit such persons relying on humanitarian considerations and international solidarity with disaster affected countries and communities. At the same time, the Agenda identifies effective practices to manage disaster displacement risk in the country of origin to prevent displacement by i) reducing vulnerability and building resilience to disaster displacement risk, ii) facilitating migration out of hazardous areas before disasters strike, iii) conducting planned relocation and iv) responding to the needs of internally displaced persons. The Protection Agenda ends with a list of priority areas for future action at national, (sub-) regional and international levels.

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ADDRESSES BY THE CHAIRMANSHIP (SUMMARIES)¹



OPENING ADDRESS by H.E. Mr. Didier Burkhalter

Federal Councillor and Head of the Federal Department of
Foreign Affairs, Government of Switzerland

This Global Consultation marks the culmination of the Nansen Initiative process and therefore it is a good moment to take stock of the work done and lay out the way ahead.

First, one of the key strengths of the Nansen Initiative is its inclusive nature, the fact that it has consulted with a broad range of governments, civil society and experts from over one hundred countries. Another major achievement is that it tears down thematic silos and stimulates thinking across different fields.

Second, the Nansen Initiative has kick-started a global dialogue on human mobility in the context of disasters and climate change with the aim to create a common understanding on how to address the needs of cross-border disaster-displaced persons across the globe. It also anchored its findings and conclusions in relevant existing regional and international processes, such as in the Cartagena+30 process, which adopted a common roadmap to address new displacement trends in Latin America and the Caribbean, and the Sendai Framework for Disaster Risk Reduction. In view of the COP21 Conference in Paris, climate change-related displacement must remain high up on the agenda of the Parties to the UNFCCC.

Third, the Nansen Initiative unveils regional diversity – not only with regard to the phenomenon of cross-border disaster-displacement itself, but also with regard to the experiences and responses. As is so often the case, there is no one-size-fits-all solution: regional responses are needed. Good examples already exist and I encourage committed countries to take up leadership as regional champions in order to make use of the findings of the Nansen Initiative and implement the “Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change” (Protection Agenda) in accordance with their regional realities.

Fourth, the Protection Agenda offers a valuable toolbox for affected countries and other actors, providing for the first time a comprehensive picture of the phenomenon of cross-border disaster-displacement, and identifying effective practices, as well as remaining normative, institutional, operational and knowledge gaps. While Switzerland and Norway have fulfilled their pledge from 2011 with the presentation and endorsement of the Protection Agenda, the Global Consultation should not be considered as the end of the Nansen Initiative, but rather as a first step of a new phase. It will now be important to implement the Protection Agenda and fill the gaps identified. At the national level, States are encouraged to carry forward the findings of the Protection Agenda that are most relevant to them to improve prevention and preparedness, and to offer the best protection to those forced to flee. At the regional and global levels, regional champions and relevant international organizations such as UNHCR and IOM will play a key role in furthering the momentum of this Consultation. A guiding principle that could inspire our action is placed at the beginning of the Swiss constitution: “the strength of a people is measured by the well-being of its weakest members.”

¹ Full versions of the statements can be found in Chapter 6.



CLOSING ADDRESS by H.E. Mr. Morten Høglund

State Secretary, Ministry of Foreign Affairs, Government of Norway

The Nansen Initiative consultative process has made it clear that disaster displacement is a reality, and one of the biggest challenges facing States and the international community in the 21st century. Such enormous numbers of displaced people, and the complex reasons behind their flight, can be overwhelming.

The Nansen Initiative's "Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change" endorsed in Geneva does not shy away from the complexity nor the grave seriousness of this situation. To the contrary, the Protection Agenda provides us with something very rare – a tool box – for how to deal with cross-border disaster-displacement as well as how to avoid it. Building upon a three year consultative process, we hope that the effective practices and key principles identified in the agenda provide a solid basis to guide future cooperation and action on cross-border disaster-displacement in national, regional and international processes. It demands political will to take this discussion further. The message from the agenda is clear: disaster reduction, preparedness and climate change adaptation must be higher on our agenda.

As the first phase of the Nansen Initiative ends and another begins, we would like to express our sincere appreciation to the members of the Nansen Initiative Steering Group, the Group of Friends, the Consultative Committee, the Envoy and his team, and all the participants in the Global Consultation. We trust that new champions will emerge from the momentum of this successful Global Consultation.

We hope that the agenda will be a valuable document that contributes to national, regional and global processes and cooperation. Norway will continue to be engaged in the topic. We will bring the tool box with us to the global policy processes, such as the Paris negotiations under the UNFCCC and those associated with the Sendai Framework for Disaster Risk Reduction, and the Sustainable Development Goals. But the true value of this initiative is in its application. The sustainability of the Nansen Initiative, now that the initiative enters a new phase and is formally closed, rests with the international community.

I encourage States to lend their full support to its implementation and for new champions to emerge, and I thank both UNHCR and IOM for standing ready to contribute to that process.



MESSAGE from Prof. Walter Kaelin

Envoy of the Chairmanship

The Nansen Initiative was launched by the Governments of Switzerland and Norway in October 2012, recognizing that under existing international law there is no assurance that people forced by disasters to flee across international borders will be admitted and receive assistance, let alone find durable solutions to their displacement. It was also acknowledged that cross-border disaster-displacement creates not only legal protection problems but also operational, institutional and funding challenges, since no international organization has a clear mandate for such people.

However, over the course of the Nansen Initiative's consultative process with States, civil society, academics, international organizations and affected communities, the Initiative identified a wide variety of humanitarian protection measures for cross-border disaster-displaced persons. These include issuing humanitarian visas, stays of deportation, granting refugee status in exceptional cases, bilateral or regional arrangements on free movement of persons, expediting normal migratory channels, or the issuance of work permits. At the same time, the Nansen Initiative generated strong interest and support because it provided a space to discuss what can be done to help people stay in their homes for as long as possible, and if they need to move as a result of natural hazards, including the impacts of climate change, that they are able to do so in a planned and dignified way that respects their rights.

With the strong endorsement of the Protection Agenda, which provides a tool box of potential policy options to address cross-border disaster-displacement, it will be important to continue to build upon the positive momentum generated by the Global Consultation to ensure that the effective practices inspire concrete action to provide protection and build resilience to the impacts of future natural hazards and the impacts of climate change. In particular, regional and sub-regional organizations will play a crucial role in complementing national efforts to identify solutions by building upon and strengthening existing laws, policies and mechanisms. At the same time, key gaps remain that need to be tackled, such as strengthening data collection and knowledge on cross-border disaster-displacement, improving the overall predictability and response capacity to cross-border disaster-displacement, and enhancing efforts to manage disaster displacement risk in countries of origin.

With the potential negative impacts of climate change looming before us, there is no better time than now to act on the wealth of experiences and practices set out in the Protection Agenda.

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KEYNOTE ADDRESSES (SUMMARIES)²



KEYNOTE ADDRESS by Mr. Volker Türk

Assistant High Commissioner for Protection, Office of the
UN High Commissioner for Refugees (UNHCR)

The Assistant High Commissioner for Protection, Mr. Volker Türk, welcomed the Global Consultation and the Protection Agenda as the culmination of the groundbreaking Nansen Initiative, noting the growing recognition among States of the imperative of addressing climate change from a myriad of perspectives, including that of displacement, humanitarian emergency response, protection and preventing statelessness.

Mr. Türk underlined the reality that the majority of the almost 60 million people displaced around the world today were situated in “climate change hotspots” and that climate change was a megatrend that would compound other megatrends, including rapid urbanization, food and water insecurity, and competition over resources. People were also in some instances forced to abandon their homes as a result of the interaction between environmental degradation, natural hazards and climate change.

While most of this displacement was internal, Mr. Türk emphasized that the future would see more and more people displaced across international borders by the effects of climate change. The Nansen Initiative Protection Agenda has identified, in a principled and pragmatic way, the practices necessary to address the possible protection needs of people displaced across borders in the context of disasters and climate change.

Mr. Türk noted that national adaptation plans may provide the best mechanisms to integrate migration and planned relocation as adaptation measures in national policy development, in close consultation with communities at risk of displacement, to prevent and mitigate forced internal and cross-border displacement in the context of climate change.

Mr. Türk considered that one of the most important lessons derived from the Nansen Initiative was that States *could* prevent and prepare for increased displacement in future when the right policies are in place. He said that stepping up adaptation and disaster risk reduction efforts needed to go hand in hand with mitigation, and the protection dimension had to be central in these endeavors. Finally, Mr. Türk expressed the hope that the upcoming climate change meeting in Paris would become another milestone in addressing the human mobility aspects of climate change.

² Full versions of the statements can be found in Chapter 6.



KEYNOTE ADDRESS by H.E. Mr. William Lacy Swing

Director General, International Organization for Migration (IOM)

IOM Director General William Lacy Swing highlighted that our contemporary world faces major refugee and migration movements, where disasters and climate change are among the root causes of the record number of persons forced to migrate. He said that new and improved migration policies are needed, including more legal avenues for migration. Ambassador Swing shared IOM's vision that we can plan migration in order to mitigate possible adverse impacts of climate and disaster induced migration, reduce the need for future disaster response interventions, and maximize the positive potential of migration as an adaptation strategy.

Ambassador Swing highlighted the achievements of the Nansen Initiative and emphasized the need for an approach that acknowledges human mobility in an all-encompassing manner that considers all types of protection, including through soft law, temporary protection and consular provisions, as well as rights-based approaches.

Additionally, the Director General of IOM shared his vision on the follow up actions to the Nansen Initiative in 2016 and beyond. He emphasized the need for enhanced action and cooperation, in particular in regards to urging States to integrate human mobility in the climate change agreements to be negotiated in Paris in 2015, and building upon the inclusion of migration in both the Sendai Framework for Disaster Risk Reduction and the Sustainable Development Agenda.

Ambassador Swing highlighted IOM's substantive contributions to the Nansen Initiative and the interest of the organization to further anchor follow up activities based on its expertise, mandate, and organizational commitment to work with States and migrants on migration, environment, disasters and climate change. He stated IOM's unwavering commitment to implement the recommendations made in the Protection Agenda, in collaboration with a wide range of partners.

4

AGENDA FOR THE PROTECTION OF CROSS-BORDER DISPLACED PERSONS IN THE CONTEXT OF DISASTERS AND CLIMATE CHANGE

EXECUTIVE SUMMARY

Displacement Realities

Forced displacement related to disasters, including the adverse effects of climate change (disaster displacement), is a reality and among the biggest humanitarian challenges facing States and the international community in the 21st century. Every year, millions of people are displaced by disasters caused by natural hazards such as floods, tropical storms, earthquakes, landslides, droughts, salt water intrusion, glacial melting, glacial lake outburst floods, and melting permafrost. Between 2008 and 2014 a total of 184.4 million people were displaced by disasters, an average of 26.4 million people newly displaced each year. Of these, an annual average of 22.5 million people was displaced by weather- and climate-related hazards. Others have to move because of the effects of sea level rise, desertification or environmental degradation. Looking to the future, there is high agreement among scientists that climate change, in combination with other factors, is projected to increase displacement in the future.

Disaster displacement creates humanitarian challenges, affects human rights, undermines development and may in some situations affect security.

Most disaster displaced persons remain within their own country. However, some cross borders in order to reach safety and/or protection and assistance in another country. While comprehensive and systematic data collection and analysis on cross-border disaster-displacement is lacking, based on available data, Africa along with Central and South America, in particular have seen the largest number of incidences of cross-border disaster-displacement.

THE NANSEN INITIATIVE

DISASTER-INDUCED CROSS-BORDER DISPLACEMENT

The Nansen Initiative is a state-led, bottom-up consultative process intended to identify effective practices and build consensus on key principles and elements to address the protection and assistance needs of persons displaced across borders in the context of disasters, including the adverse effects of climate change. It is based upon a pledge by the Governments of Switzerland and Norway, supported by several States, to cooperate with interested States and other relevant stakeholders, and was launched in October 2012.

The Nansen Initiative has identified at least 50 countries that in recent decades have received or refrained from returning people in the aftermath of disasters, in particular those caused by tropical storms, flooding, drought, tsunamis, and earthquakes. An analysis of the law, relevant institutions and operational responses pertinent to the protection and assistance of cross-border disaster-displaced persons reveals a general lack of preparedness leading to *ad hoc* responses in most cases.

Disaster displacement is multi-causal with climate change being an important, but not the only factor. Population growth, underdevelopment, weak governance, armed conflict, violence, as well as poor urban planning in rapidly expanding cities, are important factors in disaster displacement as they further weaken resilience and exacerbate the impacts of natural hazards, environmental degradation and climate change.

Preparedness

These current and emerging realities call for *increased preparedness, solidarity and cooperation* by States, (sub-)regional organizations and the international community to prevent, avoid, and respond to disaster displacement and its causes. Since sudden-onset disasters may occur at any time and slow-onset disasters are likely to arise in many parts of the world, cross-border disaster-displacement is a global challenge. Potentially every State could be confronted with such displacement, either as a country of destination, transit or origin.

The Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change

The Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change (hereinafter Protection Agenda), endorsed by a global intergovernmental consultation on 12-13 October 2015 in Geneva, Switzerland, consolidates the outcomes of a series of regional intergovernmental consultations and civil society meetings convened by the Nansen Initiative. To assist States and other actors as they seek to improve their preparedness and response capacity to address cross-border disaster-displacement, the Protection Agenda:

- **Conceptualizes a comprehensive approach to disaster displacement** that primarily focuses on protecting cross-border disaster-displaced persons. At the same time, it presents measures to manage disaster displacement risks in the country of origin;
- **Compiles a broad set of effective practices** that could be used by States and other actors to ensure more effective future responses to cross-border disaster-displacement;
- **Highlights the need to bring together and link multiple policies and action areas to address cross-border disaster-displacement** and its root causes **that to date have been fragmented** rather than coordinated, and calls for the increased collaboration of actors in these fields; and
- **Identifies** three priority areas **for enhanced action** by States, (sub-)regional organizations, the international community as well as civil society, local communities, and affected populations to address existing gaps.

Rather than calling for a new binding international convention on cross-border disaster-displacement, this agenda supports an approach that focuses on the integration of effective practices by States and (sub-)regional organizations into their own normative frameworks in accordance with their specific situations and challenges.

The Protection Agenda is situated in the context of increased international and regional recognition of the challenges of human mobility in the context of disasters and climate change, such as the Conference of the Parties to the UN Framework Convention on Climate Change, Sendai Framework for Disaster Risk Reduction 2015–2030, UN’s 2030 Agenda for Sustainable Development, and the World Humanitarian Summit. The Nansen Initiative has already successfully contributed its relevant findings and conclusions to several of these

processes. Thus, the Protection Agenda aims to further complement and support, rather than duplicate, these international and regional frameworks, processes and action areas by providing relevant evidence and examples of effective practices to address disaster displacement and its causes.

Protection

This agenda uses “**protection**” to refer to any positive action, whether or not based on legal obligations, undertaken by States on behalf of disaster displaced persons or persons at risk of being displaced that aim at obtaining 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. While highlighting the humanitarian nature of such protection, the agenda does not aim to expand States’ legal obligations under international refugee and human rights law for cross-border disaster-displaced persons and persons at risk of being displaced.

Protecting Cross-Border Disaster-Displaced Persons

Providing protection abroad to cross-border disaster-displaced person can take two forms. States can either admit such persons to the territory of the receiving country and allow them to stay at least temporarily, or they can refrain from returning foreigners to a disaster affected country who were already present in the receiving country when the disaster occurred. In both situations, such humanitarian protection is usually provided temporarily, giving rise to the need to find lasting solutions for them.

International law does not explicitly address whether and under which circumstances disaster displaced persons shall be admitted to another country, what rights they have during their stay, and under what conditions they may be returned or find another lasting solution. In the absence of clear provisions in international law, some States, particularly in the Americas, selected regions in Africa and a few States in Europe, have developed a multitude of tools that allow them to admit or not return disaster displaced persons on their territory on an individual or group basis. These humanitarian protection measures are generally temporary, and may be based on regular immigration law, exceptional immigration categories, or provisions related to the protection of refugees or similar norms of international human rights law. The Protection Agenda highlights many effective practices in this regard.

Disaster displaced persons may need to be admitted to another country to escape real risks to their life and health, or access essential humanitarian protection and assistance not available in the country of origin. Absent such immediate needs, States sometimes are also ready to admit persons from disaster-affected countries as an act of international solidarity.

To date, the direct and serious impact of a disaster on a person has been a key consideration guiding admission decisions, including factors such as the seriousness of the disasters’ impact, the person’s pre-existing vulnerabilities, broader humanitarian considerations, and solidarity with the disaster affected country.

When cross-border disaster-displaced persons are admitted to a country, it is important to clarify their rights and responsibilities for the duration of their stay, taking into account the capacity of receiving States and host communities and the likely duration of stay. Such clarification not only ensures respect for the rights and basic needs of those admitted, but also helps avert the risk of secondary movements to another country.

States and disaster displaced persons may prefer to end cross-border disaster-displacement through voluntary return with sustainable re-integration at the place where displaced persons lived before the disaster. When return to their former homes is not possible or desired, in particular when the area concerned is no longer habitable or too exposed to the risk of recurrent disasters, an alternative way to end cross-border disaster-displacement includes settlement in a new place of residence after return to the country of origin. Particularly when the conditions causing the displacement persist for an extended period of time or become permanent, finding a lasting solution also may mean facilitating permanent admission in the country that admitted them, or in exceptional cases to a third country.

Managing Disaster Displacement Risk in the Country of Origin

A comprehensive approach to cross-border disaster-displacement also requires tackling disaster displacement risk in the country of origin. Therefore, the Protection Agenda addresses not only the protection and assistance needs of cross-border disaster-displaced persons, but, at the same time, identifies measures to manage disaster displacement risks in the country of origin. These include effective practices to reduce vulnerability and build resilience to disaster displacement risk, facilitate migration and conduct planned relocation out of hazardous areas, and respond to the needs of internally displaced persons.

REDUCING VULNERABILITY AND BUILDING RESILIENCE TO DISPLACEMENT RISK: Resilience is a key factor in determining whether and how individuals, families, communities and countries can withstand the impacts of sudden-onset and slow-onset natural hazards and impacts of climate change. Disaster risk reduction activities, infrastructure improvements, urban planning, climate change adaptation measures, land reform, and other development measures to strengthen the resiliency of vulnerable persons or groups of persons are all potential actions to help people remain safely in their homes when faced with natural hazards, and thus substantially reduce the number of disaster displaced persons. Such activities may also help to strengthen host communities' capacity to receive displaced persons, and facilitate finding lasting solutions to end displacement by reducing exposure and building resilience to future hazards. Therefore it is important to specifically address displacement, migration and planned relocation in disaster risk reduction, climate change adaptation and other development plans and strategies.

MIGRATION WITH DIGNITY: When living conditions deteriorate in the context of natural hazards and the effects of climate change, individuals and families often use migration as a way to seek alternative opportunities within their country or abroad to avoid situations that otherwise may result in a humanitarian crisis and displacement in the future. Managed properly, migration has the potential to be an adequate measure to cope with the effects of climate change, other environmental degradation and natural hazards. Circular or temporary migration can create new livelihood opportunities, support economic development, and build resilience to future hazards by allowing migrants to send back remittances and return home with newly acquired knowledge, technology and skills. The possibility for permanent migration is particularly important for low-lying small island States and other countries confronting substantial loss of territory or other adverse effects of climate change that increasingly make large tracts of land uninhabitable.

However migration also carries specific risks, in particular for women and children. Migrants might be economically exploited, exposed to dangerous conditions at their place of work or home, face discrimination or become victims of violence or being trafficked.

Measures to help facilitate migration with dignity from countries or areas facing natural hazards or climate change impacts include reviewing existing bilateral and (sub-) regional migration agreements, adopting national quotas or seasonal workers programs, and providing training and education to potential migrants.

PLANNED RELOCATION: The risks and impacts of disasters, climate change, and environmental degradation have led many governments around the world to move and settle persons or groups of persons to safer areas, both before and after disaster displacement occurs. However, because of the many negative effects associated with past relocation processes (e.g. challenges related to sustaining livelihoods, cultural ties, identity and connection to land), planned relocation is generally considered a last resort after other options have been reasonably exhausted.

Experience shows that planned relocation is more likely to be sustainable if it is undertaken in consultation with and the participation of affected people, including host communities, and with full respect of the rights of relocated people. Additional factors for success include taking into account community ties, cultural values, traditions, and psychological attachments to their original place of residence, and ensuring adequate livelihood opportunities, basic services, and housing in the new location. Systematic engagement with women, in particular, also contributes to a successful outcome of the relocation process. Clear guidance on these issues facilitates planned relocation processes.

ASSISTING INTERNALLY DISPLACED PERSONS: Since most disaster displacement takes place within countries, the protection of internally displaced persons (IDPs) is particularly important. To be effective, approaches to risk mapping, disaster risk reduction measures, contingency planning, the humanitarian response, as well as efforts to find lasting solutions to disaster displacement often require addressing both internal and cross-border displacement at the same time. Furthermore, although more knowledge and data is required to better understand the relationship, it has been observed that cross-border disaster-displacement could potentially be avoided or reduced if IDPs received adequate protection and assistance following disasters. In particular, a lack of durable solutions is one reason why internally displaced persons may subsequently move abroad.

The UN Guiding Principles on Internal Displacement, which have been recognized by the international community as an “important international framework for the protection of internally displaced persons,” include those displaced in the context of disasters. At the regional level, internal displacement in the context of disasters and climate change is explicitly covered by the AU Kampala Convention. Addressing all stages of disaster displacement in line with these standards within disaster risk management or IDP laws and policies, and clarifying the roles and responsibilities of relevant actors are key elements of preparing an effective response.

Priority Areas for Future Action

Preventing and responding to cross-border disaster-displacement requires enhanced action at the national, (sub-)regional and international level. These effective practices identified in the Protection Agenda provide a starting point to inspire future action, and bring together the many existing policy and action areas discussed in this agenda that have been relatively uncoordinated to date.

As a contribution to future efforts to address cross-border disaster-displacement, this agenda identifies three priority areas for action to support the implementation of identified effective practices:

1. **COLLECTING DATA AND ENHANCING KNOWLEDGE** on cross-border disaster-displacement;
2. **ENHANCING THE USE OF HUMANITARIAN PROTECTION MEASURES** for cross-border disaster-displaced persons, including mechanisms for lasting solutions, for instance by harmonizing approaches at (sub-)regional levels;
3. **STRENGTHENING THE MANAGEMENT OF DISASTER DISPLACEMENT RISK IN THE COUNTRY OF ORIGIN** by:
 - a. Integrating human mobility within disaster risk reduction and climate change adaptation strategies, and other relevant development processes;
 - b. Facilitating migration with dignity as a potentially positive way to cope with the effects of natural hazards and climate change;
 - c. Improving the use of planned relocation as preventative or responsive measure to disaster risk and displacement;
 - d. Ensuring that the needs of IDPs displaced in disaster situations are specifically addressed by relevant laws and policies on disaster risk management or internal displacement.

Action in the three priority areas requires concerted efforts at all levels. States should consider establishing at the national level designated institutional leadership to bring together different branches of government to coordinate national planning and response efforts for cross-border disaster-displacement. At the same time, effective implementation of activities requires strong involvement and participation of local authorities; affected communities including, where relevant, indigenous peoples; women; youth; as well as civil society organizations and academia.

Recognizing that most cross-border disaster-displacement takes place within regions and therefore appropriate responses vary from region to region, the roles of regional and sub-regional organizations, for example the African Union and the African regional economic communities or the Pacific Islands Forum, are of primary importance for developing integrated responses. More specialized (sub-)regional mechanisms include Regional Consultative Processes (on migration), human rights mechanisms, disaster risk management centres, climate change adaptation strategies, as well as common markets and free movement of persons arrangements, among others. Contributions by the international community and development partners are also important.

At the global level, international organizations and agencies dealing with issues as diverse as humanitarian action, human rights protection, migration management, refugee protection, disaster risk reduction, climate change adaptation, and development may also contribute. In particular, they can provide technical advice as well as capacity building and operational support to (sub-)regional, national and local authorities to support implementation of the three priority areas, according to their respective mandates and areas of expertise. However, there is a need to more closely cooperate with each other and integrate work in these areas.

To facilitate follow up on the agenda and implementation of activities identified in the three priority areas for action addressing cross-border disaster-displacement, it will be important to continue to provide a forum for dialogue among interested States to further discuss how best to protect cross-border disaster-displaced persons; and enhance cooperation and coordination between international organizations and agencies, and other relevant actors, in order to ensure a comprehensive approach to cross-border disaster-displacement.

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INTRODUCTION

I. Displacement Realities

[1] Forced displacement related to disasters, including the adverse effects of climate change, is a reality and among the biggest humanitarian challenges facing States and the international community in the 21st century. Every year, millions of people are displaced by disasters caused by natural hazards such as floods, tropical storms, earthquakes, landslides, droughts, salt water intrusion, glacial melting, glacial lake outburst floods, and melting permafrost. Between 2008 and 2014 a total of 184.4 million people were displaced by disasters, an average of 26.4 million people newly displaced each year.³ Of these, an annual average of 22.5 million people was displaced by weather- and climate-related hazards. Others have to move because of the effects of sea level rise, desertification or environmental degradation.

[2] Disaster displacement is large-scale, has devastating impacts on people and their communities, raises multiple protection concerns and undermines the development of many States. These challenges are compounded by the fact that disasters exacerbate pre-existing vulnerabilities. Sick and wounded persons, children, particularly when orphaned or unaccompanied, women headed households, people with disabilities, older persons, migrants, and members of indigenous peoples are often among the most seriously affected survivors of disaster. Least Developed Countries, small island developing States, as well as middle-income countries facing specific challenges, and their populations are hardest hit. While many displaced people are able to return to their homes after a short period of time, tens of millions among them need ongoing protection and assistance as well as support to find lasting solutions to end their displacement.

[3] Most disaster displaced persons remain within their own country. However, some cross borders in order to reach safety and/or protection and assistance in another country. The Nansen Initiative has identified at least 50 countries that in recent decades have received or refrained from returning people in the aftermath of disasters, in particular those caused by tropical storms, flooding, drought, tsunamis, and earthquakes (See Annex). Due to a lack of systematic monitoring of cross-border disaster-displacement this number is far from complete. Presently available global data cover “only the incidence of displacement, and not where displaced people flee to or where they eventually settle.”⁴ Thus, current evidence is not sufficient to determine how many people have crossed international borders in disaster contexts.

[4] Africa, and Central and South America in particular have seen incidences of cross-border disaster-displacement (See Annex). In Africa, such displacement largely occurs within the context of flooding and drought, but also volcanic eruptions, while in Central and South America, hurricanes, flooding, landslides and earthquakes most frequently lead to cross-border disaster-displacement. Although the adverse impacts of climate change have already started to prompt population movements in the Pacific region, cross-border displacement is not yet a significant reality. However, the effects of rising sea levels such as submergence, coastal flooding, and coastal erosion will seriously affect the territorial integrity of small island developing States and States with extensive low-lying coastlines, and thus may force substantial parts of their populations to move internally when possible, or abroad. As a continent, Asia has the highest number of people internally displaced as a consequence of disasters, notably those caused by tropical storms, earthquakes, glacial lake outburst floods, landslides and large-scale flooding. While instances of cross-border disaster-displacement

³ Internal Displacement Monitoring Centre (IDMC), “Global Estimates 2015: People displaced by disasters,” July 2015, p.8. Note, IDMC’s estimates do not include drought and other incidents of environmental degradation.

⁴ *Ibid*, p. 17.

have been rare in Asia, there is some evidence that the impacts of natural hazards and climate change contribute to people migrating abroad. Within Europe, although earthquakes and flooding have displaced substantial numbers of people, there is little evidence of significant displacement or migration to other countries.

[5] Looking to the future, there is high agreement among scientists that climate change, in combination with other factors, is projected to increase displacement in the future, with migration increasingly becoming an important response to both extreme weather events and longer-term climate variability and change.⁵ Sea level rise, in particular, is expected to force tens or hundreds of millions of people to move away from low-lying coastal areas, deltas and islands that cannot be protected such as through infrastructure improvement and coastal protection measures.⁶

[6] However, because disaster displacement is multi-causal, climate change will be an important but not the only contributing factor. Population growth, underdevelopment, weak governance, armed conflict and violence, as well as poor urban planning in rapidly expanding cities, are important drivers of displacement and migration as they further weaken resilience and increase vulnerability, and exacerbate the impacts of natural hazards and climate change. Due to this multi-causality and uncertainty regarding the extent to which States will be successful in their attempts to mitigate and adapt to climate change, accurate global quantitative projections are difficult to make.⁷ However, it is possible to identify areas particularly exposed to natural hazards and thus identify populations at risk of potential displacement. In particular, significant international movements are likely to become inevitable for the populations of low-lying island States, and coastal States losing significant parts of their territory that lack options for internal movement.

[7] Despite the difficulties of quantitative projections, these scenarios, particularly in light of the adverse impacts of climate change, call for *increased preparedness, solidarity and cooperation* by States, (sub-)regional organizations and the international community to prevent, avoid, and respond to disaster displacement and its causes. As sudden-onset disasters may occur any time and slow-onset disasters are likely to occur in many parts of the world, cross-border disaster-displacement is a global challenge. Already many States have been⁸ and potentially every State could be confronted with such displacement, either as a country of destination, transit or origin.

⁵ The IPCC also highlights that “populations that lack the resources for planned migration experience higher exposure to extreme weather events.” IPCC, “Summary for Policymakers: Climate Change 2014: Impacts, Adaptation and Vulnerability.” Contribution of Working Group II to the Fifth Assessment Report of the Intergovernmental Panel on Climate Change, Cambridge University Press: 2014, p. 20.

⁶ For example, the NASA Earth Science Division director Michael Freilich stated, based upon computer simulation of sea level rise, “More than 150 million people, most of them in Asia, live within one meter of present sea level.” <http://www.abc.net.au/news/2015-08-27/sea-levels-set-to-rise-nasa-says/6728008>. See also <https://www.nasa.gov/press-release/nasa-science-zeros-in-on-ocean-rise-how-much-how-soon>.

⁷ IPCC *supra* note 3, p. 20.

⁸ See Annex for more detailed description and examples.

II. The Nansen Initiative

[8] The Nansen Initiative is a state-led, bottom-up consultative process intended to identify effective practices, drawing on the actual practice and experience of governments, and build consensus on key principles and elements to address the protection and assistance needs of persons displaced across borders in the context of disasters, including the adverse effects of climate change. It is based upon a pledge by the Governments of Switzerland and Norway, supported by several States, to cooperate with interested States and other relevant stakeholders,⁹ and was launched in October 2012.¹⁰ The Nansen Initiative builds on paragraph 14(f) of the 2010 UNFCCC Cancun Agreement¹¹ on climate change adaptation that calls for “[m]easures to enhance understanding, coordination and cooperation with regard to climate change induced displacement, migration and planned relocation,” as well as the Nansen Principles that synthesize the outcomes of the 2011 Nansen Conference on Climate Change and Displacement.¹²

[9] The Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change, endorsed by a global intergovernmental consultation on 12–13 October 2015 in Geneva, Switzerland, consolidates the outcomes of a series of regional intergovernmental consultations and civil society meetings convened by the Nansen Initiative.¹³

⁹ During a Ministerial Meeting of UN Member States facilitated by UNHCR in December 2011, Norway and Switzerland made the following statement: “A more coherent and consistent approach at the international level is needed to meet the protection needs of people displaced externally owing to sudden-onset disasters, including where climate change plays a role. We therefore pledge to cooperate with interested states, UNHCR and other relevant actors with the aim of obtaining a better understanding of such cross border movements at relevant regional and sub-regional levels, identifying best practices and developing consensus on how best to assist and protect the affected people.”

¹⁰ The Nansen Initiative is led by the Governments of Norway and Switzerland. Its Steering Group is comprised of nine Member States: Australia, Bangladesh, Costa Rica, Germany, Kenya, Mexico, Norway, the Philippines, and Switzerland, and complemented by IOM and UNHCR as standing invitees. The Steering Group is joined by the European Union and Morocco in their capacity as co-chairs of the Group of Friends. The Consultative Committee informs the process through expertise.

¹¹ Paragraph 14(f) invites States to enhance their action on adaptation including by “[m]easures to enhance understanding, coordination and cooperation with regard to climate change induced displacement, migration and planned relocation, where appropriate, at the national, regional and international levels.” United Nations Framework Convention on Climate Change Decision 1/CP.16, *The Cancun Agreements: Outcome of the work of the Ad Hoc Working Group on Long-term Cooperative Action under the Convention*, FCCC/CP/2010/7/Add.1 (15 March 2011), available from <http://unfccc.int/resource/docs/2010/cop16/eng/07a01.pdf>.

¹² Nansen Conference on Climate Change and Displacement in the 21st Century held in Oslo on 5–7 June 2011. Nansen Principle IX calls for a “more coherent and consistent approach at the international level [...] to meet the protection needs of people displaced externally owing to sudden-onset disasters.”

¹³ Over the course of 2013–2015, intergovernmental Regional Consultations were held in the Pacific (the Cook Islands), Central America (Costa Rica), the Greater Horn of Africa (Kenya), Southeast Asia (the Philippines) and South Asia (Bangladesh). Civil Society meetings took place in the Pacific (Fiji), Central America (Guatemala), the Greater Horn of Africa (Kenya), Southeast Asia (Thailand), and South Asia (Nepal). Additional consultations were held on West Africa (Germany), Southern Africa (South Africa), and South America (Ecuador). Reports and conclusions from these meetings can be found at www.nanseninitiative.org.

III. Purpose, Scope and Context of the Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change

A. Purpose

[10] The purpose of this agenda is to enhance understanding, provide a conceptual framework, and identify effective practices for strengthening the protection of cross-border disaster-displaced persons. In particular, it explores potential measures that States may voluntarily adopt and harmonize to admit such persons on the grounds of humanitarian considerations and international solidarity with disaster affected countries and communities. It also purports to improve action to manage disaster displacement risk in the country of origin to prevent displacement by addressing underlying risk factors, help people move out of areas at high risk of exposure to natural hazards in order to avoid becoming displaced, and effectively address the needs of those displaced within their own country. It highlights *key actions* areas to be taken by States, (sub-)regional organizations and the international community. Finally, this agenda also identifies ways to enhance the crucial role of affected populations, local communities, and civil society in addressing disaster displacement.

B. Scope

[11] This agenda addresses displacement in the context of disasters linked to hydro-meteorological and climatological hazards like flooding, tornadoes, cyclones, drought, salt water intrusion and glacial melting as well as geophysical hazards such as earthquakes, tsunamis or volcanic eruptions. It considers the effects of both sudden-onset and slow-onset hazards including, in particular, those linked to the adverse impacts of climate change.¹⁴ The relevant distinction is not the character of the disaster, but rather whether it triggers displacement, understood as the (primarily) forced movement of persons as opposed to (primarily) voluntary migration.

[12] A comprehensive approach to cross-border disaster-displacement also requires tackling disaster displacement risk in the country of origin. Therefore, the Protection Agenda addresses the protection and assistance needs of people who have been displaced across borders (**Part One**) and, at the same time, identifies effective practices to reduce vulnerability and build resilience to disaster displacement risk, facilitate migration out of hazardous areas, conduct planned relocation and respond to the needs of internally displaced persons (**Part Two**). The agenda ends with a list of priority areas for future action at national, (sub-)regional and international levels (**Part Three**).

[13] The Nansen Initiative consultative process identified the specific protection and assistance needs of foreigners caught up in a disaster while abroad. These issues are addressed by the Migrants in Countries in Crisis (MICIC) Initiative,¹⁵ and therefore fall outside of this agenda.¹⁶

¹⁴ While this Protection Agenda is limited to human mobility in the context of disasters as a consequence of natural hazards and the effects of climate change, the identified effective practices may also apply mutatis mutandis to disasters triggered by human-made factors such as large-scale industrial accidents. It is, however, not applicable to disasters caused by violence and armed conflict.

¹⁵ See <https://www.iom.int/micic>.

¹⁶ Please see Volume II that includes the Summary of Conclusions from the Nansen Initiative Regional Consultations, which include conclusions on migrants caught up in a disaster situation while abroad.

C. Key Notions

[14] This agenda uses “protection” to refer to any positive action, whether or not based on legal obligations, undertaken by States on behalf of disaster displaced persons or persons at risk of being displaced that aim at obtaining 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.¹⁷ While highlighting the humanitarian nature of such protection, the agenda does not aim to expand States’ legal obligations under international refugee and human rights law for cross-border disaster-displaced persons and persons at risk of being displaced.

[15] The term “**disaster**” refers to a “serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources.”¹⁸ For the purposes of the Protection Agenda, disasters refer to disruptions triggered by or linked to hydro-metrological and climatological natural hazards, including hazards linked to anthropogenic global warming, as well as geophysical hazards.

[16] The term “**disaster displacement**” refers to 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.

[17] The above understanding indicates that just as a disaster is complex and multi-causal, so is disaster displacement. In addition to exposure to a natural hazard, a multitude of demographic, political, social, economic and other developmental factors also determines to a large extent whether people can withstand the impacts of the hazard or will have to leave their homes. The Protection Agenda thus recognizes that disaster displacement occurs *in the context* of disasters, including the impacts of climate change, rather than being exclusively caused by a disaster.

[18] 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**¹⁹), or across international borders (**cross-border disaster-displacement**).

¹⁷ The IASC, established in 1991 in GA Resolution 46/182, adopted this definition as used and agreed upon during ICRC workshops. Such protection may include activities aimed at preventing or stopping violations and ending harm, providing remedies when such rights have been violated, and promoting an overall environment conducive for the respect of such rights and thus may be responsive, remedial and environmental building. See IASC, *Protection of Internally Displaced Persons*, Policy Paper Series, New York, December 1999.

¹⁸ According to UNISDR, “Disasters are often described as a result of the combination of: the exposure to a hazard; the conditions of vulnerability that are present; and insufficient capacity or measures to reduce or cope with the potential negative consequences. Disaster impacts may include loss of life, injury, disease and other negative effects on human physical, mental and social well-being, together with damage to property, destruction of assets, loss of services, social and economic disruption and environmental degradation.” “Terminology,” UN Office for Disaster Risk Reduction (UNISDR), <http://www.unisdr.org/we/inform/terminology#letter-d>

¹⁹ According to the Guiding Principles on Internal Displacement, “internally displaced persons are 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, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border.” UN Doc. E/CN.4/1998/53/Add.2, 11 February 1998.

[19] **“Humanitarian protection measures”** refer to the laws, policies and practices used by States to permit the admission and stay of cross-border disaster-displaced persons on their territory.²⁰

[20] The term “migration” commonly refers to a broad category of population movements.²¹ Likewise, the International Organization for Migration’s (IOM) working definition of an “environmental migrant” includes various groups of individuals moving within different contexts: voluntarily or involuntarily, temporarily or permanently, within their own country or abroad.²² For the purposes of this agenda, and in line with the terminology suggested by paragraph 14(f) of the Cancun Climate Change Adaptation Framework,²³ **“migration”** refers to human movements that are *preponderantly* voluntary insofar as people, while not necessarily having the ability to decide in complete freedom, still possess the ability to choose between different realistic options. In the context of slow-onset natural hazards, environmental degradation and the long-term impacts of climate change, such migration is often used to cope with, “avoid or adjust to”²⁴ deteriorating environmental conditions that could otherwise result in a humanitarian crisis and displacement in the future.

[21] Authorities or in some cases communities may consider relocation as a way to move out of areas with high levels of disaster risk, or as a solution in cases when return to disaster affected areas would be too dangerous or impossible. Such **“planned relocation”** can be described as “a planned process in which persons or groups of persons move or are assisted to move away from their homes or places of temporary residence, are settled in a new location, *and* provided with the conditions for rebuilding their lives.”²⁵ Planned relocation can be voluntary or involuntary, and usually takes place within the country, but may, in very exceptional cases, also occur across State borders.

[22] These three forms of movement as referred to in Paragraph 14(f) of the Cancun Climate Change Adaptation Framework, namely displacement (understood as the primarily forced movement of persons), migration (understood as the primarily *voluntary* movement of persons) and planned relocation (understood as planned process of settling persons or groups of persons to a new location), are referred to in this agenda in generic terms as **“human mobility.”**

[23] This agenda uses terminology from the fields of disaster risk management and climate change. **“Risk”** is the “combination of the probability of an event and its negative consequences” and is determined by a combination of exposure to a natural hazard, the vulnerability of an individual or community, and the nature of the hazard itself.²⁶ **“Exposure”** refers to “people, property, systems, or other elements present in hazard

²⁰ Humanitarian protection measures should not be equated with subsidiary and complementary protection as generally used in refugee and similar contexts, although in some circumstances the later forms of protection might also be relevant in disaster contexts. See paras. 55–57 in the text.

²¹ IOM defines migration as, “The movement of a person or a group of persons, either across an international border, or within a State. It is a population movement, encompassing any kind of movement of people, whatever its length, composition and causes; it includes migration of refugees, displaced persons, economic migrants, and persons moving for other purposes, including family reunification.” International Organisation for Migration, *Glossary on Migration* (2011).

²² IOM’s working definition states: “Environmental migrants are persons or groups of persons who, for reasons of sudden or progressive changes in the environment that adversely affect their lives or living conditions, are obliged to have to leave their habitual homes, or choose to do so, either temporarily or permanently, and who move either within their territory or abroad.” International Organization for Migration (ed), ‘Discussion Note: Migration and the Environment MC/INF/288-1’ (2007).

²³ See paras. 22 and 24 in the text.

²⁴ Barnett, Jon and Webber, Michael, “Migration as Adaptation: Opportunities and Limits” in Jane McAdam (ed), *Climate Change and Displacement: Multidisciplinary perspectives* (Hart, Oxford: 2010).

²⁵ Brookings, Georgetown University and UNHCR, “Guidance on Planned Relocation within National Borders: To Protect People from Impacts of Disasters and Environmental Change, Including Climate Change,” Draft, 5 June 2015. See also: IASC, *IASC Operational Guidelines on the Protection of Persons in Situations of Natural Disasters*. The Brookings–Bern Project on Internal Displacement (2011). “The act of moving people to another location in the country and settling them there when they no longer can return to their homes or place of habitual residence.”

²⁶ UNISDR, Terminology, <http://www.unisdr.org/we/inform/terminology#letter-r>

zones that are thereby subject to potential losses.”²⁷ “**Resilience**” means the “ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions.”²⁸ “**Adaptation**” refers to “the process of adjustment to actual or expected climate and its effects” that “seeks to moderate or avoid harm or exploit beneficial opportunities.”²⁹

D. Context

[24] The Protection Agenda is situated in the context of increased international recognition of the challenges of human mobility in the context of disasters and climate change. The 2010 Conference of the Parties to the UN Framework Convention on Climate Change (**Cancun Adaptation Framework**) invited Parties to undertake measures to enhance “understanding, coordination and cooperation with regard to climate change induced displacement, migration and planned relocation,” while the 2012 Doha decision on loss and damage encouraged further work to enhance understanding of how impacts of climate change are affecting “patterns of migration, displacement and human mobility.”³⁰ The **Sendai Framework for Disaster Risk Reduction 2015–2030** is particularly important as it calls for enhanced action to prevent and mitigate displacement and to address internal and cross-border displacement risk.³¹ The UN’s **2030 Agenda for Sustainable Development** recognizes that global challenges threaten “to reverse much of the development progress made in recent decades” include “more frequent and intense natural disasters” as well as the “forced displacement of people.”³² The World Humanitarian Summit process has also identified disaster displacement as a current and emerging humanitarian challenge.³³

[25] At the regional level, the **2006 African Union Migration Policy Framework for Africa** states that environmental degradation and poverty are a “significant root causes of mass migration and forced displacement in Africa.”³⁴ In the Americas, the **2014 Brazil Declaration and Plan of Action** recognizes “the challenges posed by climate change and natural disasters, as well as by the displacement of persons across borders that these phenomena may cause in the region” and the need to “give more attention to this matter.”³⁵ In the Pacific, the Summit of Leaders of the Pacific Islands Development Forum approved the **2015 Suva Declaration on Climate Change**, which states “that climate change is already resulting in forced displacement of island populations and the loss of land and territorial integrity and further highlight[s] that such loss and damage results in breaches of social and economic rights.”³⁶

²⁷ UNISDR, Terminology, <http://www.unisdr.org/we/inform/terminology#letter-e>

²⁸ UNISDR, Terminology, <http://www.unisdr.org/we/inform/terminology#letter-r>

²⁹ IPCC, 2014: Annex II: Glossary [Mach, K.J., S. Planton and C. von Stechow (eds.)] in *Climate Change 2014: Synthesis Report. Contribution of Working Groups I, II and III to the Fifth Assessment Report of the Intergovernmental Panel on Climate Change* [Core Writing Team, R.K. Pachauri and L.A. Meyer (eds.)]. IPCC, Geneva, Switzerland, p. 118.

³⁰ Report of the Conference of the Parties on its eighteenth session, held in Doha from 26 November to 8 December 2012, Decision 3/CP.18, *Approaches to address loss and damage associated with climate change impacts in developing countries that are particularly vulnerable to the adverse effects of climate change to enhance adaptive capacity*, FCCC/CP/2012/8/Add.1.

³¹ *Framework on Disaster Risk Reduction 2015 – 2030*, adopted by the Third World Conference on Disaster Risk Reduction in Sendai/Japan on 18 March 2015 (UN Doc. A/CONF.224/CRP.1).

³² UNDP, *Transforming Our World: The 2030 Agenda for Sustainable Development*, (advance unedited version) para. 14 <https://goo.gl/kvjirj>.

³³ World Humanitarian Summit Synthesis Report, *forthcoming*, 2015. See also the WHS, Final Report, Regional Consultation for the Pacific, Auckland, 30 June –2 July 2015, p. 24–27.

³⁴ African Union, *The Migration Policy Framework for Africa* p.1. See also the 2014 Fifth African Regional Platform on Disaster Risk Reduction, which states, “Disasters are not constrained by administrative boundaries and require trans-boundary policies and programmes. Population movements induced by disasters (fast- and slow-onset) and long-term violent conflicts call for cross-border cooperation.”

³⁵ Brazil Declaration, “A Framework for Cooperation and Regional Solidarity to Strengthen the International Protection of Refugees, Displaced and Stateless Persons in Latin America and the Caribbean,” Brasilia, 3 December 2014.

³⁶ Pacific Islands Development Forum Secretariat, *Suva Declaration on Climate Change*, 4 September 2015, p.2 at <http://goo.gl/jsq2Pq>

[26] The Nansen Initiative has already successfully contributed its relevant findings and conclusions to several of these processes.³⁷ Thus, the Protection Agenda aims to further complement and support, rather than duplicate, these international and regional frameworks, processes and action areas by providing relevant evidence and examples of effective practices to address disaster displacement and its causes.

IV. Gaps and the Need for Enhanced Action

[27] Disaster displacement creates humanitarian challenges, affects human rights, undermines development and may in some situations affect security.³⁸ Projections indicate that climate change will further compound these challenges, increasing vulnerability and exposure to disaster displacement risk, including across international borders.

[28] An analysis of the law, relevant institutions and operational responses pertinent to the protection and assistance of cross-border disaster-displaced persons reveals a general lack of preparedness leading to *ad hoc* responses in most cases. In particular, the following key gaps can be identified:

- **KNOWLEDGE AND DATA GAPS:** While understanding of the causes, dynamics and magnitude of disaster displacement has been growing in recent years, these phenomena are still not fully understood and conceptualized. Therefore better data, concepts and evidence are needed to develop adequate policies. The development of tools and systems that allow for the systematic gathering and analysis of reliable data on displacement, and human mobility more generally, in the context of disasters and the effects of climate change is particularly needed.
- **LEGAL GAPS:** Persons who have moved across international borders in disaster contexts are protected by human rights law, and where applicable, refugee law. However, international law does not address critical issues such as admission, access to basic services during temporary or permanent stay, and conditions for return. While a small number of states have national laws or bilateral or (sub-)regional agreements that specifically address the admission or temporary stay of foreigners displaced by disasters, the vast majority of countries lack any normative framework.
- **INSTITUTIONAL AND OPERATIONAL GAPS:** While many international agencies and organizations work on the issue of disaster displacement, none is explicitly mandated to assist and protect cross-border disaster-displaced persons, which undermines the predictability and preparedness of their responses. Nor do international agencies and organizations have established mechanisms for cross-border cooperation, particularly regarding the search for lasting solutions for the displaced.
- **FUNDING GAPS:** While existing funding mechanisms respond to immediate humanitarian crises in disaster situations, there is a lack of clarity regarding funding for measures to address cross-border disaster-displacement, and find lasting solutions for displacement. While large and visible disasters usually attract substantial humanitarian funding, small-scale disasters often receive inadequate levels of funding at both domestic and international levels. Finally, there is limited experience in requesting funding for human mobility challenges from adaptation finance sources, and thus, it remains to be seen to what extent climate change adaptation funding and other relevant funding will be available to address human mobility challenges.

³⁷ The Nansen Initiative has, in particular, provided input to the Sendai Framework for Disaster Risk Reduction, the World Humanitarian Summit Process, the UNFCCC negotiations, the Brazil Declaration and Plan of Action, and the Strategy for Climate and Disaster Resilient Development in the Pacific. The Nansen Initiative also participated in the elaboration of the OSCE Self-Assessment Tool for Nations to Increase Preparedness for Cross-Border Implications of Crises (OSCE Secretariat, Transnational Threats Department, Borders Unit, 2013) which, *inter alia*, covers disaster-related cross.

³⁸ For the purposes of this agenda, “security” refers to the physical security of disaster-affected people.

[29] The key contributions of the Protection Agenda in assisting States as they seek to improve their preparedness and response capacity to address cross-border disaster-displacement include:

- a. **Conceptualizing a comprehensive approach to cross-border disaster-displacement** that not only focuses on protecting cross-border disaster-displaced persons, but also presents measures to manage disaster displacement risks in the country of origin. These include, in particular, measures to prevent displacement and help people to stay, or when movement is unavoidable, to allow people to move out of harm's way from areas facing high levels of disaster risk and enhance the protection of internally displaced persons;
- b. **Compiling a broad set of effective practices** used by States and other actors that could be used by States, (sub-)regional organizations and the international community to ensure more effective future responses to cross-border disaster-related displacement;
- c. **Highlighting the need to bring together and link policies and action areas to address cross-border disaster-displacement** and its root causes **that to date have been relatively uncoordinated**, and calling for the increased collaboration of actors in these fields. Such areas include humanitarian assistance and protection, human rights protection, migration management, disaster risk reduction, climate change adaptation, and development; and
- d. **Identifying** three priority areas **for enhanced action** by States, (sub-)regional organizations, the international community and other stakeholders, including civil society, local authorities and local communities, **to address existing gaps** namely: (1) Collecting data and enhancing knowledge on cross-border disaster-displacement; (2) Enhancing the use of humanitarian protection measures for cross-border disaster-displaced persons, including mechanisms for lasting solutions; and (3) Strengthening the management of disaster displacement risk in the country of origin.

PART ONE:

PROTECTING CROSS-BORDER DISASTER-DISPLACED PERSONS

[30] Providing protection abroad to cross-border disaster-displaced person can take two forms. States can either admit such persons to the territory of the receiving country and allow them to stay at least temporarily (section I), or they can refrain from returning foreigners to a disaster affected country who were already present in the receiving country when the disaster occurred (section II). In both situations, such humanitarian protection is usually provided temporarily, giving rise to the need to find lasting solutions for them (section III).

I. Admission and Stay of Cross-Border Disaster-Displaced Persons

[31] International law does not explicitly address whether and under which circumstances disaster displaced persons shall be admitted to another country, what rights they have during their stay, and under what conditions they may be returned or find another lasting solution. However, a number of States have admitted disaster displaced persons relying upon national legislation or the discretionary power of migration authorities. In some cases they have also based their decisions on applicable refugee law. The following discussion and examples of effective practices are drawn from this experience.

A. Identifying the Displaced

[32] There are no universally recognized criteria to determine, in the context of disasters, when a movement could be characterized as forced across international borders. Although the difference between displacement and migration can be difficult to pinpoint, it is important to distinguish between voluntary and forced movement. Such a distinction underlies responses by States and the international community because it is commonly acknowledged that those forced to leave their country face a heightened degree of vulnerability and thus have specific protection and assistance needs, including how to find a lasting solution to their displacement.

1. Effective Practices

[33] Factors States could consider with regard to establishing criteria to identify cross-border disaster-displaced persons for the purposes of providing protection and assistance include the following:

- **Assessing the direct and serious impact of the disaster on the individual.** Someone may be considered a cross-border disaster-displaced person where he/she is seriously and personally affected by the disaster, particularly because
 - I. An on-going or, in rare cases, an imminent and foreseeable disaster in the country of origin poses a real risk to his/her life or safety;
 - II. as a direct result of the disaster, the person has been wounded, lost family members, and/or lost his/her (means of) livelihood; and/or

III. in the aftermath and as a direct result of the disaster, the person faces a real risk to his/her life or safety or very serious hardship in his/her country, in particular due to the fact that he/she cannot access needed humanitarian protection and assistance in that country,

d. because such protection and assistance is not available due to the fact that government capacity to respond is temporarily overwhelmed, and humanitarian access for international actors is not possible or seriously undermined, or

e. because factual or legal obstacles make it impossible for him/her to reach available protection and assistance.

- **Assessing the seriousness of the disaster's impact.** This not only depends on objective factors, such as the overall degree of destruction, but also on pre-existing individual vulnerabilities exacerbated by the disaster. For example, sick and wounded persons, children, particularly when orphaned or unaccompanied, women headed households, people with disabilities, older persons and members of indigenous peoples are often among the most seriously affected survivors of disasters.
- **Assessing additional factors.** Other relevant factors may include considerations of solidarity with an affected country that is temporarily unable to adequately protect and assist all of its citizens due to the disaster, or humanitarian elements, such as strong ties with family members in the country of destination.
- **Assessing contrary factors.** Subject to applicable refugee and human rights law, and based upon careful examination of each case, factors justifying non-admission may include national security risks posed by the individual or his/her serious criminal activities.

[34] Effective practices States could consider with regard to establishing mechanisms to identify cross-border disaster-displaced persons include the following:

- Developing and integrating criteria to identify cross-border disaster-displaced persons (see para. 33) into relevant domestic laws and policies.
- Explicitly designating and authorizing competent authorities to permit travel, admission and stay for cross-border disaster-displaced persons in line with such criteria.
- Enshrining their legal obligations and commitments in the areas of human rights, refugee protection, the rights of the child, and the protection of trafficked persons (below paras. 39-40; 55-57) in domestic laws and policies on cross-border disaster-displaced persons.

2. Background Information

a) Situations and criteria

[35] In sudden-onset disaster situations, moving across borders may be the most, or only, reasonable option to seek safety, and protection and assistance. In border regions, for instance, the closest way to safety may be to a neighboring country. In other situations, protection and lifesaving assistance may not be available in-country as a result of widespread destruction of infrastructure and basic services. A disaster may also simply overwhelm the response capacities of affected communities, local and national authorities, international humanitarian actors and civil society alike. Particularly in situations where a disaster occurs amidst an armed conflict, the delivery of humanitarian assistance may be severely hindered by insecurity, a lack of trust of authorities, or discrimination toward certain parts of the population, which could again prompt disaster-affected persons to seek assistance and protection abroad.

[36] Slow-onset natural hazards are more challenging, in that movements occurring as a consequence of the gradual erosion of resilience or as an adaptation measure to environmental stress usually have some element of choice and thus can more easily be qualified as (primarily voluntary) migration. However, when slow-

onset hazards that may have been building over many months or years reach an emergency phase within a short period of time, for example when drought “suddenly” contributes to a famine, people may see no other option than to seek food and assistance abroad. Slow-onset hazards, or the cumulative effect of a series of smaller, sudden-onset hazards, may also erode a community’s capacity to withstand what would normally be insignificant sudden-onset hazards. Such disaster scenarios are particularly relevant for low-lying island States, where inhabitants may be prompted to leave their homes and seek assistance and protection abroad on a temporary or, in extreme cases of the land becoming uninhabitable, permanent basis.

[37] In these scenarios, affected persons may need to be admitted to another country to escape real risks to their life and health, or access essential humanitarian protection and assistance not available in the country of origin. Absent such immediate needs, States sometimes are also ready to admit persons from disaster-affected countries as an act of international solidarity.

b) Immigration discretion and its limits

[38] The power to regulate the admission of foreigners on its territory is an inherent right of every State and an attribute of its sovereignty. The flexibility inherent in immigration discretion, in particular, allows countries to grant permission for disaster-affected foreigners to travel to, be admitted to and temporarily stay in the country. International law is silent as to whether and when a displaced person must be admitted by another State in the context of a sudden-onset or slow-onset disaster, and it does not specify what legal status they should have once admitted. Consequently, States can exercise their power with a broad degree of discretion. It may be used negatively to block the entry of foreigners, or to deny or terminate their permission to stay. It may also be used positively to allow foreigners to enter or stay in the country.

[39] The discretionary power of States in immigration matters is not unlimited, however, and must be exercised with respect for applicable rules of international and national law that may constrain its use in particular circumstances. First, international human rights law, despite the absence of specific jurisprudence, may arguably protect a disaster displaced person against removal in certain limited situations.³⁹ Regional human rights law may go further and prohibit return to a country where the lack of humanitarian protection and assistance would lead to a situation deemed to be inhuman.⁴⁰ Similarly, at least one court has interpreted the “best interests of the child” principle (Article 3 International Convention on the Rights of the Child) to be a “central aspect” in return proceedings, meaning that a child, in principle, cannot be returned to a country if it is not in the child’s best interest, including where he or she would face a real risk of human rights violations.⁴¹ Second, refugee law protects persons against forcible return (*refoulement*)⁴² when relevant grounds of persecution occur in a disaster context (below paras. 55–57). Third, persons affected by disasters also continue to benefit from relevant protection under international, regional or national laws relating to victims

³⁹ See for instance Article 6, paragraph 1 of the International Covenant on Civil and Political Rights obliging States Parties not only to respect the right to life but also protect life, an obligation that the Human Rights Committee has interpreted as preventing States Parties that have abolished the death penalty from extraditing a person to a State where he or she would face capital punishment (see *Kindler v. Canada*, Communication No. 470/1991, U.N. Doc. CCPR/C/48/D/470/1991 (1993)) or return rejected asylum seekers to countries where they would face a real risk of being killed. To date, States have not relied explicitly upon international human rights law obligations or complementary protection mechanisms as the legal basis for admitting disaster displaced persons but rather relied upon their discretionary authority, often on “humanitarian grounds.” See Jane McAdam, *Climate Change, Forced Migration, and International Law* (Oxford University Press: Oxford, 2012) p. 49.

⁴⁰ See, e.g., *M.S.S. v Belgium and Greece*, ECtHR, no. 30696/10 (2011), and *Sufi and Elmi v United Kingdom*, ECtHR, nos. 8319/07 and 11449/07 (2011).

⁴¹ Inter-American Court of Human Rights, *Advisory Opinion on Rights and Guarantees of Children in the Context of Migration and/or in Need of International Protection* (2014) Series A, No 21. See paras. 222, 231–232.

⁴² The relevant rule in relation to refugees is Article 33 of the Refugee Convention. Complementary protection provisions concerning *refoulement* are derived usually from the provisions of international human rights law treaties.

of trafficking.⁴³ However, these existing guarantees for non-return find only exceptional and very limited application in disaster scenarios.

[40] Conventions protecting the human rights of migrants do not provide additional protection with regard to admission and non-return.⁴⁴ However, States may be bound by bilateral or (sub-)regional agreements guaranteeing free movement to certain categories of persons, which may also be applicable in disaster situations. Some countries have also undertaken preliminary discussions on a possible “right to migration” that could eventually become relevant in disaster situations.⁴⁵

3. Gaps and Challenges

[41] While some countries possess legal provisions to identify those in need of protection abroad in disaster situation, most States lack laws and policies that would provide criteria if cross-border disaster-displaced persons arrived at their borders. Even in regions where relevant legal provisions are more common, such as in the Americas, such approaches could benefit from a certain degree of harmonization to better facilitate regional cooperation in addressing disaster displacement.

B. Preparedness

[42] States, particularly those in regions exposed to high levels of disaster risk, need to prepare for potential cross-border disaster-displacement to avoid being overwhelmed in the event of a sudden or large-scale influx of people in search of protection and assistance abroad.

1. Effective Practices

[43] Effective practices States could consider with regard to preparedness include the following:

- Mapping historical cross-border displacement and migration movements, particularly in disaster contexts, to help identify areas or communities at risk of potential displacement in the future.
- Including cross-border displacement scenarios within bilateral or regional disaster contingency planning exercises.
- Reviewing existing legal frameworks at the regional and national level and, if relevant, harmonizing them, with respect to receiving cross-border disaster-displaced persons.
- To the extent that they do not exist or are inadequate, considering the development of new legal and/or policy frameworks or amending existing ones with clear criteria and procedures to identify cross-border disaster-displaced persons (above para. 33) and permit their travel, admission and stay.
- Building the capacity of competent border and immigration authorities through training and technical support to apply relevant legal frameworks and policies for cross-border disaster-displaced persons.

⁴³ See, for example, the 2000 Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children states in Article 7 on the Status of victims of trafficking in persons in receiving States, that “each State Party shall consider adopting legislative or other appropriate measures that permit victims of trafficking in persons to remain in its territory, temporarily or permanently, in appropriate cases” and “give appropriate consideration to humanitarian and compassionate factors.”

⁴⁴ See the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, Doc. A/RES/45/158, 18 December 1990.

⁴⁵ Nansen Initiative, South American Regional Consultation Outcome Report, September 2015. Other countries have incorporated into their legislation the right to not to have to migrate due to a lack of development.

2. Background Information

[44] Preparedness measures may vary depending on whether a State is a country of origin, transit or destination. States that already experience cross-border disaster-displacement can undertake efforts to improve and refine their responses. States that have not yet experienced such displacement, but which are likely to be impacted by climate change, may need to undertake different preparedness measures.

3. Challenges and Gaps

[45] Very few national and regional disaster contingency planning and response mechanisms acknowledge the potential for cross-border disaster displacement. Similarly, border and immigration authorities in many countries are neither instructed nor trained on how to handle the arrival of people fleeing a disaster from a neighboring country or one further afield.

C. Humanitarian Protection Mechanisms for Admission and Stay

[46] In the absence of clear provisions in international law, some States, particularly in the Americas, selected regions in Africa and a few States in Europe, have developed a multitude of measures that allow them to admit cross-border disaster-displaced persons on their territory. These humanitarian protection measures may be based on regular immigration law, exceptional immigration categories, or provisions related to the protection of refugees or similar norms of international human rights law.

1. Effective Practices

[47] Effective practices States could consider with regard to admission and stay of cross-border disaster-displaced persons include the following:

- Granting visas that authorize travel and entry upon arrival for people from disaster-affected countries, or temporarily suspending visa requirements.
- Prioritizing and expediting the processing of regular migration categories for foreigners from affected countries following a disaster, or waiving certain admission requirements for such categories.
- Relying upon regular (sub-)regional or bilateral free movement schemes to permit the temporary entry and stay of disaster displaced persons, and providing for the suspension of documentation requirements in disaster situations, recognizing that such persons may not possess, or have lost and are unable to acquire documentation normally required.
- Granting temporary entry and stay for cross-border disaster-displaced persons, such as through the issuance of humanitarian visas or other exceptional migration measures.
- Granting entry and temporary stay for a group or “mass influx” of cross-border disaster-displaced persons.
- Developing transhumance agreements to facilitate the cross-border movement of pastoralists and their livestock, particularly in situations when drought endangers the health and lives of humans and animals.
- Reviewing asylum applications of and granting refugee status or similar protection under human rights law to displaced persons in disaster contexts who meet the relevant criteria under applicable international, regional, or national law.
- Exploring at sub-regional and regional levels, where relevant, whether and under what circumstances regional instruments on refugee, and similar protection under human rights law, can and should be interpreted as applying to cross-border disaster-displacement situations.
- Reviewing and harmonizing existing humanitarian protection measures at sub-regional and regional levels.

2. Background Information⁴⁶

a) Regular migration categories

[48] A first tool that has been used by some States consists of admitting cross-border disaster-displaced persons on the basis of regular migration categories, for instance i) by allowing individuals from disaster-affected countries to request that the receiving State prioritize or expedite the processing of their existing or new immigration applications; ii) by waiving certain requirements or application fees; iii) by using criteria on “humanitarian and compassionate” grounds; iv) by granting a visa waiver for non-national residents to sponsor relatives from disaster-affected countries; or v) by expanding the use of pre-existing temporary work quotas to target people from disaster-affected areas.⁴⁷

b) Free movement of persons

[49] In some regions of the world, cross-border disaster-displaced persons may benefit from pre-existing (sub-) regional or bilateral agreements on the free movement of persons that were adopted for other purposes, but which may allow disaster displaced persons to freely travel to another country. However, even where they exist, free movement agreements do not always guarantee the entry of disaster displaced persons, particularly if they have documentation requirements that such persons may not be able to meet. Free movement agreements may also have suspension clauses, such as for mass influx situations.

c) Exceptional migration measures

[50] A third tool identified from State practice is to admit cross-border disaster-displaced persons by granting temporary entry and stay on the basis of a variety exceptional migration measures.

[51] A small number of States have developed specific legal measures to temporarily admit individuals who cannot safely return to their home country or country of habitual residence because of the effects of an “environmental catastrophe,” “natural disaster” or “natural or man-made environmental disasters.” Some of these laws grant national immigration authorities the discretionary authority to determine whether what they call a “humanitarian visa,” “temporary protection” or similar measure will be activated, and are limited to certain categories of individuals. Other countries have used “humanitarian” grounds to grant temporary entry and stay on an *ad hoc* basis for individuals who are personally and seriously affected by a disaster.

[52] While exceptional migration measures are often granted on an individual basis, some States have developed exceptional measures, including forms of “temporary protection,” to respond to a group or “mass influx” of people who have been displaced for a variety of reasons and cannot return to their country of origin. In other disaster situations, the entry of groups of displaced persons fleeing disasters has been allowed or tolerated without taking a formal decision, or has been permitted on an *ad hoc* basis relying upon humanitarian and solidarity principles.

⁴⁶ The examples in this section are mainly drawn from research commissioned by the Nansen Initiative, and the consultative process. See David J. Cantor, “Law, Policy and Practice Concerning the Humanitarian Protection of Aliens on a Temporary Basis in the Context of Disasters: States of the Regional Conference on Migration and Others in the Americas,” Nansen Initiative, December 2014; Robert Freeman, “Southern Africa Background Paper,” Nansen Initiative, June 2015; François Gemenne, Julia Blocher, Florence de Longueville, Nathalie Perrin, Sara Vigil, Caroline Zickgraf, Dalila Gharbaoui & Pierre Ozer, “Catastrophes, Changement Climatique et Déplacements forcés Dynamiques régionales de mobilité en Afrique de l’Ouest,” Nansen Initiative, 2014; Nicolás Rodríguez Serna, “South American Background Paper,” Nansen Initiative, June 2015. Patricia Weiss Fagan, “Receiving Haitian Migrants,” Nansen Initiative, December 2013; Tamara Wood, “Protection and Disasters in the Horn of Africa: Norms and practice for addressing cross-border displacement in disaster contexts,” Nansen Initiative, 2014.

⁴⁷ Nansen Initiative, “Discussion Paper: Draft Elements of a Guide to Effective Practices on Admission and Stay for Persons Moving across Borders in the Context of Disasters,” Regional Workshop on Temporary Protection Status and/or Humanitarian Visas in Situations of Disaster, February 2015.

[53] In limited cases, people have been evacuated across international borders in the context of sudden-onset disasters, a measure largely used for people who needed urgent medical assistance and their accompanying caregivers.

d) Pastoralist transhumance arrangements

[54] Recognizing the need for pastoralists to move in times of drought and environmental stress to access water and grazing lands for the survival of their livestock, some African States have developed bilateral, multilateral or (sub-) regional agreements that permit or facilitate movement along traditional routes across international borders (ECOWAS, CEMAC⁴⁸). Such arrangements may include the provision of certificates or other supplemental documentation to ensure that those crossing a border are able to bring property, such as vehicles and animals. Pastoralists in Africa also often rely on traditional informal arrangements that facilitate cross-border movement.

e) Refugee protection and similar protection under human rights law

[55] In general, disaster situations do not as such fall within the scope of application of international or regional refugee protection instruments. However, in some cases, refugee law or similar protection under human rights law will be applicable. For instance, the effects of a disaster may create international protection concerns by generating violence and persecution, such as when a collapse of governmental authority triggered by the disaster leads to violence and unrest⁴⁹ or when a government uses a disaster as pretext to persecute its opponents.⁵⁰ Thus, it is still necessary for competent authorities to carefully scrutinize cases from a disaster-affected country with a view to assessing if refugee status, or similar protection from return under applicable human rights law, is required due to any such negative consequences of the disaster.

[56] Wider notions of who is a refugee as enshrined in regional instruments may also justify the application of refugee law. In the case of the 2011-2012 droughts in the Horn of Africa, States in the region applied the 1969 AU Refugee Convention's expanded definition of a refugee for people fleeing Somalia. This determination was based upon the *prima facie* recognition of refugee status for people from particular parts of Somalia. Arguably, the facts that the famine threatened their lives, domestic authorities able to help them did not exist, and the ongoing conflict and violence greatly hindered international organizations' capacity to protect and assist Somalis during the famine, justified considering them as victims of an event "seriously disturbing public order in either part or the whole" of the country that "compelled" them to seek refuge abroad.⁵¹

[57] In some countries, measures under regional or domestic frameworks of "complementary protection" such as the EU Temporary Protection Directive⁵² adopted to address "refugee-like" situations of people fleeing violence or civil unrest that did not fall within the 1951 Refugee Convention,⁵³ could also be relevant. However,

⁴⁸ For more about the Economic Community of West Africa (ECOWAS) and the Economic Community of Central African States (CEMAC) transhumance arrangements see F.A. Abiola, A. Teko-Agbo, C. Biaou and M. Niang. "Socio-Economic and Animal Health Impact of Transhumance," Conf. OIE 2005, 105-119. <http://www.oie.int/doc/ged/d3248.pdf>.

⁴⁹ For example, a few States (Panama, Peru) found that asylum seekers from Haiti had a "well-founded fear of persecution by non-State actors that arose from the vacuum of governmental authority after the earthquake in Haiti," thus applying the 1951 Refugee Convention.

⁵⁰ In New Zealand, the Refugee Status Appeals Authority found that a female activist from Myanmar had a well-founded fear of arrest and sentencing because in the aftermath of Cyclone Nargis she had distributed humanitarian aid purchased by foreigners who supported an opposition party. Refugee Appeal No 76374, Decision of 28 October 2009 (B.L. Burson [member]), available online at <https://goo.gl/FSXoiP> (last accessed 4 March 2015).

⁵¹ See Tamara Wood, "Protection and Disasters in the Horn of Africa: Norms and practice for addressing cross-border displacement in disaster contexts," Nansen Initiative, 2014, p. 32-33.

⁵² See Council of the European Union, Council Directive 2001/55/EC of 20 July 2001 on minimum standards for giving temporary protection in the event of a mass influx of displaced persons and on measures for promoting a balance of efforts between Member States in receiving such persons and bearing the consequences thereof.

⁵³ See also UNHCR, "Guidance Note on Temporary Protection or Stay Arrangements," Division of International Protection, January 2014.

while it is not excluded that such measures could apply in other, unforeseen scenarios, including disaster situations, to date they have not been used for this purpose.

3. Challenges and Gaps

[58] Existing mechanisms at the national level are largely unpredictable, because they generally rely upon the discretionary power of relevant authorities as opposed to a legal obligation to admit or permit the stay of disaster displaced persons. There is also little, if any, coordination or harmonization of such humanitarian protection measures at (sub-) regional levels. It also remains unclear to what extent regional instruments such as the 1969 African Union Refugee Convention or the 2001 EU Temporary Protection Directive are applicable for cross-border disaster-displacement. Consequently, the unpredictable nature of existing measures results in uncertainty about when cross-border disaster-displaced persons will be admitted.

[59] States may have an interest in considering the harmonization of humanitarian protection measures at the (sub-)regional level. Such harmonization may facilitate international cooperation and solidarity in situations when national authorities cannot find solutions on their own. Furthermore, harmonization may help to ensure that all their citizens benefit from humanitarian protection measures in case of cross-border disaster-displacement. However, to date, such harmonization processes are largely absent.

D. Rights and Responsibilities during Stay

[60] When cross-border disaster-displaced persons are admitted to a country, it is important to clarify their rights and responsibilities for the duration of their stay, taking into account the capacity of receiving States and host communities and the likely duration of stay. Such clarification not only ensures respect for the rights and basic needs of those admitted, but also helps avert the risk of secondary movements to another country.

1. Effective Practices

[61] Effective practices States could consider with regard to the rights and responsibilities of admitted cross-border disaster-displaced persons during their stay include the following:

- Clarifying and ensuring that those admitted enjoy full respect of their human rights, and, if needed, have access to assistance that meets their basic needs, including: shelter, food, medical care, education, livelihoods, security, family unity, and respect for social and cultural identity.
- Ensuring that information about their rights and responsibilities is provided to admitted persons in a language and manner they are likely to understand.
- Issuing personal documentation, when relevant, indicating the status under domestic law and the right to stay of the admitted person.

2. Background

[62] Under international human rights law, States have assumed obligations to ensure respect for the human rights of persons who have been permitted entry to, or who are otherwise present in, their territory. In addition, States should consider the key protection concerns for cross-border disaster-displaced persons. These include: safeguarding personal integrity; family unity; provision of and access to food, health, shelter, adequate housing and education; access to livelihood opportunities; freedom of movement; respect for culture and language; and access to personal documentation. Women and children in particular may face a heightened risk of trafficking and exploitation, and in some situations, cross-border disaster-displaced persons may face potential de facto statelessness. Some States' humanitarian protection measures account for the fact that people's needs may change over time, particularly when displacement lasts an extended period of time. Finally, host communities may also have specific concerns that need to be recognized and addressed.

3. Challenges and Gaps

[63] Unless cross-border disaster-displaced persons are admitted under a regular migration category, few States have outlined the specific rights of such persons during their stay. In particular, temporary admission measures that rely on *ad hoc* discretionary powers may lack details regarding the rights and responsibilities that accompany the status. At the bilateral or (sub-)regional level, State cooperation to delineate and agree upon such rights and responsibilities in advance of a cross-border movement is rare.

II. Non-Return of Foreigners Abroad at the Time of a Disaster

[64] Citizens and permanent residents of a disaster-affected country may be abroad when a disaster hits. In particular, if they were required to leave the country or face deportation under applicable migration law, such persons may face a real risk to their life and safety or very serious hardship linked to the disaster upon return to their country of origin or habitual residence. In this and other situations, some States have refrained from sending such persons back to their country of origin or former habitual residence during and in the aftermath of a disaster, or allowed them to extend their stay, for reasons of international solidarity and grounded in humanitarian considerations.

A. Effective Practices

[65] Effective practices States could consider with regard to the non-return of foreigners abroad at the time of a disaster in their country of origin include:

- Providing such persons with humanitarian protection measures such as suspending their deportation or extending or changing their existing migration status on humanitarian grounds if:
- They would experience extreme hardship as a consequence of the disaster in case of return to the country of origin; or
- Their country of origin has declared a disaster and is temporarily unable to manage the return of its citizens for reasons related to the disaster.
- Providing persons eligible for humanitarian protection measures with adequate information on the possibility to benefit from such protection, and their rights and responsibilities once such protection has been granted.

B. Background

[66] Returning foreigners who were abroad when a disaster hit their country of origin in the post-disaster phase could be problematic for a number of reasons. Government authorities in the disaster-affected country may temporarily lack the capacity to receive their own citizens due to the impacts of the disaster. Return may place their lives and health at risk or expose them to serious hardship because of lack of access to adequate assistance and protection. Under such circumstances such persons may be considered cross-border disaster-displaced persons *sur place*.⁵⁴ To identify such persons, States often use the same or similar criteria as described above (para.33).

⁵⁴ Such circumstances could arise, if applied by analogy to the circumstances under which a person becomes a refugee *sur place*. "A person who was not a refugee when he left his country, but who becomes a refugee at a later date, is called a refugee 'sur place.' A person becomes a refugee 'sur place' due to circumstances arising in his country of origin during his absence." UNHCR, "Handbook on Procedures and Criteria for Determining Refugee Status under the 1951 Convention and the 1967 Protocol relating to the Status of Refugees," HCR/IP/4/Eng/REV.1, Reedited, Geneva January 1992, UNHCR, 1979, paras. 94-96.

[67] Furthermore, States may refrain from return to allow migrants to send back remittances in support of their family members in disaster-affected areas.

[68] Thus, humanitarian protection measures for foreigners already abroad not only protect affected persons from the conditions in their country of origin, but may also be a measure of solidarity with a disaster-affected country. Non-return measures may be provided for by law setting out the conditions for applying them or be based on *ad hoc* decisions. States have a wide measure of discretion, subject however to the limitations set out above (paras. 38–40), when granting protection from return.

C. Challenges and Gaps

[69] While many countries refrain from returning foreigners to their countries of origin when their country has been gravely affected by a disaster, such measures are often neither foreseen in law nor used in a consistent manner. It may be difficult to identify persons eligible for protection against return, particularly if they are in the country on an irregular basis. Foreigners may also lack sufficient information about their rights and responsibilities in the event that temporary relief from return is granted (see paras. 60–63 above).

III. Finding Lasting Solutions for Cross-Border Disaster-Displaced Persons

[70] Admission, stay and non-return of cross-border disaster-displaced persons usually is granted on a temporary basis. When such temporary measures come to end, displaced persons will need to find a solution that allows them to rebuild their lives in a sustainable way either in their country of origin, or in some cases, in the country that received them or in exceptional cases in a third country.

A. Effective Practices

[71] Effective practices States could consider with regard to finding lasting solutions for cross-border disaster-displaced persons include the following:

- Developing criteria and mechanisms, preferably at a bilateral or (sub-)regional level, to determine when return from abroad in disaster contexts may take place and how to facilitate the return, including necessary exit procedures and travel.
- Ensuring cooperation between countries of origin and receiving countries and, where relevant, with international organizations, to ensure that returnees are received with respect for their safety, dignity, and human rights, and under conditions that allow them to find lasting solutions to their displacement.
- Alternatively, allowing cross-border disaster-displaced persons to apply for renewed or permanent residency, or resettlement to a third country when conditions causing the displacement persist for an extended period of time or become permanent.
- Developing measures to support sustained cultural and familial ties when return to the country of origin is not possible.
- Ensuring information of, consultation with and participation by affected persons or groups of persons, including host communities, in finding lasting solutions.
- Integrating interventions aimed at finding lasting solutions for cross-border disaster-displaced persons into general development plans through resilience building measures and recovery/reconstruction support at all relevant levels.

B. Background

[72] States and disaster displaced persons may prefer to end cross-border disaster-displacement through voluntary return with sustainable re-integration at the place where displaced persons lived before the disaster. When return to their former homes is not possible or desired, in particular when the area concerned is no longer habitable or too exposed to the risk of recurrent disasters, an alternative way to end cross-border disaster-displacement includes settlement in a new place of residence after return to the country of origin. Particularly when the conditions causing the displacement persist for an extended period of time or become permanent, in exceptional circumstances finding a lasting solution also may mean facilitating permanent admission in the country that admitted them or in a third country.

[73] A comprehensive approach to finding solutions to cross-border disaster-displacement that allows displaced persons to rebuild their lives in sustainable ways requires accurate information about their needs and capacities, and mechanisms to ensure effective consultation and participation by the displaced. Lasting solutions must also include measures that ensure, among others, access to adequate housing, basic services and education, and the restoration of livelihoods.⁵⁵

[74] It is important to recognize that although disaster displacement primarily constitutes a humanitarian and human rights challenge, it also carries with it significant development challenges as well as opportunities. The ability of affected persons to keep or regain their self-sufficiency is an essential component of finding lasting solutions to displacement. Particularly important are resilience building measures that seek to build and strengthen the ability of those groups, communities and institutions most affected by disaster displacement to recover from such disruption in a timely and efficient manner, and to enable affected people to help themselves. Responding to disaster displacement through sustainable development interventions thus has the potential to benefit not only the disaster displaced populations but also their host communities.

C. Challenges and Gaps

[75] In the absence of improved resilience to future disasters and environmental stress, returnees may continue to be at a high risk of repeated crises and recurrent displacement. Slow or inefficient recovery and reconstruction efforts, often hindered by the challenge of finding alternative relocation sites, resolving land tenure issues, or financing construction with higher building standards to withstand future disasters, can delay return for months or years. It is also often difficult to successfully restart and provide support for the development of diversified livelihood opportunities as quickly as possible to support self-reliance. Local governance models generally face challenges to ensure the inclusion of disaster displaced persons in community service delivery schemes, which could replace often problematic, parallel humanitarian delivery systems. International support for recovery and reconstruction allowing disaster displaced persons to find lasting solutions is often insufficient or ineffective due to significant conceptual, operational and institutional differences in the respective approaches between humanitarian and development actors and their respective funding mechanisms and modalities.

⁵⁵ IASC Framework on Durable Solutions for Internally Displaced Persons, The Brookings Institution– University of Bern Project on Internal Displacement, April 2010.

PART TWO:

MANAGING DISASTER DISPLACEMENT RISK IN THE COUNTRY OF ORIGIN

[76] There are a number of measures States can take to manage disaster displacement risk in the country of origin to help people stay, move out of areas at risk, and address the specific needs of those that have been internally displaced. Available policy options to reduce vulnerability and build the resilience of people at risk of disaster displacement include disaster risk reduction, climate change adaptation and overall development measures. Second, when movement is unavoidable, policy options include facilitating migration and planned relocation to move people away from hazardous areas to safer areas before a disaster occurs and to help them to cope with the impacts of natural hazards and the adverse effects of climate change. Finally, integrated humanitarian action, disaster risk management and development interventions are essential for protecting those who have been internally displaced and finding durable solutions for them. Whereas most of these tools would be used within the country of origin, facilitating migration with dignity requires cooperation with destination countries.

I. Reducing Vulnerability and Building Resilience to Displacement Risk

[77] State responsibility includes preparing for foreseeable disasters and take reasonable measures to prevent threats to the lives and property of people, including preventing displacement.⁵⁶ To some extent, disaster displacement is predictable insofar as it is possible to identify particularly disaster prone areas and assess the expected impact of a natural hazard on affected populations, including displacement risks, in order to focus measures aimed at reducing exposure and vulnerability, and enhancing resilience.

A. Effective Practices

[78] Effective practices States could consider with regard to taking measures to reduce vulnerability and build resilience to displacement risk include the following:

- Elaborating new or reviewing separate or joint climate change adaptation and disaster risk management strategies, plans or laws at all levels, in close cooperation with local governments and affected communities, to specifically incorporate disaster displacement risks and protection needs.
- Taking measures to identify people at risk of displacement in the immediate and long term, and develop appropriate responses, in particular by:

⁵⁶ See Draft Article 16 Duty to reduce the risk of disasters, International Law Commission, Protection of Persons in Situations of Disaster, Draft Articles 16-17, UN Doc. A/CN.4/L.815, 23 July 2013. See also the Nansen Conference Principle II: “States have a primary duty to protect their populations and give particular attention to the special needs of the people most vulnerable to and most affected by climate change and other environmental hazards, including the displaced, hosting communities and those at risk of displacement.” UNHCR, “Summary of Deliberations on Climate Change and Displacement,” April 2011.

- Encouraging local communities to develop and institutionalize community-based and traditional disaster risk mapping tools and methodologies to establish preparedness and response plans with the support of local and national authorities, civil society and the private sector, in particular to identify potential areas suitable for evacuation and, if necessary, planned relocation.
- Establishing preparedness and early warning systems that clearly describe the hazards, identify populations most at risk of displacement, determine evacuation corridors and sites, and ensure that information reaches affected communities and can be easily understood by them.
- Prioritizing infrastructure improvements, such as sea-walls, dams, dykes, and earthquake resistant buildings, in areas where people are most at risk of displacement.
- Investing in measures, such as improving housing, livelihood diversification, education, food security, and health care, that increase the resilience and adaptive capacity of persons and groups of persons at risk of displacement, those that have to move or are already displaced, as well as host communities.
- Enhancing the disaster risk reduction and climate change adaptation capacity of local authorities and communities.
- Ensuring that, where needed, countries have adequate access to climate change adaptation and other relevant funding for human mobility related programs and activities.
- Developing bilateral and regional contingency plans that identify transboundary risk scenarios and formulate comprehensive disaster risk management measures to reduce vulnerability and strengthen capacity to respond to cross-border disaster-displacement.

B. Background

[79] Resilience is a key factor in determining whether and how individuals, families, communities and countries can withstand the impacts of sudden-onset and slow-onset natural hazards and impacts of climate change. The potential for a natural hazard to develop into a disaster that leads to displacement is highly dependent upon a country's level of development. Low levels of development or uneven development that exacerbate, rather than reduce, inequality also contribute to heightened vulnerability to disaster risk.⁵⁷ In general, not only are poorer people more likely to be displaced in disasters, poorer communities as a whole are less likely to benefit from sufficient levels of governance, infrastructure, livelihood opportunities, urban planning, building codes, and disaster preparedness and response to withstand the impact of natural hazards.

[80] This underscores the importance of ensuring strong, sustainable and inclusive development in order to better manage displacement risks of all kinds, before, during and following disasters. States currently use a wide range of policy options to build people's resilience to natural hazards. Development spans economic measures, such as job opportunity creation; social measures, such as education, health and housing; governance priorities, such as social inclusion and the rule of law; and spatial planning, including urbanization and rural and urban development policies. Implementation of such development activities is critically important to help people remain safely in their homes when faced with natural hazards and reduce displacement risk. Such activities may also help to strengthening host communities' capacity to receive displaced persons, and facilitate finding lasting solutions to end displacement by reducing exposure and building resilience to future hazards.

[81] The Sendai Framework on Disaster Risk Reduction 2015 – 2030 acknowledges the large number of disaster displaced persons identified in recent years as one of the devastating effects of disasters. The

⁵⁷ UNISDR, Global Assessment Report on Disaster Risk Reduction 2015, <http://www.unisdr.org/we/inform/publications/42809>.

Framework underlines, *inter alia*, the need to prepare for “ensuring rapid and effective response to disasters and related displacement, including access to safe shelter, essential food and non-food relief supplies” and encourages States to adopt, at national and local levels “policies and programmes addressing disaster-induced human mobility to strengthen the resilience of affected people and that of host communities as per national laws and circumstances.” It also calls for trans-boundary cooperation to address displacement risks in areas with common eco-systems such as river basins or coastlines. Incorporating these principles in regional and national disaster risk reduction strategies will be an important step to use the potential of DRR to prevent displacement when possible, and mitigate it when it occurs.

[82] In some parts of the world the adverse effects of climate change already contribute to displacement, migration and planned relocation. Therefore, both climate change mitigation and adaptation measures can also play an important role in reducing disaster displacement. The 2010 UNFCCC Cancun Adaptation Framework calls for many activities to help build the resilience of communities in the face of climate change impacts, such as impact and vulnerability assessments, strengthening institutional capacities, and strengthening data, information and knowledge systems.⁵⁸ The Warsaw International Mechanism for Loss and Damage associated with climate change impacts also identifies displacement as a potential consequence of climate change. The Mechanism’s initial two year work plan, approved at the twentieth session of the Conference of the Parties to the UNFCCC, will seek to enhance understanding and expertise- and their application- of how impact of climate change are affecting patterns of migration, displacement and human mobility.

[83] The 2030 Agenda for Sustainable Development contains a commitment “to cooperate internationally to ensure [...] the humane treatment”, *inter alia*, of “displaced persons,”⁵⁹ and to build the resilience, *inter alia*, of those in vulnerable situations to climate-related extreme events and other disasters.⁶⁰ In this regard, Goal 13 – Take Urgent Action to Combat Climate Change and Its Impacts breaks new ground. The intention to “leave no one behind” when the goals are implemented to ensure equality, non-discrimination, equity and inclusion, as well as the reference to displaced persons and migrants among vulnerable groups establish a clear link between displacement, climate change, natural hazards, and development.

C. Challenges and Gaps

[84] Existing disaster risk reduction and climate change adaptation strategies normally neither acknowledge nor reflect the reality that very high numbers of people are displaced every year by disasters and thus do not adequately address human mobility issues.⁶¹ Where bilateral or regional disaster risk management mechanisms exist, the potential for cross-border disaster-displacement is generally not recognized within contingency planning and response plans.

[85] Some States have requested specific guidance on how to appropriately include displacement, migration and planned relocation within national and regional DRR and climate change adaptation policies and strategies. Furthermore, the implementation of human mobility issues included within national and regional climate change adaptation plans, policies and strategies may require adaptation funding, including from the operating entities of the financial mechanism of the UNFCCC and other funding mechanisms.

⁵⁸ UNFCCC, *supra* note 9, paras.14 (b)(c)(h).

⁵⁹ UNDP, *supra* note 27, para. 35.

⁶⁰ *Ibid*, Goal 1.5.

⁶¹ See, for example, Daniel Petz, “Strengthening Regional and National Capacity for Disaster Risk Management: The Case of ASEAN,” (November 2014) The Brookings-LSE Project on Internal Displacement; IDMC, “Neglected Displacement: Human Mobility in Pacific Disaster Risk Management and Climate Change Adaptation Mechanisms,” September 2013; and IOM, “No 18, International Dialogue on Migration: Climate Change, Environmental Degradation and Migration” (2012) p. 34-36.

[86] Disaster displacement is not only a fundamental humanitarian concern but also a development issue. Another persistent challenge in disaster risk reduction and resilience building measures is closing the gap between humanitarian and development action. At the national level, this challenge illustrates the need for coordination between government departments, and increased integration of elements of disaster risk management and climate change adaptation plans into development policies. At the local level, building the capacity and empowering local authorities and communities is needed.

II. Facilitation of Migration with Dignity in the Context of Natural Hazards and Climate Change

[87] Natural hazards, such as seasonal flooding, sea level rise and drought or saltwater intrusion, can negatively impact livelihoods, health and physical security. When living conditions deteriorate, individuals and families often use migration as a way to seek alternative opportunities within their country or abroad to avoid situations that otherwise may result in a humanitarian crisis and displacement in the future. Pastoralists use migration as a traditional coping method to access water and grazing land in times of environmental stress.

A. Effective Practices

[88] Effective practices States could consider with regard to facilitating migration with dignity as a potentially positive way to cope with the effects of natural hazards, environmental degradation and climate change include the following:

- Reviewing existing bilateral and (sub-) regional migration agreements to determine how they could facilitate migration as an adaptation measure, including issues such as simplified travel and customs documents. In the absence of such agreements, negotiating and implementing new agreements to facilitate migration with dignity.
- Developing or adapting national policies providing for residency permit quotas or seasonal worker programs in accordance with international labour standards to prioritize people from countries or areas facing natural hazard or climate change impacts.
- Providing training and education, including through qualification and accreditation alignment, to enable people from countries facing natural hazard or climate change impacts to compete for skilled employment opportunities in a regional or global labour market, and in this regard to cooperate closely with employers.
- Providing cultural orientation and other pre-departure training for documented migrants to help them move in safety and dignity.
- Reducing the costs of sending remittances from diaspora communities used to support and build the resilience of families remaining at home.
- Facilitating pastoralists' traditional practice of moving internally and across international borders to access water, pasture and regional markets during times of drought, such as through the development of transhumance agreements or special travel permits to facilitate the cross-border movement of livestock.

B. Background

[89] Managed properly, migration has the potential to be an adequate measure to cope with the adverse effects of climate change, other environmental degradation and natural hazards. Circular or temporary migration can create new livelihood opportunities, support economic development, and build resilience to future hazards by allowing migrants to send back remittances and return home with newly acquired knowledge, technology and skills. Diaspora remittances and investments in disaster-prone countries of

origin can also play an important role in early recovery and provide a foundation for long-term development solutions. Migration not only provides individuals and families with opportunities for the future, but can also help to ease population pressure on highly fragile areas, such as small low-lying islands, eroding coastlines, high mountain areas or areas exposed to desertification.

[90] The possibility for permanent migration is particularly important for low-lying small island States and other countries confronting substantial loss of territory or other adverse effects of climate change that increasingly make large tracts of land uninhabitable.

[91] While migration can be highly beneficial, it also carries specific risks, especially for women and children. Migrants might be economically exploited, exposed to dangerous conditions at their place of work or home, face discrimination or become victims of violence or being trafficked. This is particularly true for those using irregular means for migration, but also for regular migrants. Research indicates that migration can also exacerbate the negative circumstances of impoverished, unskilled, or otherwise vulnerable individuals and families by placing them in a more precarious situation than if they had stayed in their place of origin.⁶² The migration of a substantial number of members of a community or family may undermine their resilience. This is why it is important that people can migrate with dignity and with respect of their human rights.

[92] In certain situations, people in the most desperate circumstances may lack the resources to move at all, forcing them to remain in unsafe areas.⁶³

C. Challenges and Gaps

[93] With very few exceptions, planned and coherent approaches to recognizing, facilitating, managing and harnessing the benefits of migration as a means of coping with the adverse effects of climate change, environmental degradation and natural hazards are absent in most regions and countries. Similarly, where human mobility is included in national or regional climate change adaptation strategies, migration is generally viewed as something to be avoided, rather than recognized as a potentially positive adaptation strategy. There is a lack of regional or bilateral agreements specifically addressing and regulating migration as a response to the negative effects of climate change and other natural hazards.

III. Planned Relocation with Respect for People's Rights

[94] The risks and impacts of natural hazards, climate change, and environmental degradation have led many governments around the world to move and settle persons or groups of persons to safer areas, both before and after disaster displacement occurs.⁶⁴ However, because of the many negative effects associated with past relocation processes (e.g. challenges related to sustaining livelihoods, cultural ties, identity and connection to land), planned relocation is generally considered a last resort after other options have been reasonably exhausted.

⁶² Koko Warner, Tamer Afifi, Kevin Henry, Tonya Rawe, Christopher Smith, and Alex de Sherbinin, *Where the Rain Falls: Climate Change, Food and Livelihood Security and Migration*, Global Policy Report, UNU-EHS, November 2012, p.17

⁶³ Foresight, *Migration and Global Environmental Change* (Final Project Report, The Government Office for Science, Foresight, 2011).

⁶⁴ See examples in Annex, and Daniel Petz, "Planned Relocations in the Context of Natural Disasters and Climate Change: A Review of the Literature," Brookings Institution, 2015. <http://goo.gl/qEWFwq>

A. Effective Practices

[95] Effective practices States could consider with regard to planned relocation include, in particular, the following:

- Developing international and regional guidance, as well as national and local level laws and public policies, to support effective and sustainable planned relocation processes adapted to the local context and with full respect for the rights of affected persons or groups of persons, including members of host communities.
- Identifying and setting aside suitable land and living space for planned relocation as a disaster preparedness and climate change adaptation measure.
- Ensuring that planned relocation sites do not expose relocated people to greater disaster risk and provide for disaster risk management measures in the event of future disasters.
- Implementing planned relocation in a manner that
 - takes into account all relevant social, economic, cultural and demographic factors, including in particular the specific needs of women and children, particularly vulnerable persons and, where relevant, indigenous peoples;
 - engages both relocated persons or groups of persons and host communities in consultation, planning, implementation and evaluation of planned relocation programmes and projects;
 - takes into account community ties, cultural values, traditions, and psychological attachments to their original place of residence;
 - ensures adequate livelihood opportunities, basic services, and housing in the new location;
 - provides for adequate mechanisms and safeguards to prevent and solve conflicts, such as over land, other resources, and access to services and livelihoods; and
- uses planned relocation in ways that help to achieve development goals.

B. Background

[96] Planned relocation in the context of disasters and the effects of climate change may be relevant, each with its own challenges:

1. As a preventative measure within the country of origin to reduce the risk of displacement in the future by moving people out of areas particularly at risk of sudden-onset disasters (such as flooding or landslides) or when areas become unfit for habitation due to environmental degradation or the impacts of climate change (sea level rise, drought, or melting permafrost).
2. As a lasting solution within the country of origin to allow disaster displaced people to rebuild their lives if the impacts of the disaster or the risk of future disasters rendered their place of origin as no longer fit for habitation.
3. As a lasting solution in a receiving country in the extreme event that impacts of climate change and other natural hazards render large parts of or an entire country unfit for habitation (e.g., low-lying island States).

[97] Experience shows that planned relocation meets resistance or is not sustainable if it is undertaken without consultation and the participation of affected people, including host communities, and if livelihood, community cohesion and cultural traditions issues are neglected.⁶⁵ Systematic engagement with women, in particular, often contributes to a successful outcome of the relocation process.

⁶⁵ Brookings, Georgetown University and UNHCR, "Planned Relocations, Disasters and Climate Change: Consolidating Good Practices and Preparing for the Future," Sanremo Consultation Report, 12-14 March 2014. <http://www.unhcr.org/53c4d6f99.pdf>

C. Challenges and Gaps

[98] While planned relocation has the potential to increase vulnerable persons or groups of persons' overall security and resilience to natural hazards, ensuring adequate livelihood opportunities, infrastructure and social support is a common challenge in relocation processes. Relocation processes often lack transparent, inclusive and participatory approaches that include consultation and engagement with affected communities throughout the planning and implementation process. Furthermore, no clear criteria or guidance exist to determine when planned relocation is an adequate or necessary policy option in disaster and climate change related contexts and how such relocation should be implemented.⁶⁶

IV. Addressing the Needs of Internally Displaced Persons in Disaster Contexts

[99] Since most disaster displacement takes place within countries, the protection of internally displaced persons (IDPs) is particularly important. To be effective, approaches to risk mapping, disaster risk reduction measures, contingency planning, the humanitarian response, as well as efforts to find lasting solutions to disaster displacement often require addressing both internal and cross-border displacement at the same time. Furthermore, although more knowledge and data is required to better understand the relationship, it has been observed that cross-border disaster-displacement could potentially be avoided or reduced if IDPs received adequate protection and assistance following disasters. In particular, a lack of durable solutions is one reason why internally displaced persons may subsequently move abroad.

A. Effective Practices

[100] Effective practices States could consider with regard to protecting and assisting IDPs in disaster contexts include the following:

- Reviewing domestic legislation or policies on internal displacement to identify whether the notion of IDPs includes those displaced in disaster contexts, and if not consider expanding that notion in line with the UN Guiding Principles on Internal Displacement and relevant (sub-)regional instruments.
- Reviewing domestic legislation and policies on disaster risk management to identify whether they contain specific and adequate provisions addressing all stages of disaster related internal displacement and, if not, revise such laws and policies in line with the UN Guiding Principles on Internal Displacement and relevant (sub-)regional instruments.
- Specifically incorporating IDP protection considerations, and clarifying roles and responsibilities of relevant actors within disaster risk reduction and humanitarian response plans, as well as relevant development plans, in accordance with respect for the human rights of IDPs.
- Strengthening the institutional capacity and resources of national and local authorities to enhance protection and support for IDPs in disaster contexts.
- Ensuring that projects and programs regarding humanitarian assistance, early recovery and durable solutions in disaster contexts provide meaningful information and opportunities for consultation with and participation by displacement-affected persons or groups of person, those at risk of displacement and host communities.

[101] Effective practices States could consider with regard to finding durable solutions for IDPs in disaster contexts include the following:

⁶⁶ Presently, the Planned Relocation, Disasters and Climate Change Project, led by the Brookings Institution, Georgetown University and UNHCR, is in the process of developing such guidance. See *supra* note 20.

- Consistently establishing links between humanitarian and development activities to ensure that IDPs find durable solutions, such as by specifically addressing internal displacement within recovery, reconstruction and post-disaster development plans.
- Using thematic clusters or sectoral working groups in the rehabilitation, recovery and reconstruction response to disasters that build upon those used during the humanitarian response to ensure an effective transition.
- Ensuring information of, consultation with and participation by affected individuals, in particular women, youth, and where relevant members of indigenous peoples, and host communities.
- Emphasizing the re-establishment of livelihoods and basic services, in addition to housing and infrastructure reconstruction, within durable solutions strategies.
- Incorporating within long-term development planning measures that support durable solutions, particularly in return areas, and enable IDPs to better withstand future natural hazards, environmental degradation, and the adverse effects of climate change.

B. Background

[102] States have the primary duty and responsibility to protect and assist IDPs in accordance with their obligations under international human rights law as well as, where applicable, international humanitarian law. The UN Guiding Principles on Internal Displacement, which have been recognized by the international community as an “important international framework for the protection of internally displaced persons,”⁶⁷ address this responsibility.⁶⁸ They describe IDPs as “persons or groups of persons who have been forced or obliged to flee or leave their homes or places of habitual residence” for reasons including “natural or human-made disasters” and who have not crossed an international border.⁶⁹ States are also responsible for finding durable solutions for IDPs. Durable solutions include (a) voluntary return with sustainable re-integration at the place where displaced persons lived before the disaster; (b) local integration at the location where people were displaced, or (c) settlement elsewhere within their country. Importantly, finding durable solutions for IDPs creates particular challenges that, unresolved, can leave people in protracted displacement situations.

[103] A small number of States have developed national laws and policies on internal displacement that specifically apply to disaster contexts. At the (sub-)regional level, disasters and climate change are explicitly covered by the 2009 African Union Convention on the Assistance and Protection of Internally Displaced Persons in Africa (AU Kampala Convention), and the 2006 Great Lakes IDP Protocol.⁷⁰

⁶⁷ See General Assembly resolutions: A/RES/62/153, para. 10; A/RES/64/162, para. 10; A/RES/66/165, para. 12. [A/RES/68/180](#) para. 16; Human Rights Council: Res. 6/32 para. 5; 2005 World Summit Outcome, A/RES/60/1, 24 October 2005, para. 132; Human Rights Council resolutions: A/HRC/RES/6/32, para. 5; A/HRC/RES/14/6, para. 9; A/HRC/RES/20/9, para. 1; A/HRC/RES/23/8, para. 12.

⁶⁸ See General Assembly Resolutions: A/RES/62/153, para. 10; A/RES/64/162, para. 10; A/RES/66/165, para. 12. [A/RES/68/180](#) para. 16; Human Rights Council: Res. 6/32 para. 5; 2005 World Summit Outcome, A/RES/60/1, 24 October 2005, para. 132; Human Rights Council resolutions: A/HRC/RES/6/32, para. 5; A/HRC/RES/14/6, para. 9; A/HRC/RES/20/9, para. 1; A/HRC/RES/23/8, para. 12.

⁶⁹ Guiding Principles on Internal Displacement (UN Doc. E/CN.4/1998/53/Add.2, 11 February 1998).

⁷⁰ International Conference on the Great Lakes, Protocol on the Protection and Assistance to Internally Displaced Persons, 2006.

C. Challenges and Gaps

[104] Despite widespread recognition of the principles outlined in the UN Guiding Principles on Internal Displacement, most States neither have laws and policies specifically addressing internal displacement in disaster contexts, nor do they address such displacement in their legal frameworks on disaster management and response. Where States have adopted IDP specific instruments, the challenge lies in implementing them in operational terms. Institutional accountability for IDP protection at the international level in disaster situations also may not be clear. For example, international leadership to support national authorities with protection activities during a disaster response is not predictable, if such support is even activated at all.⁷¹

[105] Slow or inefficient recovery and reconstruction efforts, often hindered by the challenge of finding alternative relocation sites, resolving land tenure issues, or financing construction with higher building standards to withstand future disasters, can delay return for months or years, potentially leaving IDPs in temporary or transitional shelter for years at a time. Leadership for finding durable solutions is also not always clear or predictable amongst government institutions or international organizations, particularly regarding the respective roles and responsibilities of humanitarian and development actors, and their funding mechanisms.

⁷¹ Under the Inter-Agency Standing Committee's Cluster Approach to coordinate international humanitarian action, UNHCR is the global protection cluster lead. However, in the event of a disaster at the country level, leadership of the protection cluster is determined on a case by case basis between UNHCR, OHCHR and UNICEF, under the leadership of the UN Humanitarian Coordinator. Other activities to provide protection and assistance to IDPs in disaster situations are also included within all the sectoral clusters, notably the Camp Coordination and Camp Management Cluster led by IOM (disasters) and the Emergency Shelter Cluster convened by IFRC (disasters). See the Global Protection Cluster: <http://goo.gl/kHkm7q>.

PART THREE:

PRIORITY AREAS FOR FUTURE ACTION

[106] Cross-border disaster-displacement requires enhanced action at the national, (sub-) regional and international level. A number of effective practices have been identified that contribute to a comprehensive approach to cross-border disaster-displacement, including through the management of disaster displacement risk in the country of origin. These effective practices can provide inspiration to States and other relevant actors seeking more coherent and effective approaches to cross-border disaster-displacement in the future. They also provide a starting point to bring together the many existing policy and action areas discussed in this agenda that have been relatively uncoordinated to date.

[107] The consultative process leading to this agenda was intended to build consensus on key principles and elements addressing the protection and assistance needs of cross-border disaster-displaced persons at a policy level, rather than focus on implementation. As a contribution to future efforts to address cross-border disaster-displacement, this agenda identifies *three priority areas* for action to support the implementation of identified effective practices:

1. **Collecting data and enhancing knowledge** on cross-border disaster-displacement;
2. **Enhancing the use of humanitarian protection measures** for cross-border disaster-displaced persons, including mechanisms for lasting solutions, for instance by harmonizing approaches at (sub-)regional levels;
3. **Strengthening the management of disaster displacement risk in the country of origin** by:
 - a. Integrating human mobility within disaster risk reduction and climate change adaptation strategies, and other relevant development processes;
 - b. Facilitating migration with dignity as a potentially positive way to cope with the effects of natural hazards and climate change;
 - c. Improving the use of planned relocation as a preventative or responsive measure to disaster risk and displacement;
 - d. Ensuring that the needs of IDPs displaced in disaster situations are specifically addressed by relevant laws and policies on disaster risk management or internal displacement.

[108] Concerted action in these areas will be important for generating wider and more systematic application of the numerous effective practices currently used by States and other actors. In particular, such action requires a shared understanding of and coordinated approaches to cross-border disaster-displacement that bring together and link humanitarian action, human rights protection, migration management, refugee protection, disaster risk reduction, climate change adaptation, and development interventions.

[109] Action in the three priority areas requires concerted efforts at all levels. It is necessary that States at the national level establish clearly designated institutional leadership to bring together different branches of government to coordinate national planning and response efforts for cross-border disaster-displacement. At the same time, effective implementation of activities requires strong involvement and participation of local

authorities; affected communities including, where relevant, indigenous peoples; women; youth; as well as civil society organizations and academia.

[110] Recognizing that most cross-border disaster-displacement takes place within regions and therefore appropriate responses vary from region to region, the roles of regional and sub-regional organizations, for example the African Union and the African regional economic communities or the Pacific Islands Forum, are of primary importance for developing integrated responses, including policies and strategies and, where appropriate, normative frameworks to address the three priority areas. More specialized (sub-)regional mechanisms include Regional Consultative Processes (on migration), human rights mechanisms, disaster risk management centres, climate change adaptation strategies, as well as common markets and free movement of persons arrangements, among others.

[111] At the global level, international organizations and agencies dealing with issues as diverse as humanitarian action, human rights protection, migration management, refugee protection, disaster risk reduction, climate change adaptation, and development may also contribute. In particular, they can provide technical advice as well as capacity building and operational support to (sub-)regional bodies as well as national and local authorities, particularly in the most vulnerable countries, to support implementation of the three priority areas, according to their respective mandates and areas of expertise.

I. Collecting Data and Enhancing Knowledge on Cross-Border Disaster-Displacement

[112] Knowledge and data on cross-border disaster-displacement is growing, particularly regarding concepts, numbers and regional dynamics. At the same time, despite efforts by academic institutions, and non-governmental and international governmental organizations and agencies, comprehensive, reliable and timely global data on cross-border disaster-displacement are still not available. Similarly, additional knowledge is also needed on disaster-related migration and planned relocation processes.

[113] In order to address these challenges and gaps, and to promote and facilitate the collection of data and enhanced knowledge, the following *key actions* are suggested:

- I. Setting up new or building upon existing systems to⁷²
 - a. Collect, consolidate and analyze gender- and age-disaggregated data regarding the overall number of people displaced in disaster contexts, both internally and across international borders, based on clear criteria and effective methods;
 - b. Develop methodologies to identify those at risk of being displaced in disaster contexts, including across international borders;
 - c. Determine to what extent men and women already rely on migration as a strategy to cope with the effects of natural hazards and the effects of climate change, and what lessons can be learned for improving the benefits of migration and addressing related protection risks;
 - d. Collect, analyze and evaluate effective practices for planned relocation processes in the context of disasters and effects of climate change.

⁷² Since 2008, IDMC has been collecting global data on disaster displacement, and has also developed models to project future disaster displacement. IOM's Displacement Tracking Matrix collects data on displacement in disaster situations where the organization has field operations.

- II. Establishing an inter-agency mechanism for improved data collection on disaster displacement that enhances synergies between actors, addresses gaps, and improves clarity on roles and responsibilities.
- III. Analyzing the effectiveness of existing humanitarian protection mechanisms in responding to the protection needs of cross-border disaster-displaced persons.

II. Enhancing the Use of Humanitarian Protection Measures for Cross-Border Disaster-Displaced Persons

[114] Some States possess legal provisions explicitly providing for humanitarian protection measures for cross-border disaster-displaced persons. However, most States lack laws and policies that would offer guidance and a predictable response if such persons arrived at their borders or were on their territory. Even in regions where relevant legal provisions exist, such approaches could benefit from further harmonization to better facilitate regional cooperation in addressing cross-border disaster-displacement. Improved accountability for protection and assistance for cross-border disaster-displaced persons, including finding lasting solutions, are also needed.

[115] In order to address these challenges and gaps, and to promote and facilitate the implementation of identified effective practices for promoting protection and assistance for cross-border disaster-displaced persons (see paras. 33–34; 43; 47; 66; 65; 71), the following *key actions* are suggested:

- I. Reviewing existing domestic laws, policies and strategies to determine to what extent they allow for the temporary admission, stay or non-return, as well as lasting solutions for cross-border disaster-displaced persons, and revising them where appropriate, taking into account the specific needs of women and children, particularly vulnerable persons and, where relevant, members of indigenous peoples;
- II. Exploring the need to harmonize approaches to admission, stay and non-return of cross-border disaster-displaced persons at (sub-)regional levels;
- III. Exploring the need to develop new, or revise and harmonize existing national, bilateral or (sub-)regional cross-border disaster risk management and humanitarian response mechanisms to ensure that such mechanisms integrate cross-border disaster-displacement risk;
- IV. Exploring the need to develop bilateral or (sub-) regional cooperation mechanisms facilitating the return and sustainable reintegration of cross-border disaster-displaced persons to find lasting solutions;
- V. Establishing mechanisms in support of governments at the UN Country Team or Humanitarian Country Team level to determine the respective roles and responsibilities of international organizations and agencies to address the protection and assistance needs of cross-border disaster-displaced persons in the receiving country.

III. Strengthening the Management of Disaster Displacement Risk in the Country of Origin

[116] There are a number of measures States can take to manage disaster displacement risk in the country of origin to help people stay, move out of areas at risk, and address the specific needs of those that have been internally displaced.

A. Integrating Human Mobility within Disaster Risk Reduction and Climate Change Adaptation Strategies, and Other Relevant Development Processes

[117] While climate change adaptation, disaster risk reduction and other development strategies can also help avoid displacement by building up the resilience of people living in areas facing natural hazards, environmental degradation and the adverse effects of climate change, existing disaster risk reduction and climate change adaptation related laws, policies, strategies, and operational activities, with very few exceptions, do not address disaster displacement, migration and planned relocation. Furthermore, the current and projected impacts of natural hazards and the adverse effects of climate change suggest that efforts to address disaster and displacement risk and build resilience need to be scaled up to meet present and future challenges.

[118] In order to address these challenges and gaps, and to promote and facilitate the implementation of identified effective practices on reducing vulnerability and building resilience to displacement risk (see para. 78), the following *key actions* are suggested:

- I. Developing guidance, and providing technical and capacity building support to national and local authorities and (sub-)regional organizations to implement the Sendai Framework on Disaster Risk Reduction's relevant priorities for action related to displacement, migration and planned relocation.
- II. Developing guidance, and providing technical and capacity building to national and local authorities, and (sub-)regional organizations to support the inclusion of human mobility considerations within climate change adaptation strategies and policies, including through collaboration, as appropriate, with UNFCCC bodies and processes.⁷³
- III. Continuing to consider the issues of displacement, migration and planned relocation within on-going activities of the Conferences of Parties to the UNFCCC.
- IV. Revising laws, policies, strategies and plans on disaster risk reduction, climate change adaptation, and overall resilience building with a view to integrate human mobility aspects.
- V. Ensuring that access to funding is secured and facilitated to finance human mobility related measures within local, national and regional climate change adaptation, disaster risk reduction, and resilience building plans and activities.

B. Facilitating Migration with Dignity as a Potentially Positive Way to Cope with the Effects of Natural Hazards and Climate Change

[119] If well supported and managed, migration has the potential to help people living in areas exposed to natural hazards, environmental deterioration and the adverse impacts of climate change to avoid situations that otherwise may result in a humanitarian crisis and displacement in the future. However, in many parts of the world regular channels for such migration are few or do not exist. Due to a lack of opportunities for regular

⁷³ IOM is currently developing guidance on integrating human mobility within National Adaptation Plans. See <http://goo.gl/7YVu74>.

migration, some persons impacted by natural hazards may resort to irregular migration with all its negative consequences, particularly for women and children.

[120] In order to address these challenges and gaps, and to promote and facilitate the implementation of identified effective practices on facilitating migration with dignity as a potentially positive way to cope with the effects of natural hazards, environmental degradation and climate change (see para. 88), the following *key actions* are suggested:

- I. Reviewing, adapting or developing national legislation, as well as bilateral or (sub-)regional agreements, to facilitate temporary, circular or, where appropriate, permanent migration as means to cope with the effects of natural hazards, environmental degradation and climate change.
- II. Preparing persons who envisage migration as a positive coping strategy to build their capacity to compete in the labour market.
- III. Reviewing existing regional, sub-regional and bilateral free movement of persons agreements to determine to what extent such agreements already, or could better, facilitate international migration.

C. Improving the Use of Planned Relocation as a Preventative or Responsive Measure to Disaster Risk and Displacement

[121] The planned relocation of persons or group of persons is recognized as a preventative or responsive measure to disaster risk and displacement, including the adverse effects of climate change. In some cases, planned relocation has been identified as necessary, but cannot be carried out due to policy, institutional, financial and other limitations. In other situations, planned relocation processes are undertaken without sufficient guidance and capacity to ensure the process is sustainable and fully respects the rights of the relocated persons or groups of persons, and host communities.

[122] In order to address these challenges and gaps, and to promote and facilitate the implementation of identified effective practices on planned relocation as preventive or responsive measures to disaster risk and displacement (see para. 95) the following *key actions* are suggested:

- I. Developing international and (sub-)regional operational guidance to support effective and sustainable disaster risk and climate change related planned relocation processes.⁷⁴
- II. Reviewing or developing relevant instruments and institutional capacity, particularly in the areas of disaster risk management, climate change adaptation and development, to integrate planned relocation as a potential tool to address the effects of natural hazards, environmental degradation and climate change, and ensure that planned relocation, when carried out, respects the rights of relocated persons and members of host communities.
- III. Providing technical support and strengthen the capacity and leadership of relevant national and local authorities, and communities to carry out, when appropriate, planned relocation that takes into account the specific needs of women and children, particularly vulnerable persons and, where relevant, members of indigenous peoples.

⁷⁴ See supra notes 20 and 59.

D. Ensuring that the Needs of IDPs Displaced in Disaster Situations Are Addressed by Relevant Laws and Policies

[123] Since most disaster displacement takes place within countries, the protection of IDPs is an important part of managing displacement risk, but relevant domestic laws, policies and strategies often do not address the specific needs of such persons. At the same time, international institutional accountability in support of governments for IDP protection within a specific disaster response is often not predictable.

[124] In order to address these challenges and gaps, and to ensure that IDPs displaced in disaster situations are addressed by relevant laws and policies (see paras. 100-101), the following *key actions* are suggested:

- I. Reviewing or developing relevant instruments and institutional capacity in order to ensure that internal displacement in disaster contexts is integrated within domestic disaster risk management or IDP laws, policies and strategies.
- II. Reviewing the mandates and potential roles of international organizations and agencies, in anticipation of future disasters, to ensure predictable, timely and accountable international leadership in supporting governments to protect IDPs and find durable solutions.
- III. Ensuring that funding mechanisms for finding durable solutions to internal disaster displacement can be activated already during the humanitarian response.

IV. Possible Next Steps

[125] To facilitate follow up on this agenda and implementation of activities identified in the three priority areas for action addressing cross-border disaster-displacement, it will be important to continue to:

- I. Provide a forum for dialogue among interested States to further discuss how best to protect cross-border disaster-displaced persons, and prevent disaster displacement, where possible.
- II. Enhance cooperation and coordination between international organizations and agencies, and other relevant actors, in order to ensure a comprehensive approach to cross-border disaster-displacement.

ANNEXES

ANNEX I: Countries That Received and/or Did Not Return Disaster-Affected Foreigners

ANNEX II: Examples of Cross-Border Disaster-Displacement

CONTENT OF VOLUME II

ANNEX I: Regional Dynamics of Disaster-Related Human Mobility

ANNEX II: Effective Practices for Cross-Border Disaster-Displacement

ANNEX III: Disaster Displacement References in International, (Sub-)Regional and National Agreements, Declarations, and Policies

5

CONFERENCE STATEMENT AND OFFICIAL DELEGATIONS SUPPORTING THE PROTECTION AGENDA

We, Ministers and representatives from 109 delegations, met in Geneva on 12 and 13 October 2015 for a Global Consultation to take stock of, and discuss, the findings of the Nansen Initiative, to identify future action, and to strengthen our efforts to prevent and address cross-border disaster-displacement.

Disaster displacement is one of the main humanitarian challenges of our time, affecting tens of millions of people every year. Sudden and slow-onset disasters and climate events have devastating impacts on people's lives and livelihoods, communities and socio-economic conditions. Climate change, in combination with other factors, is projected to increase displacement in the future. Many States have developed profound knowledge in addressing displacement, migration and planned relocation in the context of disasters and the effects of climate change. Around a quarter of all States have received, or refrained from returning, persons in the aftermath of disasters. At the same time, significant normative, institutional and operational gaps regarding cross-border disaster-displacement leave people vulnerable, particularly women and children. A holistic approach going beyond humanitarian responses is required, including efforts to address displacement and its root causes.

The governments of Norway and Switzerland, building on the 2010 UNFCCC Cancún Adaptation Framework and the 2011 Nansen Conference on Climate Change and Displacement in the 21st Century, pledged at the UNHCR Ministerial Conference in December 2011 to address the need for a more coherent and consistent approach to the protection of people displaced across borders in the context of disasters and the effects of climate change. This was the origin of the Nansen Initiative, a bottom-up, state-led consultative process carried out over the past three years.

The "Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change" (Agenda), a non-binding text, results from this process, marking the fulfilment of the Swiss-Norwegian pledge and the end of the Nansen Initiative in its current form. We thank the Co-Chairs, the Envoy, the Steering Group, the Group of Friends, the Consultative Committee and key international and regional organizations and NGOs for their valuable support. Recognizing that States have the primary responsibility to prevent and respond to disaster displacement, we strive to strengthen our efforts for more effective action to prevent and address cross-border disaster-displacement at all levels, bringing together expertise from the fields of humanitarian assistance and protection, human rights, migration management, disaster risk reduction, climate change, and development and other international cooperation.

We endorse the Agenda as a guiding document to better conceptualize cross-border disaster-displacement. It compiles and analyzes key principles and illustrative examples of effective State practices from around the world, and provides a toolbox of policy options for action. It also highlights regional diversity, the need for important contributions by regional and sub-regional organizations, the international community, and development partners, and the relevant role of affected populations, local communities, including where relevant ethnic groups, and civil society.

The Agenda identifies three priority areas for action: collecting data and enhancing knowledge; enhancing the use of humanitarian protection measures for cross-border disaster-displaced persons; and strengthening the management of disaster displacement risk in the country of origin. The latter may entail, as relevant, integrating human mobility within disaster risk reduction and climate change adaptation strategies; facilitating migration with dignity as a potentially positive way to cope with natural hazards and adverse effects of climate change; improving the use of planned relocation; and ensuring that the needs of internally displaced persons in disaster situations are specifically addressed. We recognize these as relevant suggestions, and will promote and apply, as appropriate, the findings of the Agenda nationally as well as in regional and international fora and processes.

We welcome the creation of a group of States and other key stakeholders in Geneva as a forum for dialogue to promote the Agenda at the multilateral level, alongside an institutional arrangement strengthening the coordination and cooperation between UNHCR, IOM and other relevant organizations. This combined approach of continued state-led leadership with operational implementation, including at the regional level and with the expertise of international agencies, aims at an appropriate follow-up to the Agenda and at furthering the momentum of the Global Consultation.

Geneva, 13 October 2015

Official Delegations supporting the Protection Agenda

- | | | |
|--------------------------------------|-------------------------|----------------------------------|
| 1. Afghanistan | 37. Guatemala | 74. Panama |
| 2. Albania | 38. Haiti | 75. Peru |
| 3. Angola | 39. Holy See | 76. Philippines |
| 4. Australia | 40. Honduras | 77. Poland |
| 5. Austria | 41. Hungary | 78. Qatar |
| 6. Bangladesh | 42. Indonesia | 79. Republic of Moldova |
| 7. Barbados | 43. Iraq | 80. Romania |
| 8. Belgium | 44. Ireland | 81. Rwanda |
| 9. Benin | 45. Israel | 82. Samoa |
| 10. Bhutan | 46. Italy | 83. Sao Tome and Principe |
| 11. Bolivia (Plurinational State of) | 47. Jordan | 84. Saudi Arabia |
| 12. Brazil | 48. Kenya | 85. Senegal |
| 13. Burundi | 49. Kiribati | 86. Seychelles |
| 14. Cambodia | 50. Korea (Republic of) | 87. Sierra Leone |
| 15. Cameroon | 51. Kuwait | 88. Slovakia |
| 16. Chad | 52. Lao PDR | 89. Somalia |
| 17. Chile | 53. Lesotho | 90. South Africa |
| 18. Colombia | 54. Liechtenstein | 91. Spain |
| 19. Comoros | 55. Luxembourg | 92. Sri Lanka |
| 20. Cook Islands | 56. Libya | 93. Swaziland |
| 21. Côte d'Ivoire | 57. Madagascar | 94. Sweden |
| 22. Costa Rica | 58. Maldives | 95. Switzerland |
| 23. Cyprus | 59. Mali | 96. Thailand |
| 24. Denmark | 60. Malta | 97. The Order of Malta |
| 25. Djibouti | 61. Mexico | 98. Togo |
| 26. Dominican Republic | 62. Monaco | 99. Trinidad and Tobago |
| 27. Democratic Republic of the Congo | 63. Mongolia | 100. Turkey |
| 28. Ecuador | 64. Morocco | 101. Tuvalu |
| 29. Egypt | 65. Mozambique | 102. Uganda |
| 30. Ethiopia | 66. Myanmar | 103. Ukraine |
| 31. European Union | 67. Nepal | 104. United Republic of Tanzania |
| 32. Fiji | 68. Netherlands | 105. United States of America |
| 33. Finland | 69. New Zealand | 106. Uzbekistan |
| 34. France | 70. Nicaragua | 107. Viet Nam |
| 35. Germany | 71. Niger | 108. Zambia |
| 36. Greece | 72. Nigeria | 109. Zimbabwe |
| | 73. Norway | |

Registered delegations unable to attend but supporting the Protection Agenda: Benin, Barbados, Comoros, Cyprus, Democratic Republic of the Congo, Myanmar, Qatar, Rwanda, Swaziland, Ukraine, Zambia, and Zimbabwe.

6

ADDRESSES BY THE CHAIRMANSHIP AND KEYNOTE SPEAKERS (FULL VERSIONS)



Opening Address by H.E. Mr. Didier Burkhalter

Federal Councillor and Head of the Federal Department of
Foreign Affairs, Government of Switzerland

*Excellencies,
Ladies and gentlemen,*

In October 2002, heavy rainfall caused a landslide on the Simplon mountainside, in Southern Switzerland. A large part of a village called Gondo was covered by an avalanche of rocks and mud. Thirteen people died and almost all the 165 survivors left the village. The school, the stores, the roads, everything was destroyed. The mountain had actually carried away the identity of an entire landscape.

The tragedy of Gondo was terrible for every single victim and their families. But it was a comparatively small event: many other instances of disasters injure, kill or displace millions of people every year. Between 2008 and 2014, for instance, more than 184 million people were displaced by disasters – that is more than 26 million people each year, or one individual every second! Disaster displacement is a reality. With climate change, the numbers of people affected are likely to increase even more.

Over the years, many governments, organizations and civil society have developed remarkable experience in preparing for natural hazards. They focus on what is too often neglected: prevention and preparedness. However, the national and international response still far too often remains minimal, is *ad hoc* or sometimes even fully lacking. More needs to be done to address disaster-induced displacement. More needs to be done to better protect men, women and children. Here in Switzerland, we have seen it with our mountains and rivers, and we see it in so many other places in the world: natural hazards cannot be avoided, but the human suffering they cause can be minimized or avoided.

Prevention – Sendai

Switzerland remains convinced that prevention, in the form of disaster risk reduction, is of paramount importance. Measures aimed at reducing disaster risks are cost effective. They are a smart investment and they save lives. As many of the States represented here today underscored in March this year at the UN Conference on Disaster Risk Reduction in Sendai, we need to prevent disasters as far ahead as we can. To this end, Switzerland is engaged in disaster risk reduction programmes in many countries of the world, for example by building earthquake-resistant schools in places such as Haiti, Sri Lanka and Myanmar. Promoting and strengthening community resilience is a key factor in reducing disaster-induced displacement. However, despite preventive measures, natural hazards and climate change will continue to cause more displacement.

With rising global temperatures, more frequent extreme weather events, population growth and more and more people living in hazardous zones, we need to think about those that are forced to flee their homes. This is why we recognized in Sendai that helping people to relocate to safer places might sometimes be necessary to avoid loss of life and other consequences of disasters.

Preparedness and protection – Nansen

Together with the Government of Norway, Switzerland decided to address this protection gap. To this end, we announced a joint pledge at the ministerial conference of the UN High Commissioner for Refugees in December 2011. We committed ourselves to cooperate with interested States and other relevant actors with the aim of obtaining a better understanding of such cross-border movements at relevant regional and sub-regional levels, identifying best practices and developing consensus on how best to assist and protect people affected.

In October 2012, Switzerland and Norway launched the Nansen Initiative: a consultation process, with a bottom-up approach, aimed at ensuring consensus on how to better offer protection for people who are forced to flee as a consequence of disasters and climate change. The process has been led by a group of like-minded States and particularly affected countries, namely Costa Rica, the Philippines, Bangladesh, and Mexico, as well as Australia, Germany, and Kenya. This cross-regional group is of great importance in providing strategic guidance in the framework of the Nansen process. I would like to take this opportunity to thank the States involved for their valuable input and strong support as regional champions, and especially the Cook Islands, Costa Rica, Kenya, the Philippines, Bangladesh and Ecuador as hosts of the regional consultations. At the same time, I would also like to thank IOM and UNHCR for their support throughout the entire process. These consultations, together with a series of civil society meetings, have allowed us to gather, from the field, a vast range of insights on the disaster displacement dynamics in the different regions as well as on existing effective practices and experiences in the affected countries throughout the world.

Ladies and Gentlemen,

Today's conference marks the culmination of the Nansen process. This is a good moment to take stock of the work done and lay out the way ahead. I would like to highlight four points:

1. The inclusive nature of the Nansen Initiative
2. The global dialogue on human mobility in the context of disasters and climate change
3. The importance of regional responses
4. The outcome document, that is the Protection Agenda

First, one of the key strengths of the Nansen Initiative is its inclusive nature. During the regional consultations, the Nansen Initiative reached out widely and consulted with governments and civil society from more than one hundred countries. This, together with input from experts and research commissioned by the Nansen Initiative, provides us with a comprehensive overview on the current situation of cross-border disaster-displacement in the different regions. At the same time, because disaster displacement is a transversal issue, the Nansen Initiative has also reached out to a broad range of actors from different thematic fields – migration, humanitarian action, environmental policies and others. For the drafting of a comprehensive response to disaster-induced displacement, it is crucial to involve actors and expertise from all relevant fields. I am convinced that one of the major achievements of the Nansen Initiative is that it tears down thematic silos. It stimulates thinking across different fields, always with one common aim: to offer better protection to the people who have been displaced and are suffering from disasters and the consequences of climate change.

Second, the Nansen Initiative has kick-started a global dialogue on human mobility in the context of disasters and climate change. The aim behind this was to create a common understanding on how to address the needs of disaster displaced persons across the globe. While it has focused on the policy level, rather than

the implementation, it also aimed to anchor the findings and conclusions in relevant existing regional and international processes. In this regard, I would like to mention three important instances where States participating in the Nansen Initiative process have pushed, together with others, in order to advance the topic of human mobility in the context of disasters and climate change:

- As a first example, in Latin America and the Caribbean, the Cartagena+30 process has adopted a common roadmap to address new displacement trends, including those linked to climate change and disasters.
- Another example is the Sendai Framework for Disaster Risk Reduction already mentioned. It highlights the importance of including the needs of people displaced, or at risk of being displaced, by disaster into the efforts to reduce disaster risk.
- A third and current example is the World Humanitarian Summit, whose Global Consultation will be held here in Geneva in the next couple of days. The Nansen Initiative has presented its findings at different regional consultations of the World Humanitarian Summit and works together with interested States and relevant stakeholders in order to strengthen preparedness, response and coordination capacity within the humanitarian system.

Looking into the future, an important next step will be the climate change negotiations in view of the COP21 Conference in Paris: concrete examples such as land loss due to coastal erosion in Bangladesh, which is caused by sea level rise, clearly shows that displacement in the context of climate change is a reality today and that it is likely to grow in the future, particularly if global warming continues to increase. Climate change-related displacement must therefore remain high up on the agenda of the Parties to the UNFCCC. In this regard, Switzerland, together with like-minded States, will strongly advocate for a new climate regime which decreases greenhouse gas emissions as well as enables adaptation to the effects of climate change.

Third, important to mention is the considerable regional diversity – not only with regard to the phenomenon of cross-border disaster-displacement itself but also with regard to the experiences and responses. As is so often the case, there is no one-size-fits-all solution: regional responses are needed. Good examples already exist; I will mention one in particular: countries in Central America are exposed to a wide variety of natural hazards such as earthquakes, tsunamis and volcanic eruptions, which have displaced people both within their own countries as well as across international borders. The States in the region have set up a diverse set of temporary protection mechanisms for cross-border disaster-displacement, such as humanitarian visas. In order to strengthen and harmonize these mechanisms, the Regional Conference on Migration, which is composed of eleven countries from Central and North America and the Dominican Republic, has organized a workshop with the aim of identifying best practices regarding temporary protection measures. Such broad, regional initiatives are exactly what the Nansen Initiative seeks to promote. I encourage committed countries to take up leadership as regional champions in order to make use of the findings of the Nansen Initiative and implement the Protection Agenda in accordance with their regional realities.

Fourth, and finally, at the heart of this Global Consultation is the “Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change.” The term “protection” emphasizes that people are at the centre of the Nansen Initiative. The word “agenda” indicates that the document identifies what can be done now and in the future to address cross-border disaster-displacement. Rather than creating a new, binding international convention on cross-border disaster-displacement, the Protection Agenda is a non-binding text that consolidates the experiences made in different regions of the world with cross-border displacement. The Protection Agenda offers for the first time a comprehensive picture of the current situation of cross-border disaster-displacement. It also identifies existing effective practices by States and regional organizations. The Protection Agenda provides a tool box for affected countries, the international community and other key actors. It is so-to-say an invitation to learn from the experiences of others, to become more consistent and enhance action.

Finally, the Agenda points out the existing gaps, where future action should be focused. Addressing these normative, institutional, operational and knowledge gaps and implementing the Protection Agenda is our common task. We can do more if we proceed together. We owe it to all those that are forced to flee from the forces of nature. It is time to act now.

Ladies and gentlemen,

With today's conference, the Nansen Initiative comes to a conclusion; with the presentation and validation of the Protection Agenda, Switzerland and Norway have fulfilled their pledge from 2011.

However, this Global Consultation should not be considered as the end of the Nansen Initiative, but rather as a first step. We now enter a new phase: considerable headway has been made during the last three years. It will now be important to implement the Protection Agenda and fill the gaps identified. Switzerland will remain engaged on the topic in the future. Displacement in the context of disasters and related to climate change will continue to be a top priority for my country. With so many crises and challenges confronting us today, our commitment to fostering dialogue and inclusive solutions is more important than ever. We are intensively engaged in building up a group of States and other key stakeholders, which will carry on, with the work started by the Nansen Initiative. Regional champions will lead the discussion on implementation of the findings of the Nansen Initiative and the effective practices identified in the Protection Agenda. Furthermore, it is important to strengthen the cooperation between relevant international organizations, in particular UNHCR and IOM. At least as important will be the follow-up at the national level. It is the sovereign decision of each State to carry forward and implement the findings of the Nansen Initiative that are most relevant to them and that will offer the best protection to those that have been forced to flee, to the most vulnerable and weakest members of our societies.

A guiding principle that could inspire our action for the future is placed at the beginning of the Swiss constitution: "the strength of a people is measured by the well-being of its weakest members."

Thank you.



Closing Address by H.E. Mr. Morten Høglund

State Secretary, Ministry of Foreign Affairs, Government of Norway

Dear colleagues, dear friends,

We live in dramatic times. Over 60 million people worldwide are fleeing war, conflict and persecution, and a larger number of people are escaping poverty and despair in search of a better future. In Europe, the migrant and refugee challenge is **the** political issue dominating the political situation.

This is before we add displacement related to climate change and disasters to the equation. The number of people fleeing from war, persecution and poverty is enormous. Together with the number of people fleeing from the impacts of climate change and disasters, the real scale of migration is difficult to understand.

And we get the message from the Nansen Initiative: Displacement related to disasters and the effects of climate change is a reality and one of the big challenges facing States and the international community in the 21st century.

Another clear message from several countries, is the importance of a successful outcome of COP 21 in Paris. The Paris agreement must send a strong signal to all actors that a transformation to a low-emission, climate resilient society is on its way. One way to ensure this is to include a long-term goal in the agreement. Norway believes this goal should be climate neutrality in the middle of this century; the greater the mitigation effort, the less displacement due to climate change.

The Nansen Initiative and the "Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change" presented here in Geneva does not shy away from the complexity nor the grave seriousness of this situation.

The Initiative provides us with something very rare – a tool box – for how to deal with disaster and climate-related displacement and how to avoid it.

Through the state-led consultative process the initiative has identified effective practices and key principles to address the possible protection needs of people displaced across borders by the effects of disasters and climate change. This is unique, as there is no provision in existing international norms.

The Protection Agenda provides us with a point of departure for addressing the gaps in the normative and institutional framework. The recommendations are not without international controversy or disagreements. It demands political will to take this discussion further. The message from the Protection Agenda is clear: disaster reduction, preparedness and climate adaption must be higher on our agenda.

Norway together with Switzerland has honored our pledge from Geneva. Professor Walter Kaelin with support by an able and competent team has produced a solid technical document that provided us with a Protection Agenda that will guide future engagement. We hope that this will be a valuable document that contributes to national, regional and global processes and cooperation.

Norway will continue to be engaged in the topic. We will bring the tool box with us to the global policy processes, such as the Paris negotiations under the UNFCCC and those associated with the Sendai Framework for Disaster Risk Reduction, and the Sustainable Development Goals.

But the true value of this initiative is in its application. The sustainability of the Nansen Initiative, now that the initiative enters a new phase and is formally closed, rests with the international community.

There is strong willingness for global follow-up in Geneva, through a group of States and other key stakeholders as well as through an institutional arrangement with relevant international organizations.

Details of this Geneva-based follow-up are being worked out over the coming weeks and are intended to ensure that the momentum of this Global Consultation is maintained and that the work of the Nansen Initiative will be carried on.

I encourage States to lend their full support to its implementation and for new champions to emerge, and I thank both UNHCR and IOM for standing ready to contribute to that process.

Excellences, ladies and gentlemen,

Through your national statements, contributions and participation in this Conference, you have expressed your strong support for the Protection Agenda.

We are pleased to note that 113 official delegations have participated in this Global Consultation, in addition to regional and international organizations and experts.

The final report will reflect that one government is not yet ready to join the Protection Agenda and the final Statement, and that another government has not yet received instructions.

[reading of the Conference Statement]

Allow me to thank all of you for your participation and for your contributions and comments during this Conference as well as during the three years of consultation. Governments, experts, international and regional organizations, civil society – you all contributed significantly to this process.

I also wish to thank all panelists and moderators, as well as the interpreters for their remarkable job, as well as the conference services and caterers here at the Starling Hotel and the team of the Nansen Initiative Secretariat working so hard for this joint success.

With this, I wish to thank you, and declare this Conference closed.



Keynote Address by Mr. Volker Türk

Assistant High Commissioner for Protection, Office of the
UN High Commissioner for Refugees (UNHCR)

Thank you for the opportunity to address this Global Consultation. Our meeting here today is pivotal. It is the culmination of our collective efforts under the Nansen Initiative to address the cross-border displacement aspects of disaster and climate change.

When this work started almost three years ago, it seemed like a “mission impossible”. However, under the strong leadership of Switzerland and Norway, it has broken important ground. This Initiative has also been supported by the European Union, members of the Nansen Steering Group – Australia, Bangladesh, Costa Rica, Germany, Kenya, Mexico, and the Philippines – as well as a growing group of friends. Our deep appreciation and admiration go to the work of the Envoy, Walter Kaelin, and the Nansen Initiative Secretariat for having laid the groundwork to carry it forward.

With the Paris Climate Conference only a few weeks away, we are all waiting to see whether the international community will finally conclude a meaningful agreement on the most far-reaching issue that humanity faces today – the reduction of greenhouse gas emissions. Failure to do so would be a collective failure. It would have dire implications for all of us – in particular for future generations.

Allow me a personal remark. I remember discussions at home in the seventies when my father and uncle, who are biologists, argued that we are already “past midnight” and that ecosystems could go haywire, with a massive impact on all life on this planet. This troubled me deeply in my youth, and I can only imagine what it will mean for future girls and boys growing up in an environment hugely changed by the world that we have created – one that was so aptly described by the Pope in his encyclical *Laudato Si*. None of us can escape responsibility for our actions, not only in terms of their global implications, but also in relation to future generations.

UNHCR has, from the very beginning, been a staunch supporter of the Nansen Initiative, named after the world’s first High Commissioner for Refugees – a renowned arctic explorer – who also dedicated much of his life to science, as well as to “humanitarianism” before the term was coined. His pragmatism and “can do” attitude in the face of unprecedented challenges are a source of inspiration and are precisely what we need today.

As the Nansen Initiative has shown, there is an intrinsic link between climate change and forced displacement. We all know that conflict is not the only driver of displacement. People are also increasingly forced to abandon their homes as a result of the interaction between environmental degradation, natural hazards, and climate change and the effects of rapid urbanisation, water insufficiency, and food and energy insecurity. Desertification, drought, flooding, and the growing severity of disasters exacerbate vulnerability and affect tens of millions of people every single year. In the IPCC’s fifth assessment report, climate change is projected to increase the displacement of people. Populations lacking the resources for planned migration are often more exposed in extreme weather events, particularly in low-income developing countries.

This demands a fundamental reorientation of our relationship with life on earth and future generations. If we can draw any lessons from the current refugee situations in Europe and the Middle East, it is to take the forecasting seriously, accept the realities of migration and displacement, and deal with them effectively and as a matter of urgency. Radical action is required of us now to mitigate against the worst effects of climate change.

The Paris agreement presents an opportunity to achieve this, provided that it takes into account the growth of climate change-related migration and displacement and the necessity of proactive measures. There has been a growing recognition amongst States of the imperative to address climate change from a myriad of perspectives, including that of displacement, humanitarian emergency response, protection, and even preventing statelessness. Let us not forget that the Cancun Decision in 2010 already recognised that adaptation to climate change will take the form of migration, displacement, and planned relocation to move populations out of harm’s way. Since Cancun, UNHCR has facilitated an Advisory Group on Climate Change and Human Mobility, alongside IOM, NRC/IDMC, and a range of UN, NGO, and academic partners, to foster better

understanding of the issue amongst Parties to the discussions. One of the most important lessons derived from the Nansen Initiative is that States *can* prevent and prepare for increased displacement in the future when the right policies are in place. Stepping up adaptation and disaster risk reduction efforts needs to go hand in hand with mitigation.

The protection dimension must be central in these endeavours. Already today, most of the populations of concern to UNHCR are located in, or originate from, climate change hotspots around the world. They flee conflict, turmoil, violence, or persecution. If disaster also strikes, humanitarian responses in such situations become even more complex. A deeper analysis reveals that violent conflict in some countries can also be related to changes in the natural environment and the ensuing fierce competition over scarce natural resources such as water, arable land, or other basic necessities of life. In such circumstances, there is an obvious case for international refugee protection. This would similarly be relevant in situations where harmful action or inaction taken by the authorities in response to climate-related events is related to one or more of the 1951 Convention grounds and could, as a result, be considered persecution.

While most of this displacement is internal, it is also clear that the future will see more and more people displaced across international borders by the effects of climate change. Already now, one in four countries worldwide have either received, or refrained from returning, people in the aftermath of natural disasters. However, in those situations where the 1951 Convention relating to the Status of Refugees does not readily apply, there is no provision made in existing international norms for the protection of persons forced to flee their country of origin across international borders as a result of the effects of climate change. The Ministerial Meeting, held on the occasion of the 60th anniversary of the 1951 Convention, flagged this protection gap in the Ministerial Communiqué. The Nansen Initiative has played an important role in addressing this gap by improving the evidence base, spotlighting good practices, and building consensus on key principles and elements for the protection of persons displaced by climate change, all with the aim of setting a “protection agenda” for future action.

The Protection Agenda that is being considered today is visionary and clear: disasters and climate change can have devastating impacts on people and their communities, raise multiple protection concerns, and undermine the development of countries. The Agenda has set out the required response in a principled and pragmatic way, identifying the practices necessary to address the protection needs of people displaced across borders in the context of disasters and climate change. This protection dimension is of particular interest to UNHCR. We are deeply concerned for people in such circumstances, as they are often doubly vulnerable due to the locations and the conditions in which they live as well as the risk they face of repeated displacement.

As the Protection Agenda recognises, National Adaptation Plans (NAP) may provide the best mechanisms to integrate migration and planned relocation in national policies, developed in close consultation with communities at risk of displacement, to prevent and mitigate against forced displacement in the context of climate change. UNHCR has been working with the Brookings Institution, Georgetown University’s Institute for the Study of International Migration and other relevant stakeholders to develop guidance on planned relocation. This guidance highlights the need for a participatory, rights-based process, involving both relocating and host communities, taking into consideration their specific needs.

In conclusion, we open a new phase today. States endorsing the Protection Agenda will have taken the first step. For its part, UNHCR is pleased to continue working with IOM and other partners to maximise support to States, based upon our respective strengths and areas of expertise. It is also our fervent hope that, by building on the outcome of this Global Consultation and drawing upon the Protection Agenda, the Paris meeting will become another milestone in addressing the human mobility implications of climate change.

We are making history today. Together, we can ensure that people remain at the centre of efforts to address climate change. Our children and grandchildren deserve no less.

Thank you.



Keynote Address by H.E. Mr. William Lacy Swing

Director General, International Organization for Migration (IOM)

*Your Excellencies,
Ladies and Gentlemen,*

It is an honour and a pleasure for me to be asked to join you today at the Nansen Initiative Global Consultation. We live **an era of unprecedented human mobility** with more than one billion people on the move in our world of seven billion. Our world currently faces major refugee and migration movement, and climate change is among the root causes of the record number of persons forced to migrate. Climate change endangers livelihoods through its impact on land, desertification, water stress, droughts, and recurrent and intensified natural disasters, including floods. Three points strike me as noteworthy:

1. Key achievements of the Nansen Initiative;
2. Follow up; and finally,
3. Advancing global migration policy responses together.

I. First, what have we achieved?

I would like to share with you, what I see as the main results achieved through the Nansen Initiative process. I will highlight four elements I find encouraging:

1. The initiative has played a significant role in catching the attention of the diplomatic community and policy makers as to the importance of migration in the context of natural disasters. These efforts have directly complemented international actions of other national, regional and international players at policy, academic, non-governmental and private levels. In short, the overall profile of environmental migration has undoubtedly been raised.
2. The Dialogues confirmed that the regional level is extremely relevant in providing a space for dialogue and action on migration policy. This should strengthen the efforts undertaken by the sixteen Regional Consultative Processes dedicated to migration that will meet at the end of this month with their own Global Consultation in Cairo. Many of the countries represented here today and who will be in Cairo are active in one or more of these regional processes on migration;
3. We have seen the Agenda moving from an initial narrow focus on cross-border displacement of people, to acknowledging that human mobility needs to be considered in an all-encompassing manner. Migration policy tools should be tailored to provide responses throughout the whole migration cycle and include activities on prevention and durable solutions. New migration policies are needed, or what I call the “High Road Scenario”. Policies have not kept up with change. We can improve our migration policies, however, through such measures as more legal avenues for migration, temporary protective status; seasonal, circular and other flexible use of visas; voluntary returns; humanitarian border management; or planned relocations.
4. We also welcome the non-normative scope and broad definition of “protection” adopted in the Agenda, encompassing all types of protection, including through soft law, practical protection, temporary protection and consular provisions, as well as emphasizing the importance of rights-based approaches and the primary responsibility of States for migrant protection.

II. What do we see as the most useful and urgent follow up actions to the Nansen Initiative?

Our objectives and expectations for follow up are geared towards **enhanced action** and **enhanced cooperation**; **By enhanced action** I understand that we should develop activities along the three areas for actions prioritized in the agenda, which are: (1) developing evidence and knowledge on cross-border disaster-displacement; (2) enhancing the use of humanitarian protection measures for cross-border disaster-displaced persons; and (3) strengthening the management of disaster displacement risk in the country of origin. **By enhanced cooperation** I mean that follow-up actions require a shared understanding and a coordinated approach to human mobility in the context of disasters and climate change – especially for countries most vulnerable to climate change. This means progressively linking up humanitarian action, human rights protection, migration management, refugee protection, disaster risk reduction, climate change adaptation, and development interventions into one coherent approach.

IOM believes that climate change will induce more migration. Now is the time to plan in order to mitigate possible adverse impacts, reduce the need for future disaster response interventions, and maximize the positive potential of migration as an adaptation strategy. We have been active in this area since the early 1990s. IOM's membership has elected to discuss related topics every year since 2007 in its governing bodies meetings, leading to the establishment of a fully dedicated "Migration, Environment and Climate Change (MECC) Division" in IOM Headquarters on 1st January 2015.

My colleagues in the field witness daily the impact of climate change, environmental degradation and natural disasters impact on all forms of human mobility. Many of the responses to cross-border displacement due to natural disasters have become part of the standard IOM response – a response that links humanitarian assistance with recovery and development, in line with the UN Cluster System. Tools such as IOM's Displacement Tracking Matrix (DTM); Initiatives such as the "Migrants in Countries in Crisis" Initiative (MICIC), and activities such as our Regional and National Training Capacity Building Workshops on "Migration, Environment and Climate Change" – all provide direct experience and expertise to inform the debate.

We have contributed to the Nansen Steering Group as a Standing Invitee and as a member of the Nansen Initiative Consultative Committee to all regional research, policy and civil society activities mobilizing our offices worldwide and we stand ready to anchor further action, in partnership with UNHCR, and all other relevant actors and partners.

III. Boldly moving up together the human mobility agenda

Finally, I would like to emphasize that we are discussing today a reality that calls for our daring and coordinated action at all levels. We are currently living in an era in which migration is a defining reality. While climate change continues to affect human mobility patterns, there are other migration drivers that also need to be considered when planning for the future. I list these "migration drivers" as the "7Ds" for easy memory.

- **Disasters**, including those driven by natural hazards; and
- **Degradation** of the environment
- **Demography**;
- **Demand** for labour;
- **Distance**-shrinking technology;
- **Digital** revolution;
- **Disparities** – socio-economic between Global North and Global South; and
- **Desire** for a better life;

We need to acknowledge that we have made political progress. Migrants have now been recognized as a group with special vulnerabilities in both the **Disaster Risk Reduction Framework for Action**, adopted in Sendai, and in the **2030 Agenda for Sustainable Development**. Migrants are also recognized as engaged contributors to disaster risk reduction and development actions. These are two major policy steps towards (a) an inclusive society, and (b) a better understanding of human mobility challenges and opportunities. Similarly, we are all preparing for the **World Humanitarian Summit**. There again, states will have an opportunity to consider displacement due to natural disasters and the role of migrants in humanitarian policy. IOM is also hosting a major **Ministerial Conference on Migrants and Cities: 26-27 October** – at which disaster and climate impacts will also be considered.

We have much more to do, however. Now is an historical opportunity, and I take this occasion to urge States and all other relevant actors to continue these efforts and to include human mobility in the **Climate Agreement to be negotiated in Paris**. There is still time to do so. Migration was anchored in the Climate Adaptation Framework in Cancun in 2010 – after 10 long years of climate negotiations – opening a whole new scope for action on climate and human mobility. Let's not reverse the process and ignore human mobility – a defining feature of our time, a mega-trend of this century.

IOM believes that migration is inevitable, owing to demography and other social, economic realities; necessary, if skills are to be available, jobs filled and nations to flourish; and desirable, if well-managed through humane and forward looking policies. IOM believes that well-managed migration is one that follows a “high-road scenario” – a scenario that respects the human rights of migrants, addresses the root causes of migration, and promotes safe and orderly mobility.

The recommendations and proposals which arise from this conference will move us closer towards that high-road scenario. Thus, I wish to end my remarks by urging all of us to take the next step. Many good plans fall victim to lethargy and failure to match words with action, either due to lack of will or resources, often never leaving the paper on which plans are recorded. I therefore call on all concerned parties to accelerate the implementation of the recommendations from this conference – all with a view to promoting safe and legal intra-regional mobility. You have IOM and my own unwavering commitment to support the implementation of the recommendations and other migration and climate change initiatives.

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PLENARY STATEMENTS

Governments

AUSTRALIA

Mr. Richard JOHNSON

Assistant Secretary, Community Protection and Border Policy Branch, Immigration and Citizenship Policy Division, Department of Immigration and Border Protection

AUSTRIA

Mr. Hans-Peter GLANZER

Head of Department for Humanitarian and Food Aid, Relief Fund for International Disasters, Ministry for Europe, Integration and Foreign Affairs

BANGLADESH

H.E. Mr. Abul Hassan Mahmood ALI

Minister of Foreign Affairs

BRAZIL

Mr. Pedro DALCERO

Minister Counsellor, PM Geneva

BURUNDI

Mr. Hakizimana VENANT

Director of Planning Secure Operations, General Direction of Civil Protection

CAMEROON

Written-only contribution

CHILE

Mr. Ignacio LLANOS

Director of Multilateral Policy, Ministry of Foreign Affairs

COLOMBIA

H.E. Ms. Beatriz LONDOÑO

Permanent Representative, PM Geneva

COOK ISLANDS

H.E. Mr. Henry PUNA

Prime Minister

COSTA RICA

H.E. Mr. Manuel GONZÁLEZ SANZ

Minister of Foreign Affairs

COTE D'IVOIRE

Dr. Kouassi Yao Filbert GLEGLAUD

Director of African Organizations at the Ministry of State, Ministry of Foreign Affairs

ECUADOR

Mr. José Miguel SOSA ROJAS

Director of Security and Migration Cooperation, Ministry of Foreign Affairs and Human Mobility

ETHIOPIA

H.E. Mr. Negash Kebret BOTORA

Permanent Representative, PM Geneva

EUROPEAN UNION

Mr. Dominic PORTER

Minister Counsellor, Deputy Head, Permanent Delegation Geneva

FIJI

Mr. Setareki TALE

Acting Permanent Secretary, Ministry of Rural and Maritime Development and National Disaster Management

FRANCE

Mr. Jean-Pierre LACROIX

Director, Bureau for the United Nations, International Organizations, Human Rights and Francophonie Directorate, Ministry of Foreign Affairs

GERMANY

Ms. Annett GUENTHER

Deputy Director General for Humanitarian Assistance, Crisis Prevention and Post-Conflict Peacebuilding

GREECE

H.E. Mr. Alexandros ALEXANDRIS

Permanent Representative, PM Geneva

GUATEMALA

H.E. Ms. Mónica BOLAÑOS PÉREZ

Permanent Representative, PM Geneva

HAITI

H.E. Mr. Pierre André DUNBAR

Permanent Representative, PM Geneva

HONDURAS

Mr. Dolan Josué CASTRO CORTES

Director of Emergency Preparedness and Response, Permanent Commission for Contingencies

HUNGARY

H.E. Mr. Ádám Zoltán KOVÁCS

Deputy State Secretary for International Cooperation, Ministry of Foreign Affairs and Trade

IRAQ

H.E. Mr. Omar AL BARZENJI

Deputy Minister of Foreign Affairs

KENYA

Mr. Haron KOMEN

Acting Commissioner for Refugee Affairs, Department of Refugee Affairs

KIRIBATI

Written-only contribution

LESOTHO

H.E. Mr. Lekhetho RAKUOANE

Minister of Home Affairs

LIECHTENSTEIN

Mr. Manuel FRICK

Deputy Permanent Representative to the Council of Europe, Office for Foreign Affairs

LUXEMBOURG

Mr. Daniel DA CRUZ

Human Rights Adviser, Deputy Permanent Representative, PM Geneva

MADAGASCAR

H.E. Ms. Onitiana Voahariniaina REALY

Minister of Population, Social Protection and the Promotion of Women

MALTA

Written-only contribution

MOROCCO

Mr. Hassane BOUKILI

Deputy Permanent Representative, PM Geneva on behalf of H.E. Mr. Mohamed AUJJAR, Permanent Representative, PM Geneva

MEXICO

H.E. Mr. Raúl HEREDIA

Deputy Permanent Representative, PM Geneva

NEPAL

H.E. Dr. Bhartendu MISHRA

Member of the Planning Commission

NEW ZEALAND

Ms. Alexandra REUHMANN

Policy Adviser, PM Geneva

NICARAGUA

Dr. Guillermo GONZÁLEZ

Executive Director, Sistema Nacional de Prevención, Atención y Mitigación de Desastres (SINAPRED)

NIGERIA

Mr. Anthony N. ALONWU
First Counsellor, PM Geneva

PANAMA

Mr. Rodolfo VILLALOBOS ABREGO
Deputy Commissioner, National Migration Service

PERU

Ms. Ana Rosa VALDIVIESO SANTA MARIA
Director of Human Rights, Ministry of Foreign Affairs

PHILIPPINES

Mr. Mateo MONTAÑO
Undersecretary, Department of Social Welfare and Development

RUSSIAN FEDERATION

Ms. Anastasia BAGDATIEVA
Attaché, PM Geneva

SAMOA

Ms. Amorette Faalupega POSINI
Principal Foreign Service Officer, Ministry of Foreign Affairs and Trade

SOMALIA

Mr. Mohamed Abdulkadir MOHAMUD
Director, Ministerial Support Office

SOUTH AFRICA

Mr. Nthutang SELEKA
Director, Humanitarian Affairs, Department of International Relations and Cooperation

SRI LANKA

Mr. Dunesh GANKANDA
Deputy Minister of Urban Development, Water Supply and Drainage

SWEDEN

H.E. Mr. Per ORNEUS
Permanent Representative, Special Envoy for Humanitarian Affairs, PM Geneva

THAILAND

H.E. Mr. Krerkpan ROEKCHAMNONG
Deputy Permanent Representative, PM Geneva

TOGO

Mr. Bawoumond BABAKE
Technical Secretary, Ministry of Planning, Development and Zoning

TURKEY

Ms. Emine Ece Özabyoğlu ACARSOY
Head of Migration Department, Ministry of Foreign Affairs

UGANDA

H.E. Mr. Christopher ONYANGA APARR
Permanent Representative, PM Geneva, on behalf of H.E. Mr. Musa Francis ECWERU, Minister for Disaster Preparedness

UNITED REPUBLIC OF TANZANIA

H.E. Mr. Modest Jonathan MERO
Permanent Representative, PM Geneva, on behalf of the Minister of Foreign Affairs and International Cooperation

VENEZUELA (BOLIVARIAN REPUBLIC OF)

Mr. Yldefonso FINOL OCANDO
President, National Commission for Refugees

International and Regional Organizations

COORDINATION CENTER FOR THE PREVENTION OF THE NATURAL DISASTERS IN CENTRAL AMERICA (CEPREDENAC)

Mr. Roy BARBOZA SEQUEIRA

Executive Secretary

INTERNATIONAL CENTRE FOR MIGRATION POLICY DEVELOPMENT (ICMPD)

Dr. Chantal LACROIX

Programme Manager for MICIC

INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES (IFCR)

Mr. David FISHER

Coordinator, Disaster Law Programme

INTERNATIONAL LABOUR ORGANIZATION (ILO)

Written-only contribution

SECRETARIAT OF THE PACIFIC REGIONAL ENVIRONMENT PROGRAMME (SPREP)

Mr. David SHEPPARD

Director General

Academic Institutions and Civil Society

ACTION AID

Ms. Farah KABIR

Country Director, Action Aid Bangladesh

ASIA PACIFIC REFUGEE RIGHTS NETWORK (APRRN)

Ms. Julia MAYERHOFER

Interim Executive Director

COASTAL ASSOCIATION FOR SOCIAL TRANSFORMATION (COAST)

Mr. Rezaul Karim CHOWDHURY

Executive Director

DISPLACEMENT SOLUTIONS

Mr. Scott LECKIE

Director and Founder

NORWEGIAN REFUGEE COUNCIL (NRC)

Ms. Kelly FLYNN

Partnership Manager, Myanmar Programme

PROJECT COUNSELLING SERVICE (PCS)

Ms. Pilar TRUJILLO URIBE

Executive Director

REFUGEES INTERNATIONAL

Ms. Alice THOMAS

Climate Displacement Program Manager

STOCKHOLM ENVIRONMENT INSTITUTE (SEI)

Dr. Bernadette RESURRECCION

Senior Research Fellow

UNITED NATIONS UNIVERSITY

Dr. Koko WARNER

Head of Section, EHS

UNIVERSITY OF LONDON

Dr. David James CANTOR

Director, Refugee Law Initiative



Australian Mission to the United Nations

E-mail UN.Geneva@dfat.gov.au

Chemin des Fins 2, Petit Saconnex, 1211 Geneva 19 Ph +41 22 799 9100 Fax +41 22 799 9175 www.geneva.mission.gov.au

Nansen Initiative Intergovernmental Global Consultation on the Protection Agenda

Australian Statement

*Delivered by Mr Richard Johnson, Assistant Secretary,
Department of Immigration and Border Protection*

Thank you Madam Chair.

Ministers, Excellencies, colleagues, friends: Australia welcomes and endorses the Agenda for the protection of cross-border displaced persons in the context of disasters and climate change, and is pleased to be part of this process to address displacement challenges.

We are pleased to see that the Agenda recognises the need to bring together policy and implementation areas in responding to the complex issue of disaster-induced human mobility. Developing appropriate responses to multi-causal movements will require even closer collaboration, to ensure that policy, responses and action evolve in parallel.

We look forward to continuing work domestically, and with regional and global partners to make links across environmental, migration, humanitarian, security, and development sectors, to achieve workable, flexible and differentiated responses to this challenge. We welcome the innovative and targeted responses uncovered through the regional consultations, which have been harnessed in the Agenda and its Annexes.

Madam Chair, we encourage all parties to continue to build consensus in addressing the issue of disaster displacement. We must continue to work together toward coordinated, collaborative responses to the challenges involved.

With global and national efforts to reduce emissions at the centre of our approach, Australia is committed to working with others to deliver a strong and effective new global climate agreement through the UN Framework Convention on Climate Change in Paris in December. We are committed to cooperating with countries in delivering a new global agreement that aims to reduce emissions, and build resilience to the effects of climate change.

Madam Chair, it is important to assist the most vulnerable to manage and adapt to the impacts of climate change. Building disaster response capacities, and strengthening resilience within countries, is critical. In the Pacific, Australia is working with our small island neighbours to climate-proof new investments and ensure that development impacts are lasting. Promoting safe and well managed migration schemes, such as the already mentioned Seasonal Worker Programme, is also a key part of building resilience.

Madam Chair, we thank Switzerland and Norway for their leadership of the Nansen Initiative, and commend our colleagues in the steering group, as well as the Group of Friends, the Consultative Committee, the Envoy of the Chairmanship, and the Secretariat, for their efforts, which we hope will set the stage for further cooperation and sharing of best practice. Australia looks forward to continuing these partnerships in the implementation of the Initiative and in its future development.

Thank you.

Nansen Initiative

Global Consultations

Statement by

Hans-Peter Glanzer, Head of Department for Humanitarian and Food Aid, Relief Fund for
International Disasters

Austrian Federal Ministry for Europe, Integration and Foreign Affairs

12 October 2015

Mr Chair !

We would like to thank Switzerland and Norway for convening these consultations and their strong engagement for the Nansen Initiative. Our thanks go also to those who contributed to the process over the last years, in particular Prof Kaelin and the countries which hosted regional consultations.

The Global Consultations come at a very critical and timely juncture in view of important related events and processes which are taking place this and the coming year like the World Conference on Disaster Risk Reduction in Sendai, the recent Summit for the Adoption of the 2030 Agenda for Sustainable Development, the COP in Paris and the World Humanitarian Summit.

The Nansen Initiative has already helped to put forced displacement by disasters and climate change, one of the biggest humanitarian challenges, higher up on the international agenda. It has highlighted the various gaps in the areas of data, institutional and legal provisions as well as funding.

The Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change provides a very good basis for tackling the multifaceted challenges and sets out a comprehensive approach to cross-border disaster displacement.

We would like to make some specific comments on the Agenda:

The Agenda rightly includes also the needs of IDPs in disaster contexts, as most of the disaster displacement takes place within countries. For lasting solutions both the internal and the cross-border dimension will have to be addressed.

One important angle will be more effective links between humanitarian and development activities; a shift from an exclusive humanitarian response to forced displacement to a development approach.

The Agenda points to the limited application of international and regional human rights law with regard to cross-border displaced persons in disaster scenarios. Clarification of the existing legal framework and the further development of

alternative strategies and tools to ensure that the human rights of disaster-displaced persons are protected, including by taking into account humanitarian grounds, will have to be given priority.

We welcome that the Agenda identifies the need for strong involvement and participation of civil society, academia and vulnerable groups such as women, youth and indigenous communities. Only a comprehensive approach reflecting the varying needs of persons affected by disaster situations will be able to adequately address the challenges of disaster-displacement.

As was already mentioned the consultations mark the end of the Nansen Initiative process. We are confident that these consultations will create the necessary momentum to promote the Protection Agenda. The timing of these consultations is also particularly useful to feed into the upcoming World Humanitarian Summit next year in Istanbul. We look forward to continue the focus on forced displacement by disaster and climate change in the years to come and the dialogue with relevant key actors like UNHCR and IOM.

Thank you very much.

**Statement by Honourable Foreign Minister of Bangladesh
Nansen Initiative Intergovernmental Global Consultation on the Protection Agenda
(Geneva, 12 October 2015)**

***Chair,
Hon'ble Ministers,
Distinguished Delegates,
Excellencies,
Ladies and gentlemen,***

I am truly delighted to join this Nansen Initiative Global Consultation – co-hosted by the Governments of the Swiss Confederation and the Kingdom of Norway. My heartiest congratulations to the Nansen Initiative for bringing out the “Agenda for the Protection of Cross Border Displaced Persons in the context of Disasters and Climate Change”. This is timely and crucial, particularly in the milieu where climate change is a cruel reality for us, forcing displacement of millions of people and, sadly, we do not have any protection agenda for the victims and the vulnerable.

Today's global Consultation is a culmination of a number of regional consultations the Nansen Initiative held in different parts of the world. We also hosted, with much enthusiasm and sincerity, the regional consultation for South Asia and Indian Ocean Rim countries in April this year. And I am happy to see that recommendations of that consultation has got due reflection in the Protection Agenda.

You must have noticed that all the recommendations coming out of those consultations indicated to the single fact that people around the world are increasingly becoming more vulnerable than ever before in the history of mankind to the challenges posed by climate change and natural disasters. This Protection Agenda truly speaks of our shared appreciation of the challenges and complexities underlying climate change and natural disasters.

Now turning to my own country, it will not be an overstatement if I say that there are perhaps only a few countries where climate change and natural disasters are more visible and frequent than Bangladesh. The IPCC in its 5th Assessment Report estimated that Bangladesh lost 5.9% of its GDP to storms since 1998 to 2009. We are alarmed by its prediction that under a scenario of low crop productivity, Bangladesh could experience a net 15% increase of poverty by 2030. The increased frequency of the cyclonic storms, tidal surge or monsoon flooding is the warnings of climate change. There are regular reports in our newspapers on river erosion or arsenic contamination of groundwater or increasing salinity causing threats to our cropping, economic activities and people's daily living. IPCC tells that one meter rise in sea level is likely to inundate 17.5 percent of total landmass. This would result in the displacement of around 31.5 million people in Bangladesh. Consequently, we might lose 2% to 3% of our GDP each year. In a country like Bangladesh with scarce land, huge population, limited resources and little alternative economic opportunities, these are going to negatively impact our hard-earned development gains.

In spite of so much of challenges, Bangladesh has responded in the best possible manner. Our Prime Minister Sheikh Hasina is a resolute worrier in her fight against climate change. Her guidance and wisdom led Bangladesh in developing numerous solutions and approaches on its own. We formulated Bangladesh Climate Change Strategy and Action Plan (BCCSAP) 2009 and Nationally Appropriate Mitigation Actions (NAMA). We are in the process of preparing National Adaptation Plan (NAP). This would be a landmark guideline and roadmap for our people to build up resilience against climate change. We have also mainstreamed disaster preparedness and disaster risk reduction in our national development policies. Perhaps the best way to prepare ourselves against climate change and disasters is to mobilize local capabilities and resources. In

the process we have engaged communities at the grassroots. That is already evident in the way we could significantly reduce the number of lives lost in Cyclones of monsoon floods.

All these visionary efforts brought our leader Sheikh Hasina accolades from across the Globe. Its only two weeks back when she won Champions of the Earth Award, the highest environmental award of the United Nations, for policy leadership to further inclusive growth and sustainable development.

Despite all the challenges, we are now recognized as a model of 'resilience' in combating climate change challenges. Yet, we recognise that in many of our situations 'displacement' is beyond what resilience can cover. It is often difficult for displaced people to adapt to climate change impacts. That is why, we may need to find out what is within our capacity of adaptation, and also what is not. If forced human mobility-displacement is not adaptable, then we should think of ways in which we can uphold the displaced peoples' right to survive. It is in that context, we would need to look at the displaced persons' 'choice' and 'ability' to move elsewhere.

As Nansen Initiative commits to frame a new architecture for the protection of the climate and disaster induced displaced people, let me underline a few critical points:

First, protection of displaced people needs a comprehensive approach. Further developing our institutional capacity and technology appear to be most crucial in addressing the primary causes of displacement. Of the many sectors, much visible and meaningful change can be brought in agriculture, water and sanitation just through making technology available. We need to consider the needs of the people at the bottom. Clearly they need support through developmental or adaptation of rather modest set of technologies. And without strong international cooperation and support from various sources and actors to communities this would never come to being.

Second, while we need to carefully assess the dynamics, interplay and complexities of the elements involved in displacement discourse at sub-national and national levels, we should not lose sight of the factors that operate beyond national level. Within a complex set of factors and their interplay, it is important to promote understanding of the issues from a realistic as well as a rights-based perspective.

Third, we cannot be oblivious of the international political economy of disasters and climate change when we look at the issue of the protection of the climate and disaster-displaced people. Firm international political will and commitment to the cause of the protection of distressed people can be the only panacea for them. We would also need to think as to how far it would be practical and possible to allow for people to move in and integrate in new setting from climate stressed or disaster-hit areas.

Fourth, we must consider addressing the challenges of knowledge – institutional – capacity gaps at national, regional and international level. Fuller assessment of the gaps could be useful for much of the national planning and development works as well.

The protection agenda for climate displacement that we have before us today provides us with critical guidelines on how to deal with displacement issues. We hope that the international community would adhere to the provisions proposed in the Protection Agenda.

I thank you.

Nansen Initiative Global Consultation, 12 – 13 October 2015
Plenary Statement by Brazil

Madam Chairperson,
Ladies and Gentlemen,

At the outset, I wish to thank the Governments of Switzerland and Norway for hosting this meeting.

A strong sense of solidarity must drive our efforts to ensure that persons displaced by increasingly more frequent natural hazards receive the protection they need. The Protection Agenda is a sound call for enhanced cooperation in preventing and responding to disaster and climate change-related displacement.

The social impact of natural hazards may be reduced if well-functioning prevention and response mechanisms are in place. Adequate financing is crucial, then, to reduce the vulnerability of countries where such mechanisms are lacking or poorly structured due to insufficient funding. Technical cooperation and capacity building are also in order to increase resilience. States have the primary responsibility in risk management, but developing countries should be able to rely on international cooperation to tackle this challenge.

The Protection Agenda correctly recognizes that there is not a “one-size-fits-all” solution, as different circumstances around the world show. The comprehensive, diverse and flexible approach adopted by the Agenda is one of its remarkable strengths. It provides us with a useful policy “tool box” and its Annex, summarizing best practices from various regions, is certainly as important as the Agenda itself. Dissemination should be a follow-up priority from now on.

Brazil has its own experience to share. In the years following the major earthquake that hit Haiti, in 2010, the National Council for Immigration decided to create a legal channel which allows Haitians to access the Brazilian territory without endangering their lives in the hands of human-traffickers across the Amazon. Visas to Haitian citizens were facilitated, on a humanitarian basis. A partnership was then established with IOM with a view to enhance the capability of our Embassy in Port-au-Prince. Today we are issuing 2.000 visas per month. As a direct result, irregular flows were cut by half and around 26.000 Brazilian visas have been granted to Haitian nationals.

Madam Chair,

This meeting represents the end of a fruitful journey and the beginning of a promising new one. The COP-21, in Paris, and the World Humanitarian Summit, in Istanbul, are advocacy opportunities that should not be missed. The decisive support of a committed and cohesive group of countries is essential, as “core groups” in other fora have demonstrated. A specific arrangement uniting relevant organizations, however, needs to draw its legitimacy from a clear intergovernmental mandate. Other successful interagency mechanisms were set up upon deliberation or endorsement by the pertinent governing bodies. It is important to make sure that any future institutional arrangement will enjoy the same kind of political backing, so as to allow the Agenda to be widely incorporated by Member States around the world.

Thank you.

Consultation mondiale de l'Initiative Nansen, 12 – 13 octobre 2015

Intervention du Burundi

Excellence, Mesdames, messieurs,

C'est un grand honneur pour moi et pour mon pays, le Burundi d'avoir cette belle opportunité pour exprimer ma grande satisfaction à l'égard de l'initiative Nansen avec son agenda de protection des déplacés des catastrophes avec une participation globale et inclusive alors que les efforts étaient jusqu'ici localement fournis au cours de telles situations.

L'initiative Nansen présidée par la Suisse et la Norvège a rapidement compris que les efforts supplémentaires sont nécessaires au cours de cette période d'intenses effets dus aux changements climatiques pour prévenir le déplacement des populations suite aux catastrophes et de les protéger au cas où le déplacement s'avère nécessaire. C'est un excellent projet qui supporte les vulnérables des catastrophes naturelles qui sont en détresse.

Plusieurs pays y compris le Burundi ont déjà observé le déplacement des populations suite aux catastrophes et tout le monde accepte la proposition de développer la préparation, la solidarité et la coopération des Etats pour venir à bout de ce bon pari. Mon pays ne ménagera aucun effort dans le soutien du programme de cette Initiative Nansen.

Les activités qui seront réalisées seront l'adaptation du cadre légal aux bonnes pratiques de l'agenda, la participation aux rencontres régionales et internationales, la sensibilisation des populations locales à la résilience des communautés, la lutte contre la dégradation de l'environnement qui conduit aux changements climatiques, encourager les associations et la société civile à œuvrer pour la prévention du déplacement des populations, concevoir les centres d'évacuation pour les déplacés des catastrophes ainsi que toutes autres activités qui s'avèreront utiles pour le soutien de cet agenda.

Que vive la Coopération Internationale,

Je vous remercie

**CONFERENCE DE L'INITIATIVE NANSSEN POUR
L'AMELIORATION DE LA PROTECTION DES PERSONNES
DEPLACEES DE FORCE A L'ETRANGER DU FAIT DES
CATASTROPHES NATURELLES**

**DISCOURS DE MONSIEUR L'AMBASSADEUR DE LA
REPUBLIQUE DU CAMEROUN EN SUISSE A BERNE**

Genève 12-13 octobre 2015

Mesdames et Messieurs les Chefs de Délégation ;

Mesdames et Messieurs les Représentants des Institutions Internationales et des Organismes Partenaires ;

Mesdames et Messieurs les Ambassadeurs ;

Distingués Invités en vos rangs et qualités ;

Mesdames, Messieurs ;

C'est pour moi un réel plaisir et un agréable devoir de prendre la parole ce jour au nom du Gouvernement du Cameroun, à l'occasion de cette plénière consacrée aux travaux de la conférence de clôture de l'Initiative Nansen pour l'amélioration de la protection des personnes déplacées de force à l'étranger du fait des catastrophes naturelles. Avant toute chose, permettez-moi d'adresser mes sincères remerciements à l'endroit des organisateurs de cette conférence pour l'invitation qui a été adressée à mon pays de même que pour l'accueil chaleureux qui a été réservé à moi-même ainsi qu'à la délégation qui m'accompagne.

Mesdames et Messieurs, le Cameroun mon pays est situé au fond du golfe de Guinée, en Afrique centrale. Sa forme géographique s'apparente à un grand triangle compris entre l'Océan Atlantique, le Lac Tchad et le bassin du Congo. Situé au cœur de l'Afrique, notre pays se caractérise par une grande

diversité écologique, climatique et physique. Du Nord au sud, on retrouve des climats variés, des zones écologiques et des reliefs contrastés.

En somme, toute cette richesse géographique et humaine fait du Cameroun une Afrique en miniature.

Par ailleurs, la solidité de ses institutions, sa stabilité politique et l'hospitalité légendaire de ses populations ont fait du Cameroun depuis plusieurs décennies déjà une destination privilégiée pour les personnes en quête de refuge.

En effet, l'afflux des réfugiés n'est pas un phénomène nouveau au Cameroun. De nombreux étrangers contraints à l'exode du fait de troubles sociopolitiques, religieux ou des catastrophes naturelles dans leurs pays d'origine y ont très souvent trouvé asile. Tel fut notamment le cas lors des guerres civiles au Rwanda, en République Démocratique du Congo, au Tchad et au Congo. Notre pays gérait déjà une urgence silencieuse avec les 100 000 (cent mille) réfugiés présents sur son territoire issus de la crise politique centrafricaine en 2004.

Depuis la fin de l'année 2013, le pays fait face à un afflux massif de réfugiés évalués à plus de 300 000 personnes de 28 nationalités dont les centrafricains (250 000) et les nigériens (50 000).

Certes les mouvements forcés des populations constituent une préoccupation à l'échelle planétaire. La situation s'amplifie au gré de nouveaux foyers de tensions à travers le monde, engendrant ainsi une véritable crise humanitaire comme l'atteste la vague de migrants en Europe. Le Cameroun n'est pas à l'abri de ce phénomène qui, dans notre contexte est accentué notamment par la menace du groupe terroriste BOKO HARAM, qui sème terreur et désolation à nos frontières avec le Nigéria.

A côté de ces drames qui interpellent la conscience collective de la communauté internationale et invitent à la recherche de solutions appropriées, permettez-moi de relever en outre les conséquences désastreuses des catastrophes naturelles aux effets similaires de par le monde. Tel fut le cas du Lac Nyos survenu en 1986 ayant causé la mort d'environ 2 000 et détruit de nombreux cheptels. Cette situation est à l'origine des déplacements d'environ 10 000 personnes.

Mesdames et Messieurs, Pour faire face à ces urgences susceptibles de contrarier les efforts de développement de notre pays, le Président de la République a mis en place un Comité Ad Hoc chargé de fédérer les actions des pouvoirs publics, des partenaires et des autres acteurs humanitaires. La synergie et la concertation entre parties prenantes ont permis de stabiliser la situation générée par l'afflux des réfugiés. Ainsi,

en dépit de la nécessité de prendre également en compte les besoins légitimes des personnes déplacées internes (100 000) et des populations hôtes affectées (1 000 000), le cap de la crise humanitaire a été évité au Cameroun.

Au plan extérieur, notre pays est signataire de plusieurs conventions internationales dont notamment le Convention de 1951 régissant le statut des réfugiés et la Convention sur la protection et l'assistance aux personnes déplacées en Afrique, plus connue sous le nom de « Convention de Kampala » entérinée le 23 octobre 2009.

Pour autant, la question des déplacés internes demeure un challenge crucial eu égard à la lourde charge qu'elle représente tant pour les communautés locales que pour les écosystèmes d'accueil.

Pour sa part, le Gouvernement du Cameroun continuera de déployer tous les efforts afin de d'apporter aux déplacés et autres personnes en quête de sécurité dans son territoire, le soutien et l'appui nécessaire dignes de sa culture hospitalité.

A cet égard, le Cameroun qui accueille plus de la moitié des réfugiés centrafricains (250 000 sur près de 470 000 dans la sous-région Afrique centrale), mériterait sans doute un soutien conséquent de la Communauté Internationale, lequel viserait à

alléger le fardeau que représente la gestion des déplacés internes, des migrants et des populations d'accueil.

Aussi notre pays exprime des attentes légitimes de la présente conférence dédiée aux déplacés.

Avant de clore mon propos, permettez – moi une fois de plus d'adresser la profonde gratitude du Gouvernement et du peuple camerounais aux partenaires internationaux, aux pays amis et aux autres âmes de bonnes volontés qui ont été jusqu'ici à nos côtés pour faire face à cette urgence humanitaire.

Vive la coopération internationale !

Vive le Cameroun !

Je vous remercie de votre bien aimable attention !

Discurso de Chile

Iniciativa Nansen, 12 y 13 de octubre de 2015

Señora y señor co-presidentes, estimados colegas:

Instancias como la Iniciativa Nansen son fundamentales para realizar un balance e identificar acciones que fortalezcan nuestros labores preventivos de desplazamientos transfronterizos a causa de desastres. La naturaleza mundial del cambio climático requiere la cooperación más amplia posible de todos los países y su participación en una respuesta internacional efectiva y apropiada, ajustada a las posibilidades de cada uno.

Los efectos adversos del cambio climático tienen consecuencias directas e indirectas en el disfrute efectivo de los derechos humanos.

Los repentinos eventos climáticos impactan de manera devastadora en las vidas de la población, en las comunidades y en las condiciones socioeconómicas. Nosotros, como comunidad internacional, tenemos el deber de hacernos cargo de ello. El desplazamiento por desastres es uno de los principales retos humanitarios de nuestro tiempo.

Si bien **estas consecuencias afectan a personas y comunidades de todo el mundo, afectan con más fuerza a los sectores más vulnerables** debido a factores como la situación geográfica, la pobreza, el género, la discapacidad, la edad, la condición de indígena o minoría, el origen nacional o social, el nacimiento o cualquier otra condición.

Chile reconoce y valora los esfuerzos desplegados por Suiza y Noruega para llevar a cabo esta Iniciativa y apoya la “Agenda para la Protección de Personas Desplazadas a través de Fronteras en el contexto de Desastres y Cambio Climático”.

En línea con la Resolución 29/2 del Consejo de derechos humanos sobre la Protección de los derechos humanos de los migrantes, nuestro país está preocupado por el gran número de migrantes, incluidos mujeres y niños, que han perdido la vida o han resultado heridos intentando cruzar fronteras internacionales, lo que hace aún más vigente esa resolución que reconoce la obligación de los Estados de proteger y respetar los derechos humanos de esos migrantes.

Creemos fundamental abordar la situación especial y la vulnerabilidad de las mujeres y las niñas migrantes mediante, entre otras cosas, la incorporación de una perspectiva de género en las políticas, así como el fortalecimiento de las leyes, las instituciones y los programas nacionales para combatir la violencia de género.

Como parte del Plan de Acción de la CELAC 2015, nuestro país se ha unido a la coordinación del Diálogo Estructurado sobre Migraciones CELAC – Unión Europea, en cuyo marco se procurará fortalecer el vínculo positivo entre migración, desarrollo y derechos humanos.

Asimismo, en razón a la reciente adopción de la agenda 2030 para el Desarrollo Sostenible, Chile ha adquirido el compromiso de elaborar un mecanismo nacional para el seguimiento de la misma, a través del cual daremos cumplimiento a las metas específicas en esta materia.

Específicamente, el objetivo 13 de la Agenda 2030 se refiere a la resiliencia desde una perspectiva multidimensional y dinámica, capaz de reconocer los nuevos desafíos que se presentan.

Chile considera que, cualquiera sea el factor de riesgo de que se trate, es necesario otorgar relevancia constante a la preparación para enfrentarlos. Es clave un aprendizaje resiliente de los actores involucrados, que promueva la prevención más que un desempeño reactivo posterior a ocurridos los sucesos.

Este aprendizaje tiene, en todos sus aspectos, un especial interés para el crecimiento y desarrollo de países expuestos a catástrofes naturales como Chile. El día 16 de septiembre, ocurrió un sismo de intensidad 8.4 en la escala de Richter, entre las regiones de Atacama y La Araucanía, oportunidad en la cual la red nacional funcionó de modo rápido y eficiente. El número de víctimas fatales fue de 15 compatriotas.

La resiliencia no sólo se entiende como una forma de garantizar desarrollo sostenible en un mundo interconectado, sino que además implica la integración de dimensiones físicas, operacionales e institucionales. El objetivo es promover transversalmente el desarrollo y cooperación internacional, por medio de políticas públicas en línea con estándares acordados, y llevadas a cabo en conjunto con la sociedad civil.

Muchas gracias.

AGENES
12/10/2015

COLOMBIA



**Intervención
Embajadora Beatriz Londoño
Misión Permanente de Colombia en Ginebra
Delegación de Colombia
Consulta Global de la Iniciativa Nansen
Ginebra - Octubre 12-13 de 2015**

Señor Presidente,
Honorables Representantes,
Señoras y Señores,

En 2014 se registraron más de 60 millones de personas desplazadas a nivel mundial por cuenta de la violencia y el conflicto en su lugar de origen. Y en este mismo año se registraron 26 millones de personas desplazadas por desastres. Los primeros deben ser protegidos a la luz de Convenios sobre refugio, los segundos carecen de este marco jurídico internacional.

La iniciativa Nansen nos ha ayudado a identificar esta brecha. Ahora es nuestra responsabilidad subsanarla con medidas concretas y acciones puntuales a nivel nacional, regional y global.

Por esta razón, el Gobierno de Colombia exalta el liderazgo de los Gobiernos de Suiza y de Noruega para cristalizar, a través de la Iniciativa Nansen, el reconocimiento que los Estados brindaron en el "Marco de Adaptación de Cancún" a la creciente relación entre los efectos del cambio climático y el desplazamiento. Asimismo, destacamos que la iniciativa ha permitido identificar acciones puntuales para superar la brecha de protección de las personas que se ven obligadas a desplazarse a través de las fronteras por causa de desastres de origen natural o por los efectos del cambio climático.

Colombia resalta la complementariedad de la iniciativa con los esfuerzos de los Estados en la Convención Marco de Naciones Unidas sobre el Cambio Climático, en el Marco de Acción de Sendai para la Reducción del Riesgo de Desastres 2015-2030, su relación con la Agenda para el Desarrollo Sostenible 2030 y su contribución a las discusiones de cara a la Cumbre Mundial Humanitaria de 2016.

Identificando buenas y probadas prácticas para ofrecer protección a poblaciones altamente vulnerables ante los desastres de origen natural y el cambio climático. La Iniciativa Nansen contribuye al objetivo global de la Agenda de Desarrollo Sostenible 2030: "leave no one behind".

La Agenda de Protección que adoptaremos los Estados que hacemos parte de este proceso constituye un paso de gran utilidad para incentivar la adopción de medidas efectivas orientadas a proteger a las personas desplazadas por causa de desastres, al tiempo que representa un llamado a la acción para abordar de manera concreta la vulnerabilidad de nuestros Estados ante los efectos del cambio.

Colombia cuenta con experiencia amplia en los temas que son abordados por la Agenda de Protección propuesta. Luego de los devastadores efectos del fenómeno de la Niña durante los años de 2010 y 2011 –que afectó a más del 90% del territorio nacional e impactó cerca de 3 millones de personas–, el Estado se dotó de un sólido marco jurídico e institucional en gestión del riesgo de desastres, cambiando el paradigma de una gestión orientada hacia respuesta a emergencias, hacia el de una gestión integral que incorpora los ejes de conocimiento, manejo y reducción del riesgo.

No obstante estos avances, Colombia reconoce el largo camino que debemos recorrer para llenar los vacíos de protección de las personas que son desplazadas por causas de desastres de origen natural o efectos del cambio climático –tanto internamente en Colombia como a través de las fronteras.

En este marco, y considerando los perfiles de riesgo de las fronteras del país, Colombia hace énfasis especial en la necesidad de fortalecer la colaboración binacional y regional para la creación de protocolos de respuestas ante eventualidades que ocasionen desplazamientos transfronterizos. Ya hemos avanzado de manera concreta en planes de trabajo para preparación ante emergencias entre las autoridades de gestión de riesgo y las autoridades migratorias en zonas de frontera, con países vecinos como Ecuador.

De este modo, Colombia hará su mayor esfuerzo para impulsar la agenda en los escenarios regionales de gestión del riesgo desastres, en alineación con las metas del Marco de Acción de Sendai y las necesidades de coordinación regional que visibiliza la Iniciativa Nansen.

En este sentido, y teniendo en cuenta que la Agenda de Protección propuesta es un documento clave para hacer frente a los nuevos desafíos comunes que enfrentamos, Colombia adhiere con beneplácito a esta Iniciativa.

Muchas gracias.

NANSEN INITIATIVE GLOBAL CONSULTATION, 12 – 13 October 2015

COUNTRY STATEMENT – COOK ISLANDS

Kia Orana

I bring you warm greetings from the Government and people of the Cook Islands.

At the outset, please allow me to extend my deepest appreciation to the Nansen Initiative Secretariat, the Government and people of Switzerland for the hospitality and excellent arrangements for our participation at this very important consultation.

In May of 2013, the Cook Islands hosted the Pacific consultation of the Nansen Initiative, kick starting regional consultations around the globe which has led us to this point in time. In opening the Pacific regional consultation, I stated that, “to fail to plan is to plan to fail” and I believe this to remain true, as I address you today.

I am pleased that the Agenda for the Protection of Cross Border Displaced Persons presents a plan. A plan that is reflective of the conclusions reached at the Pacific regional consultation in 2013, in Rarotonga. It reflects the concerns from our broad range of stakeholders, highlights commonalities with other regions and it demonstrates that the Secretariat has listened to our collective Pacific voice.

The Pacific region is in the frontline of a global fight for survival – and the work toll is heavy. The job of keeping up the fight for adequate international attention, political agreement, and financial resources, is seemingly endless. But in saying that, we hope with much anticipation and quiet optimism that COP 21 in Paris, will bring about change. It is therefore in this light, that we commend the Agenda’s focus on complementing, rather than duplicating existing regional and international frameworks.

The Cook Islands supports the approach that the Special Envoy Professor Walter Kaelin and the Nansen Initiative Secretariat have taken by integrating good practices by countries and regions and by bringing to light the existing gaps in disaster displacement including the effects of climate change.

We in the Cook Islands can certainly appreciate that more must be done to reduce our risks and exposure to disasters and the impacts of climate change. And, that we as a global community need to understand the underlying legal, financing, institutional and operational gaps and continue to build on and strengthen the management of knowledge and data collection.

The Cook Islands place resilience as one of its highest priorities. We continue to assess the vulnerabilities of our communities and work with our people to address these risks through improved planning and policies, adaptation measures and building back better. Therefore the integration of effective practices to further build our resilience is welcomed.

For the Cook Islands, relocation is the 'option of last resort', and we are pleased that this is reflected in the Agenda.

The Cook Islands lends its support to the Agenda for the Protection of Cross Border Displaced Persons in the Context of Disasters and Climate Change.

Kia Orana and Kia Manuia

**INTERVENCIÓN DEL SEÑOR MANUEL A. GONZÁLEZ SANZ
MINISTRO DE RELACIONES EXTERIORES Y CULTO
REPÚBLICA DE COSTA RICA**

CONSULTA GLOBAL DE LA INICIATIVA NANSEN

DEBATE GENERAL

Lunes 12 de octubre del 2015

Excelencias, damas y caballeros,

Permítanme reconocer y agradecer a los gobiernos de Noruega y de Suiza, por haber liderado y patrocinado la Iniciativa Nansen. Transcurridos tres años desde que fue lanzada y hoy, después de un recorrido global, nos aprestamos a adoptar la Agenda para la Protección de las personas desplazadas a través de las fronteras, en el contexto de desastres y del cambio climático. Como miembro del Comité Directivo, deseo agradecer también al Secretariado, a la OIM y al ACNUR por hacer posible este camino.

Muchos países y regiones, incluido Costa Rica, ya hemos experimentado este fenómeno. Quizás en muchas oportunidades se ha tratado la temática como un componente más del fenómeno de la migración. Hoy sabemos que no lo es. El desplazamiento ocasionado por desastres se diferencia de la migración voluntaria y trae consigo, además, una pérdida total o parcial de las condiciones de vida y patrimoniales de los desplazados, por lo general lo han perdido todo y no tienen adónde retornar.

Por esta razón, Costa Rica considera oportuno que la Iniciativa Nansen nos haya aportado una plataforma para reflexionar, para adoptar un entendimiento conceptual sobre la especificidad de la movilidad transfronteriza ocasionada por los desastres y para identificar prácticas efectivas para la protección de las personas desplazadas en ese contexto.

La Iniciativa Nansen es una contribución en dos ámbitos. Primero, permite posicionar esta problemática en la agenda global, por su propia especificidad, sobre todo ante la constatación de que los efectos futuros del cambio climático traerán mayor incidencia de desastres naturales. A la vez, nos ha permitido a los países tomar conciencia de la necesidad de dar un apropiado marco conceptual y de política pública a esta problemática.

Pero lo más importante, es que la adopción de la agenda implica un terreno común sobre principios y elementos de protección de las personas desplazadas por desastres. Con estos principios, desde el punto de vista de soluciones prácticas, la Agenda permite a los gobiernos aprender de un amplio conjunto de prácticas efectivas, que podrían ser utilizadas con un enfoque integral para garantizar respuestas más eficaces a los desastres y al desplazamiento transfronterizo por ellos provocados.

Tel. (4122) 731 2587

Fax (4122) 731 2069

23, Avenue de France
1202 Ginebra – Suiza
miscr-onug@rree.go.cr

El enfoque integral que nos presenta la Agenda de Protección destaca la necesidad de reunir y vincular múltiples políticas y áreas de acción, muchas veces las respuestas que damos suelen ser fragmentadas más que coordinadas. Por eso, constituye un terreno fértil para el diálogo intersectorial entre la política migratoria y otras áreas de política pública.

Nos obliga a entender que la política migratoria se concibe e implementa tanto en circunstancias normales, como en condiciones extraordinarias o de emergencia.

Como hablamos de fenómenos esencialmente transfronterizos, la Agenda también nos recuerda la necesidad de la cooperación internacional, sobre todo entre países fronterizos. Tanto los países de origen, como los de destino, tienen cada uno responsabilidades y tareas que acometer.

La Agenda de Protección también resalta la necesidad de fortalecer la acción de gestionar el riesgo de desplazamiento en el país de origen, abordando factores de riesgo subyacentes. Identifica las prácticas eficaces para reducir la vulnerabilidad y aumentar la resiliencia ante desastres con riesgo de desplazamiento, facilitar la migración de las zonas peligrosas, realizar la reubicación planificada y responder a las necesidades de los desplazados internos, pues muchas veces las personas desplazadas cruzan las fronteras ante la falta de respuestas apropiadas por parte de sus autoridades.

Muchos desastres naturales, como el Huracán Mitch, que azotó a Centroamérica hace 17 años, pueden ser tan devastadores que los esfuerzos preventivos de gestión del riesgo se ven desbordados ante la dimensión de la tragedia. Pero, un aspecto fundamental que la agenda nos plantea es que no es el carácter de la catástrofe, sino más bien su potencial para desencadenar el desplazamiento, entendido como el movimiento forzado de personas que, generalmente es en grandes números, muchas veces comunidades completas, contrario a la migración voluntaria que suele ser más individual.

Estimadas y estimados participantes, Costa Rica se congratula de este avance que implica la Adopción de la Agenda de Protección. Llamamos la atención de la comunidad internacional sobre los desplazamientos que provocará el cambio climático. Hay países y comunidades enteras que podrán desaparecer y las necesidades específicas de protección de esas poblaciones, con perspectiva de derechos humanos, debe ser una parte central de la agenda humanitaria en las próximas décadas.

MUCHAS GRACIAS.

**INTERVENTION DE
SON EXCELLENCE GLEGLAUD KOUASSI FILBERT
LORS DE LA CONSULTATION MONDIALE
INITIATIVE NANSEN**

Genève, les 12 et 13 octobre 2015

Excellences mesdames et messieurs,

Honorables invités,

Distingués participants,

Ma délégation tient à féliciter les gouvernements de la Suisse et de la Norvège ainsi que le Professeur Walter Kaelin et son équipe pour l'organisation de cette Consultation qui nous donne l'occasion d'échanger sur les moyens d'améliorer la protection des personnes déplacées transfrontières suite aux catastrophes naturelles.

Excellences, Mesdames et messieurs,

La Côte d'Ivoire qui a connu une année 2014 "sombre et éprouvante" avec la perte de 39 personnes lors des pluies diluviennes, a élaboré un plan de modernisation et d'expansion de la protection civile et créé en février 2015, un cadre de coordination de gestion intégrée des crises.

Elle a organisée, début septembre 2015, sous l'égide de l'Organisation Internationale de la Protection Civile (OIPC), la deuxième réunion africaine des directeurs généraux et directeurs de la protection civile, autour du thème : "Pour un continent africain plus efficace face aux catastrophes et aux crises au 21^e siècle".

Cette plateforme d'échanges a été l'occasion pour les pays africains de réaffirmer leurs préoccupations face aux catastrophes naturelles et de mettre en place des mécanismes de gestion efficace des situations d'urgence mutualisant leurs ressources en matière de protection civile.

A cette occasion, face à la menace, de plus en plus présente, des bandes terroristes sur le continent, le gouvernement ivoirien a demandé à l'OIPC d'apporter son aide aux Etats africains dans la lutte contre cette « nouvelle catastrophe » que représente le terrorisme.

Excellences , Mesdames et messieurs,

Notre approche est celle de l'approche holistique préconisée dans le projet de rapport de notre réunion qui suggère que nous allions au-delà des réponses humanitaires et des facteurs environnementaux, dans la

mesure où les déplacements liés aux catastrophes naturelles ont des origines multi-factorielles, comme la croissance de la population, le sous-développement, la mauvaise gouvernance, les conflits armés, la violence et l'urbanisation non-maîtrisée.

En effet, pour mon pays, la gestion des catastrophes ne devraient pas se limiter, aux seules pluies diluviennes, écroulements de terrains et autres. Car, aujourd'hui, le terrorisme est un nouveau genre de catastrophe qui cause d'énormes préjudices aux Etats, surtout aux jeunes Etats africains. « Boko Haram, par exemple, fait plus de pertes en vies humaines que les pluies diluviennes ». Pour cela, « l'expertise et les équipements modernes disponibles pour lutter contre les catastrophes naturelles, pourrons être utiles, afin de venir à bout de ces bandes armées ».

Excellences , Mesdames et messieurs,

Cette position est conforme aux objectifs fixés par l'Union Africaine depuis 2009 qui visent à s'attaquer aux causes profondes des conflits et à enrayer progressivement et de façon définitive les déplacements forcés sur le Continent, tout en renforçant les mécanismes visant à atténuer les effets des crises humanitaires résultant de conflits et de catastrophes naturelles.

Pour terminer, mon pays voudrait réaffirmer ici, par rapport à l'Agenda de la protection, son attachement à la politique humanitaire commune de la CEDEAO, en ligne avec sa « Vision 2020 », basée sur le projet ambitieux d'une région cohérente, « sans frontières », centrée sur les personnes, pour contribuer au développement de la politique humanitaire internationale. Cette vision est conforme au Traité de la CEDEAO et à son Protocole sur la libre circulation des personnes, le droit de résidence et d'établissement et aux dispositions du Protocole sur l'égalité de traitement des réfugiés originaires des Etats membres. Cette vision préconise le partage effectif des responsabilités entre les acteurs humanitaires intervenant dans la région ouest-africaine».

Je vous remercie de votre aimable attention.

Nansen Initiative Global Consultation, 12 – 13 October 2015
Plenary Statement by Ecuador

Señores miembros de la mesa directiva

Señores representantes de todos los países reunidos en este importante foro internacional

El Ecuador saluda la realización de este encuentro internacional que, convocado por la Iniciativa Nansen y que contando con los auspicios de los Gobiernos de Suiza y Noruega busca reflexionar sobre los desplazamientos humanos provocados por el cambio climático y los desastres naturales; se trata de identificar políticas públicas y acciones concretas que en los espacios nacionales y regionales busquen garantizar, de mejor forma, los derechos de las personas en movilidad.

El Ecuador desde, hace algunos años atrás, ha asumido este reto con gran responsabilidad modificando los aspectos políticos, normativos e institucionales del Estado en procura de garantizar los derechos, tanto de sus ciudadanos, como de los inmigrantes que se hallan en nuestro territorio, de manera ocasional o permanente.

La libre movilidad de las personas, como un derecho humano irrenunciable es un postulado que es promovido por nuestro país en todos los foros internacionales en donde participa.

La utopía de la construcción de una ciudadanía universal alimenta la visión que, en materia migratoria, es defendida por nuestro país; propuesta sin duda polémica pero que no hace más que recordar los procesos de formación de cada una de nuestras naciones las que se alimentaron en sus inicios con el flujo de poblaciones migrantes que les dieron riqueza y diversidad.

En el Ecuador, desde la vigencia de su nuevo marco constitucional del año 2008 los derechos de los migrantes son mandatorios y el Estado se encarga de su promoción e implementación, a pesar del alto costo fiscal que esto le implica. De igual forma procura la protección de los derechos de sus connacionales más allá de sus fronteras.

Nuestro país acoge a cerca de 60.000 refugiados la mayoría de ellos provenientes de la hermana república de Colombia, también ha dado cobijo a refugiados de otros confines del mundo. En los actuales momentos Ecuador es el país de Latinoamérica que más ha otorgado este instrumento soberano de protección internacional.

También ha procurado, y en ese sentido coincide con lo propuesto por la Iniciativa Nansen, establecer procesos de articulación regional que logren el intercambio de buenas prácticas y promuevan la libre circulación de los ciudadanos de nuestra región.

Por normativa constitucional el Ecuador garantiza a la población inmigrante los mismos derechos y oportunidades que tienen los ciudadanos ecuatorianos. En el Ecuador, a pesar de contar con 60.000 refugiados y más de 500.000 desplazados no encontramos campamentos o espacios de hacinamiento de esta población que se hallan en condiciones de vulnerabilidad. Todos ellos procuran ser parte integrante de la sociedad ecuatoriana y son beneficiarios de las prestaciones de servicios de salud, educación, vialidad e infraestructura, que son ofertadas por el Estado.

En correspondencia con la normativa nacional, nuestro país ha logrado crear una nueva arquitectura institucional que, en concordancia con la agenda de protección planteada en estos días en este foro y en el marco de las convenciones internacionales, ha logrado un proceso de articulación y creación de instituciones dedicadas, de manera específica, a la gestión de los riesgos y catástrofes producidos por la acción del hombre o de la naturaleza.

La Secretaría de Gestión de Riesgos, Rector del Sistema Nacional Descentralizado de Gestión de Riesgos, trabaja para la seguridad integral del país, promoviendo su desarrollo seguro, protegiendo la vida y la naturaleza, buscando potenciar la resiliencia individual y colectiva de la población para que los desastres

sean enfrentados de manera efectiva a nivel institucional, de tal modo que garantiza un modelo de gestión que mitigue los efectos derivados de riesgos naturales y antrópicos.

Además, en fechas recientes, se creó el Viceministerio de Movilidad Humana que hace parte de nuestro Ministerio de Relaciones Exteriores para atender, de manera específica, todos los temas relativos a la movilidad humana así como la atención de las vulnerabilidades generadas por este hecho.

En los actuales momentos el Ecuador afronta dos potenciales catástrofes naturales que implican alto riesgo de desplazamiento para las personas, estos son: la presencia del Fenómeno El Niño, probablemente el más fuerte de los últimos 20 y la potencial erupción del Volcán Cotopaxi con una peligrosidad incrementada con la generación de lahares que aumentarían por el volumen que representaría el deshielo de los glaciares, afectado, potencialmente, a cerca de 100.000 personas

Ante lo indicado, el Ecuador en el marco de la norma jurídica establecida y al amparo de la nueva estructura del Estado ha logrado importantes mecanismos de articulación interinstitucional que, teniendo como rector a la Secretaría de Riesgos ha involucrado a las instituciones, tanto en el ámbito nacional como el local. De igual forma, ha planteado la cooperación internacional para que esta sea orientada en concordancia con las políticas de planificación del Estado ecuatoriano enfocada en mitigar los efectos de estas dos catástrofes naturales que se presentarían en el país en fechas muy próximas. En el marco de estas acciones, y coincidiendo en este sentido con la agenda de protección, presentada en este encuentro, ha tomado medidas preventivas que tiendan, desde ahora, a reasentar a la población que podría ser afectada por los fenómenos citados.

Luego de los procesos de análisis y diagnóstico se han establecido mesas técnicas de trabajo nacionales que atienden a los siguientes temas: acceso al agua, salud y saneamiento, infraestructura, atención integral a la población, seguridad, medios de vida, educación cultura y patrimonio, y sectores estratégicos.

En el marco de cooperación y solidaridad con los países de la región el Ecuador ha implementado acciones de gran relevancia como son: la emisión de visas humanitarias a favor de los ciudadanos haitianos que se desplazaron al Ecuador luego del terremoto del 2010, el otro caso que fue mencionado el día de ayer en este foro, es la acción preventiva y normativa que permitiría el traslado de la población colombiana, que se halla en frontera norte y que se vería afectada por la potencial erupción del complejo volcánico Chiles – Cerro Negro.

El Ecuador en este esfuerzo por la integración regional y al mantener la presidencia pro tempore de la CELAC se ha preocupado por impulsar mecanismos para facilitar el libre tránsito de las personas en movilidad, por su puesto incluyendo a las poblaciones desplazadas por desastres naturales o por el cambio climático. También y en este sentido la existencia de las visas MERCOSUR, regularizan la situación migratoria de los ciudadanos provenientes de los países de Sudamérica que deciden desplazarse por nuestro país.

Por todo lo expuesto el Ecuador tienen la mayor predisposición para poner a consideración de todos los países del mundo la experiencia acumulada en este proceso tendiente a lograr la mayor articulación interinstitucional, la creación de marcos normativos que protejan la libre movilidad, en procura de garantizar los derechos de las personas desplazadas por efectos del cambio climático y los desastres naturales.

No queremos terminar esta intervención sin motivar a todos los países a ratificar la firma de los acuerdos internacionales que permiten garantizar los derechos de las personas que se encuentran en movilidad, entre ellos, especialmente la convención internacional de 1990 sobre la protección de los derechos de todos los trabajadores migratorios y sus familias, así como impulsar para que en los próximos encuentros internacionales que tratan sobre esta importante materia se analice la vinculación existente entre el modelo de desarrollo extractivista y depredador planteado por el mundo y el consecuente calentamiento global y el deterioro de las condiciones climáticas que provocan la pobreza y el desplazamiento forzado de poblaciones enteras.

Muchas Gracias.



Statement by H.E. Mr. Negash Kebret Botor
Ambassador Extraordinary and Plenipotentiary, Permanent Representative of the
Federal Democratic Republic of Ethiopia
to the United Nations Office at Geneva and to other International Organizations in
Switzerland
at
the Nansen Initiative Global Consultation

12 October 2015
Geneva

Mr. Chairman,

I would first like to thank the Governments of Switzerland and Norway for organizing this Global Consultation and for making sure that the consultation process which started two years ago has reached at today's successful stage. I would also wish to extend my appreciation to Professor Walter Kaelin's ceaseless efforts, as a Special Envoy of the Nansen Initiative, to promote it through mobilization of support from the international community to the plight of displaced persons affected by natural disasters and the adverse consequences of climate change.

In today's world, we all witness huge population displacement, including those affected by natural calamities and climate change, have become great concern of the international community in terms of addressing their precarious condition, in particular the plight of those most vulnerable groups such as women, children and the sick. We recognize the need for urgent and collective action to address their situations and it is in this context that Ethiopia welcomes the finalization of the Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change as it will provide us an important forum for our future intergovernmental discussions with the involvement of all relevant stakeholders.

Mr. Chairman,

Ethiopia welcomes the finalization of the Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change as it will serve us as an important forum for our future intergovernmental consultations.

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Indeed, the Agenda, as a non-binding, non-standard setting document, will also enable us to focus on the three identified priority areas for action as well as for conducting further consultations among States and other concerned actors to look into the appropriate legal and institutional protection system. In this regard, we wish to stress the need for the Group to be primarily led and owned by states and be an open-ended one for wider and inclusive participation.

We in Ethiopia, based on regional and international conventions governing refugees, including those who are forced to leave their countries due to natural disasters, mainly climate related calamities such as droughts, have welcomed them with an open-hand and have provided shelter in accordance with the protection standards contained in the Kampala Convention. We are of view that, as outlined in the Agenda for Protection, the broader definition of refugees adopted by the OAU/AU Convention Governing the Specific Aspects of Refugee Problems in Africa to include persons who are compelled, due to natural disasters, to leave their place of habitual residence in order to seek refuge in another place outside their country of origin or nationality, has enabled African countries, including Ethiopia to open their borders.

Mr. Chairman,

We fully concur to the three identified priority areas in the Agenda for protection, that is, collection of data, enhancing humanitarian protection and management of disaster displacement risk are indeed key elements for serious consideration. The actions we take in these areas to assist disaster caused displacement of population are, we believe, intrinsically linked to the levels of

socio-economic development of the countries of origin, transit and destination. For this reason, the involvement and contributions of development actors in the consultations, which will continue to be conducted in Geneva, are critical. The principles of burden sharing and international solidarity are also essential factors to be taken into consideration for further exploration during the consultations.

In conclusion, Mr. Chairman, I would like to reiterate our continued commitment to engage in a constructive manner in the process beyond this Global Consultation.

I thank you.



European Union

NANSEN INITIATIVE
Intergovernmental Global Consultation
(12 -13 October 2015)

Statement by
Dominic Porter, Deputy Head of the European Union Delegation
to the United Nations in Geneva

Geneva, 12 October 2015

- CHECK AGAINST DELIVERY –

NANSEN INITIATIVE
Intergovernmental Global Consultation
(12 -13 October 2015)

In his "State of the European Union" speech one month ago Jean-Claude Juncker, President of the European Commission, spoke at length about migration, given the refugee crisis that Europe is now facing. Less noticed was the connection he made when he described climate change as "*one of the root causes of a new migration phenomenon.*" This phenomenon, he added, would become a new acute challenge if we do not act swiftly.

And this is not new. The EU has long recognized the climate change-migration nexus, advocating forcefully for its inclusion in all the relevant policy frameworks, and at the highest levels.

Multiple streams of work in recent years – and our support for the Nansen Initiative testifies to this - has been instrumental in increasing EU and global attention to the links between climate change and migration. We were honoured to co-Chair the Group of Friends of Nansen, in close concert with the steering committee.

The root causes of forced displacement and migration are many, as we know – from lack of political, social or economic security, poverty, human rights abuses, international conflicts and climate change. What we are now trying to improve is our joining up of EU actions in all these areas. The 'migration impacts' have suddenly taken centre stage, but they have been there all along. The Nansen Initiative has precisely addressed some of these root causes in very practical and well-conceived ways.

Nansen has also proven a timely complement to larger scale global processes like Sendai, COP21, and the 2030 goals. It has seen IOM and UNHCR working together at the policy level in exemplary harmony. The dividends of this go well beyond the exercise itself.

The Protection Agenda itself fills gaps in the coverage of people displaced across borders by natural disasters and hazards, gaps which not foreseen 65 years ago, when today's legal frameworks began to be constructed. The goal now is to see how existing law can be applied

more effectively to environment-induced migration, filling gaps not with more rules, but with practical guiding principles, based on sound research and comparisons of experience.

I have said this meeting is timely. When it was planned almost a year ago we did not know how high the multiple drivers of human displacement would feature on our EU leaders' agendas. We *did* know that we would be on the eve of COP 21, where the world will look to its leaders for decisive action to tackle climate change. Success in Paris is indispensable. Failure would be inexcusable.

Climate change has countless impacts, the known and the unknown. The Nansen Initiative has helped us learn more about how to confront challenges which will only grow in size and in their global reach. For that we are grateful, and for that reason we wholeheartedly endorse the Protection Agenda before us today.



Mr. Setareki Tale

**Acting Permanent Secretary for Rural and Maritime Development and National
Disaster Management, Fiji**

**NATIONAL STATEMENT AT THE NANSEN INITIATIVE GLOBAL
CONSULTATION**

Geneva 12 – 13 October, 2015

Chair

Excellencies

Ladies and Gentlemen

Ni sa bula vinaka.

I take this opportunity to thank the organisers of this Nansen Initiative Global Consultation for inviting Fiji to participate at this important meeting. In particular I pay special attention and I would like to mention the foresight and forward commitment of Switzerland and Norway leading this initiative for disasters and climate change related displacement.

Fiji like earlier Speakers supports the endorsement of the Nansen Initiative Agenda.

Fiji is a maritime island in the Pacific region with more than a third of its 300 islands inhabited by a population of about 900,000 people. Most of our communities reside in cities, towns, villages and settlements along coastal areas and some along the floodplains of our major rivers.

It is among the most vulnerable countries in the world affected by natural hazards where tropical cyclones and flooding events, and others, are frequent with devastating effects. Scars and impacts of climate change are permanent along our coasts and shorelines as coastal erosion has changed the landscapes of our coastal environment forcing some of our communities to leave. The Vunidogoloa village of 30 households and more than 200

people were relocated from the coasts to 3 kilometers inland in 2013. Fiji has already identified 45 communities to be relocated and more is anticipated after completion of current vulnerability assessment project being made throughout the country.

Recognising that relocation and displacements of affected communities is inevitable, the Fiji government has established a Relocation Guideline Policy that will assist these communities in their relocation. One of the major issues of relocation is the permanent tenure of the new land to be occupied. The process for land acquisition is covered in the Relocation Guideline. The other major issue for consideration is Livelihood, where the new community will need to adjust to economic and social need for their welfare and their new generation.

Fiji is also aware of the plight of our neighbors Tuvalu and Kiribati, has in the past received new settlers from these two countries and they are now residing permanently in Fiji. The increasing threats of climate change on these atoll countries will result in permanent displacement of these people. Fiji, as in the past, is always prepared to help.

Globally, and in light of the transitional disaster risk reduction issues endorsed as the Sendai Framework in March this year, Fiji has already identified relevant Indicators to guide our DRR process that is cross-sectional for the next 15 years. Our home grown Green Growth Framework Policy covers climate change, disaster risk reduction and sustainable development mirrors closely the trajectory from global instruments like the Sendai Framework, the Sustainable Development Goals and the UNFCCC.

We are very much aware of the impact of climate change and the imminent need for the relocation of displaced community; we will stand by to do our part, even though our home front has been marred and scarred from this global phenomenon.

Fiji reiterates its endorsement of the Nansen Initiative Agenda.

I thank you Chair.



Consultations sur l'Initiative Nansen (Genève, 12-13 octobre 2015)

Intervention de M. Jean-Pierre LACROIX, Directeur des Nations Unies, des Organisations internationales, des droits de l'homme et de la francophonie, (13 octobre – Plénière de 9h à 10h)

Mesdames et messieurs les ministres

Mesdames et messieurs les directeurs

Monsieur le Haut-Commissaire,

Monsieur l'Envoyé spécial pour l'Initiative Nansen

La France tient à remercier les gouvernements de la Norvège et de la Suisse, les Etats membres du groupe directeur de l'Initiative Nansen, ainsi que M. Walter Kaelin, Envoyé spécial pour l'Initiative Nansen, pour avoir conduit, depuis 2012, les travaux de l'Initiative dont les résultats sont présentés lors de cette Conférence.

Les consultations, qui ont eu lieu dans les régions du monde les plus touchées par les déplacements de population en lien avec les catastrophes naturelles et les effets du dérèglement climatique, ont permis, en premier lieu, de faire avancer la connaissance de ce phénomène.

Les dynamiques des déplacements liés au dérèglement climatique sont réelles : événements climatiques extrêmes, élévation du niveau des mers, fontes des glaciers, détérioration des écosystèmes, baisse de la production agricole, sécheresse, inondations, etc.

Face à ce défi, la communauté internationale doit d'une part agir sur l'atténuation et l'adaptation, d'autre part faire preuve de solidarité pour trouver des solutions pour les personnes obligées de quitter leur environnement en raison des catastrophes naturelles ou d'autres événements liés au climat.

Les accords de Cancun préconisaient l'adoption de mesures propres à favoriser la compréhension, la coordination et la coopération concernant les déplacements du fait des changements climatiques, dans le cadre de l'action engagée pour l'adaptation. Des progrès considérables ont été obtenus, grâce notamment à l'initiative Nansen, et il convient de continuer sur cette voie.

Une meilleure coopération entre les différents mécanismes et initiatives qui traitent de ce sujet permettra également de mettre en cohérence les stratégies en matière de réduction des risques, de réponse humanitaire et d'adaptation au changement climatique.

Notre ambition, pour la COP21 est d'obtenir un accord historique qui permette de maintenir le réchauffement climatique mondial en deçà de 2°C. La lutte contre les changements climatiques permettra en soi d'éviter que des millions de personnes ne souffrent des effets du dérèglement du climat et soient notamment obligées de quitter leur lieu de vie. C'est un enjeu important de la Conférence de Paris.

Les travaux de l'initiative, que la France a suivi avec la plus grande attention, ont abouti à la présentation d'un Agenda pour la protection des personnes déplacées dans le contexte des désastres naturels et du changement climatique. Cet agenda, qui s'appuie sur les résultats des consultations régionales, établit les trois priorités pour une action future :

- l'amélioration de la connaissance du phénomène et de la collecte des données ;
- la promotion de mesures de protection, qui incluent des mécanismes permettant de trouver des solutions durables, par exemple en harmonisant les approches régionales ;
- le renforcement de la prévention des risques dans les pays d'origine.

Ces priorités doivent permettre à la communauté internationale de mieux anticiper ces déplacements et de définir des actions opérationnelles afin d'y faire face et trouver des solutions durables.

Pour les mettre en œuvre, il sera nécessaire de coordonner les acteurs concernés par ces problématiques, les Etats, mais aussi les organisations internationales, comme l'Organisation Internationale pour les Migrations et le Haut-Commissariat pour les Réfugiés. Je tiens également à souligner l'important travail réalisé dans ce domaine par le Conseil Norvégien pour les Réfugiés.

La France partage les recommandations et les priorités fixées par cet Agenda, conçu comme un guide des bonnes pratiques, et endosse ses principales recommandations ainsi que les priorités fixées pour une action future.

Je vous remercie.

Nansen Initiative Global Consultation, 12 – 13 October 2015

Plenary Statement by Germany

Honorable Professor Kaelin,
Ministers, Excellencies, Delegates,

let me start by commending the persons responsible for the success of the Nansen Initiative. This is its Envoy, Professor Kaelin and his small but effective secretariat. Thank you for tirelessly researching, consulting, presenting and finally producing the Protection Agenda, which we will endorse tomorrow.

And this is also the governments of Norway and Switzerland. Germany sincerely congratulates you for having successfully fulfilled your pledge at the UNHCR Ministerial Conference in December 2011. Without your dedicated commitment to the cause of climate and natural disaster induced displacement, we would today be nowhere near in raising international awareness to this highly important subject. Thank you!

As the Protection Agenda strikingly shows us, there is however at the same time also still a long way ahead of us. Already today, the reality of climate and natural disaster induced displacement affects millions of people. With a change in climate in the coming years and decades this form of displacement is very likely to become one of the mega trends of the twenty-first century.

The recent steep rise in numbers of conflict induced displacement shows us that countries and continents need to be prepared for such developments. In today's world, people who have lost their basis of existence in their homes cannot be stopped to find shelter and protection elsewhere, neither should they. Regional and international mechanisms and solidarity to help the persons affected is needed, be they victims of conflict or victims of natural disasters.

The "Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change" literally sets the agenda on how to proceed in order to better prepare and adapt ourselves to the current and future challenges. We need to implement the agenda and fill the gaps it identified. To keep up the momentum now is very timely and in our own best interests. This applies to states as well as to International Organizations.

With the aggravation of the current global refugee situation, other pressing humanitarian needs of affected persons are at the forefront of public attention and rightly so. Therefore however, it is even more important for us to promote and press ahead with addressing the consequences of climate and natural disaster related displacement. This farsightedness will pay off.

Germany will actively support the further international efforts to address the implications of climate and natural disaster induced displacement. We are ready to play a decisive role in promoting the findings of the Protection Agenda in regional and international fora and processes. We are eager to contribute to the establishment of formats and mechanisms to continue the successful work of the Nansen Initiative and we are looking forward to jointly master the important challenges ahead of us.

Thank you.

Nansen Initiative Global Consultation, 12 – 13 October 2015

Plenary Statement by Greece

Excellencies, distinguished representatives,

First of all, allow me to commend the governments of Switzerland and Norway for their leadership in this important initiative that is dealing with vital issues that are at the top of the international agenda. Displacement and migration happen to be, at this juncture, in the center of my country's priorities as well.

As you very well know, Greece has been -throughout its history- in the frontline of unprecedented migratory and refugee inflows. Especially since the beginning of this year, these unprecedented inflows reaching 400,000 persons and come in pair with the continuing financial constraints our country is facing. In this crucial context the Greek coast guard has been sparing no effort to save thousands of human lives at sea. For example, the Greek Coast Guard has saved 57,188 lives in search and rescue operations in 1527 incidents between January and September 2015. Although the majority of these people at present are mostly refugees from Syria, over the last decades, Greece has received a significant number of people also coming from places where disasters related to climate change have taken place. The High Commissioner of the UNHCR António Guterres, yesterday during his ongoing visit to Greece, witnessed the improved humanitarian response mounted by Greek local authorities and civil society.

In this context, we greatly appreciate elements and notions such as increased preparedness and solidarity, reducing vulnerability, building resilience, ensuring migration with dignity, planned relocation, reviewing development policies and generally finding lasting solutions, as included in your Agenda for Protection.

We believe that, now more than ever, this forum for dialogue provides us with an excellent opportunity to discuss all the above in a constructive spirit. I can assure

you that my country is ready to exchange information on effective practices and to learn from the expertise of all the participants in order to make international cooperation more effective when dealing with the topics of the Protection Agenda.

We also note that Greece was one of the countries that co-sponsored the latest resolution on Human Rights and Climate Change which was adopted during the 29th session.

Finally allow me one last word on the person that inspired this initiative. The Greeks do not forget Fridtjof Nansen's crucial contribution in alleviating the humanitarian drama of tens of thousands of Greek refugees and his leadership in the population exchange scheme of the 1920s which helped over a million Anatolian Greeks, expelled from Turkey, to relocate in Greece with dignity and respect to their cultural ties and traditions.

That is one more reason why we warmly support this initiative and are willing to follow the discussions very closely.

Thank you,



Misión Permanente de Guatemala
ante la Organización de las Naciones Unidas
y otros Organismos Internacionales
Ginebra, Suiza

Intervención de la delegación de Guatemala
Consulta Global de la Iniciativa Nansen
Ginebra, 12 de octubre de 2015

Muchas gracias Señor Presidente,

En primer lugar, permítame agradecer a los Gobiernos de Noruega y Suiza por la organización de esta importante Consulta Global Intergubernamental de la Iniciativa Nansen para considerar y aprobar la Agenda de Protección destinada a asistir y apoyar a los Estados en su preparación y desarrollo de capacidades ante los desplazados transfronterizos por causas de desastres.

Consideramos que esta Consulta Global nos ayuda a reflexionar y evaluar en su justa dimensión, lo que, en términos reales, representa el futuro de la humanidad y el de nuestro planeta, así como la enorme responsabilidad que tenemos todos. Esta responsabilidad es proporcional al hecho de que el año 2015 se presenta como el período más propicio para que todos los países que conformamos la Organización de las Naciones Unidas lleguemos a definir las acciones que deberán ser implementadas para la protección y asistencia de la población mundial de manera urgente.

Afortunadamente, ahora contamos con el Marco de Acción de Sendai, adoptado en marzo de este año, así como la Agenda 2030 de Desarrollo Sostenible, adoptada en septiembre. Asimismo, nos encontramos en los preparativos para la realización de la Cumbre Mundial Humanitaria y en diciembre, en París, esperamos alcanzar un acuerdo mundial sobre cambio climático. Como parte de los mecanismos a ser adoptados para la protección y asistencia humanitaria, tenemos como objetivo establecer una Agenda centrada en las personas desplazadas a nivel transfronterizo, en el contexto de los desastres y del cambio climático.

En ese sentido, Guatemala considera que para que estos procesos mundiales se desarrollen con éxito y se establezcan sinergias entre ellos, los países, las regiones y subregiones debemos comprometernos en la implementación de acciones concretas que nos permitan atender al ser humano.

Señor Presidente,

Debo hacer énfasis en que esta Consulta resulta de particular importancia para la región centroamericana tomando en consideración que, de conformidad con el *Informe Regional del Estado de la Vulnerabilidad y Riesgos de Desastres en Centroamérica (2014)*, es una de las regiones más vulnerables del mundo. Guatemala ocupa el cuarto lugar como país de mayor riesgo a nivel mundial.

Como lo hemos mencionado en otros foros, esta circunstancia de vulnerabilidad es generada por factores tales como su ubicación geográfica, la estacionalidad ciclónica en ambos océanos, la geomorfología de su territorio y la confluencia de placas tectónicas, que mantienen alta sismicidad con episodios de terremotos y erupciones volcánicas, solo por mencionar algunos. También influyen de forma sustancial otros aspectos como los altos índices de pobreza, poca calidad en la

infraestructura, insuficiencia en servicios de drenaje y acceso a agua potable y una considerable degradación ambiental.

Ante tal situación, que propicia los desplazamientos internos y transfronterizos, Guatemala cuenta con una "Política Nacional de Gestión Integral de Riesgos", así como otras políticas nacionales tanto de gestión de riesgos como de cambio climático. Incluso Guatemala ya cuenta con una "Ley Marco para Regular la Reducción de la Vulnerabilidad, la Adaptación Obligatoria ante el Cambio Climático y la Mitigación de gases de efecto invernadero". Todas estas herramientas nos han ayudado a disminuir los efectos de los desastres.

Sin embargo, se requiere que todos nos comprometamos en acciones que permitan reducir los riesgos que se generan dentro del desarrollo, es decir acciones que permitan reducir la pobreza, mejorar el uso de los territorios, una planificación y una gestión adecuadas de las ciudades, la protección y la restauración de ecosistemas.

Ante el recurrente flujo migratorio que presentan los países del Triángulo Norte de Centroamérica (Guatemala, El Salvador y Honduras), constituido por desplazados por la pobreza, y las constantes migraciones internas, generadas por desastres naturales, estamos conscientes de la urgente necesidad de fortalecer las normativas migratorias que permitan proveer una mejor atención a las personas desplazadas.

Señor Presidente,

Tenemos ahora la oportunidad y el espacio para realizar planteamientos realistas, viables y realizables, que nos permitan a nivel mundial avanzar en el sensible y urgente temática de la protección de los desplazados. Guatemala tiene la esperanza de que alcancemos los objetivos propuestos, como una concreta contribución al mejoramiento de las condiciones de vida de la población mundial, en general, y de los desplazados, en particular.

Muchas gracias.



MISSION PERMANENTE D'HAÏTI AUPRÈS DE L'OFFICE DES NATIONS UNIES
ET DES AUTRES ORGANISATIONS INTERNATIONALES À GENÈVE

Intervention de Son Excellence Monsieur Pierre André Dunbar
Ambassadeur, Représentant Permanent

Consultation mondiale sur l'Initiative Nansen

Genève, 12-13 octobre 2015

Rue de Berne 9 - 1201 Genève (Suisse) / Tél.: +41 22 732 76 28 (ONU) ou +41 22 715 49 99 (OMC) / Fax: +41 22 715 49 98
mphonu.geneve@diplomatie.ht ou mphomc.geneve@diplomatie.ht

Monsieur le Président,
Excellences Mesdames, Messieurs les Ministres,
Excellences Mesdames, Messieurs les Ambassadeurs,
Distingués invités,
Mesdames, Messieurs,

Monsieur le Président,

Le Gouvernement haïtien se félicite de la tenue de cette Consultation mondiale sur l'Initiative Nansen. La République d'Haïti saisit cette opportunité pour exprimer son appréciation à la Suisse et à la Norvège pour avoir eu la savante idée de lancer l'Initiative qui vise à mettre en place avec les pays concernés, les organisations internationales et la société civile, un programme de protection en faveur des personnes obligées de fuir à l'étranger, en raison des catastrophes naturelles.

Le Gouvernement haïtien appuie fortement l'Initiative Nansen qui se veut une réponse adéquate à un vide juridique en matière de protection. A titre d'illustration, la Convention de 1951 relative au statut des réfugiés et les conventions internationales relatives aux droits de l'homme ne règlent pas certains aspects décisifs liés à l'entrée des personnes en territoire étranger, aux modalités de leur séjour et à leurs droits fondamentaux. A l'évidence, des lacunes existent dans la protection juridique de ces personnes.

Monsieur le Président,

Les catastrophes naturelles frappent toutes les régions du monde et poussent des milliers de personnes à quitter leur foyer. Tous les ans, la région des Caraïbes connaît des inondations, des ouragans, et est exposée à tout moment par des tremblements de terre. C'est le cas de la République d'Haïti qui a été sérieusement touchée par un séisme meurtrier le 12 janvier 2010 fauchant la vie à plus de trois cent mille personnes et provoquant le déplacement transfrontalier d'un grand nombre d'Haïtiens.

Le Gouvernement haïtien renouvelle sa profonde gratitude aux Gouvernements des pays d'accueil notamment ceux qui ont renforcé leur cadre juridique de protection en faveur de ses ressortissants.

Monsieur le Président,

Cette consultation qui nous offre l'opportunité de réfléchir ensemble pendant deux jours sur l'Agenda de protection des personnes déplacées au-delà des frontières dans le contexte des catastrophes naturelles ou des changements climatiques, devra, à n'en pas douter, déboucher sur des conclusions heureuses. La Délégation haïtienne en appelle à la solidarité et à la coopération de tous les acteurs concernés et invite les autres délégations à adopter cet Agenda pour en faire un document de référence en matière de protection.

Je vous remercie



Emergencia por sequía en Honduras¹

La sequía del 2015 provocada por el fenómeno de El Niño es una de la más severas de la historia de Honduras, superando en dimensión e impacto lo enfrentado en el 2014 cuyos efectos se han trasladado hasta el 2015 no permitiendo el desarrollo de una resiliencia efectiva de las comunidades.

La emergencia por sequía, afecta a 1.3 millones de personas (270.734 familias – 169,000 menores de 5 años) en 146 municipios que se encuentran en situación de inseguridad alimentaria de los cuales 81 fueron clasificados con afectación severa y 65 con afectación moderada. 98% de las familias se encuentran implementando estrategias de emergencia para la sobrevivencia, agravando problemas crónicos de desnutrición y vulnerabilidades de salud.

Más de 250 mil personas (50,586 familias) tienen necesidad de asistencia humanitaria inmediata como consecuencia de severas afectaciones de sus derechos a la salud y a un nivel de vida adecuado. Los grupos poblacionales extremadamente vulnerables son: mujeres gestantes/lactantes, niños menores de 5 años, y adultos mayores.

Asociado a estos niveles de vulnerabilidad en las zonas afectadas, se identificó que el 17% de los hogares reportan la migración de algún miembro de su familia en el 2015.

Las principales razones de la migración están directamente relacionadas con las actuales condiciones de sequía: 8% pérdidas de cultivo, 3% no disponibilidad de agua, 79% reducción de empleo. Los destinos de migración son 3% a países de Centroamérica, 33% países fuera de Centroamérica, 25% a la ciudad capital, 17% otros departamentos

Las autoridades de educación han reportado incremento de la deserción escolar en el corredor seco como consecuencia de la migración de las familias. La agudización de la crisis podría generar otros problemas, como la violencia hacia poblaciones más vulnerables, principalmente mujeres, niños y niñas

Ante esta situación, el Gobierno de Honduras a través de COPECO, organizó en el 2014 el Comité Técnico Interinstitucional para la Gestión del Riesgo de Sequía, que tiene como objetivo mejorar la coordinación institucional, la focalización de las zonas afectadas y la asistencia a las poblaciones vulnerables.

El 27 de junio de 2015, el gobierno declaró situación de emergencia en los municipios afectados mediante decreto PCM-036-2015, a través del cual se asignaron US\$ 4.55 para iniciar la respuesta a la emergencia. Asimismo, el gobierno realizó un llamamiento internacional el 28 de julio por US\$ 18.81 millones, de los cuales US\$7.7 están destinados a la asistencia alimentaria con raciones para 57 mil familias priorizadas.

Sin embargo estos esfuerzos no resuelven el problema de raíz y se requiere de medidas integrales e innovadoras que permitan garantizar la estadía y los medios de vida de los pobladores en sus comunidades, reduciendo su vulnerabilidad. La Iniciativa NANSEN es considerada por Honduras, parte integral de ese proceso de cooperación, protección de los desplazados y búsqueda de soluciones innovadoras a los efectos que causa el cambio climático en nuestro país.

1. Fuente: Plan de Emergencia ante Sequia 2015 e Informe de Equipo Humanitario de País



NANSEN INITIATIVE GLOBAL CONSULTATION

STATEMENT BY

H.E. MR. ÁDÁM ZOLTÁN KOVÁCS

Deputy State Secretary for International Cooperation
of the Ministry of Foreign Affairs and Trade of Hungary
(Geneva, 12-13 October 2015)

Excellencies,
Ladies and Gentlemen,

Our nations have not faced that many and serious global challenges simultaneously since the end of World War II than today. Accelerated mass migration flows are definitely among the most pertinent ones. Since the establishment of UNHCR, there have not been that many refugees, migrants and IDPs at one time as currently.

Hungary fully shares the approach, that while addressing the root causes of contemporary mass displacement, special emphasis should be put on the fight against climate change. The continuing global warming leads to a rising sea level, extreme weather conditions, droughts, lack of food and water and increasingly severe natural disasters. The impacts are predictable: poverty will increase, social inequality and social tensions will grow undermining good governance, security and peace, implying growing security threats and significantly greater migratory flows than today.

Besides the humanitarian needs, assistance and protection of IDP's and climate refugees, we have to address the development needs of countries of origin, help their efforts of mitigation and adaptation. If donors focus more on building resilient local communities, the livelihood of affected people will be stronger in their home country thus migratory consequences of disasters and climate change can be reduced. More investment is needed to help developing countries implementing their programmes. Considering this, Hungary has offered 3.57 million USD to the Green Climate Fund. Hungary is also committed to the implementation of the Sendai Framework for Disaster Risk Reduction, aiming at building more resilient communities.

The adoption of *Agenda 2030 on Transforming our World* has been a major step towards securing sustainable development and combating climate change. Achieving the climate goal is of primary importance and we trust that the forthcoming Paris Climate Summit will bring tangible results in this regard.

We consider the *Nansen Initiative* as being instrumental in tackling displacement challenges arising from sudden- and slow on-set environmental hazards and disasters, in particular climate change. We thank the Governments of Switzerland and Norway to assume the leadership in this important issue.

We do believe that the adoption of the *Protection Agenda* will foster common understanding of the issue; identify good practices and tools for the protection of persons displaced across borders; define standards of protection of displaced people, including operational guidance at national, regional and international levels in accordance with the goals of Agenda 2030.

Therefore we suggest identifying and exploiting the synergies between the two agendas with the aim to arrive to an „orderly, safe, regular and responsible migration and mobility of people”¹.

¹ 10.7 - Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.

**The Republic of Iraq's Statement at the Nansen Initiative
Intergovernmental Global Consultations**

12-13 Oct. 2015

His Excellency, the Minister of Foreign Affairs of Switzerland Mr. Didier Burkhalter,

His Excellency, the Minister of Foreign Affairs of Norway Mr. Børge Brende,

Excellencies, Ladies and Gentlemen,

At the outset, I would like to extend my thanks and congratulations to the organizing committee for the distinguished preparation for this important conference on migrants and internally displaced people owing to the environmental and natural disasters.

Mr. Chairman,

At the time when large numbers of people are being displaced and forced out of their homelands due to environmental disasters, international responsibility makes it imperative for us to raise our concern and provide the support and assistance for these categories of the affected in different parts of the world.

Numerous countries including countries of Africa, Middle and South East Asia, and Latin America suffer from natural disasters including drought and floods which have forced thousands of people out of their homelands and job places following the collapsing of their houses and the absence of services, in addition to the damage inflicted upon the nearby environment.

Climate change has become one of the most prominent challenges our planet faces at the present time, and according to climate experts, only 13% of these changes are caused by nature itself, while man is responsible for 87% of the causes that led to those changes and their aggravation.

The Arab region has witnessed a dramatic rise in temperatures along the past decades which resulted in increased drought and desertification in almost all countries of the region. This resulted in increased demand for energy to provide air-conditioning during the summer time and heating during winter time, leading to greater poisonous gas emissions in the atmosphere and consequently polluting the environment around the Arab capitals.

The World Bank has warned that the Middle East region and North Africa will witness an increase in the average of temperatures amounting to 6 degrees Celsius by 2050. According to studies made for the same purpose, it is stated that the region is going to witness a rise in the average temperatures, a decrease in the amounts of rain and high spread of drought and scarcity. The World Bank has also warned of the dire consequences of these climate changes on food security for the population of the region, especially waters that have become almost non-existent in many drought areas of the region.

A draft report prepared by the Intergovernmental Panel on Climate Change (IPCC) has warned that Global climate change may lead to bloody conflicts and displacement of millions of people, not to mention inflicting tremendous damage upon the economies of those countries. The report has also warned of the effect of climate change on the quality of food stuff which will eventually affect man's health in addition to the transmitted diseases through contaminated water.

Desertification is one of the biggest environmental problems that threaten all countries of the region without any exception, which is accelerating on rapid tempo, where 40% of lands are exposed to this phenomenon. UN reports on the environment indicate that the lands exposed to desertification lying in the Middle East compose approximately 357.500 square kilometers of arable land.

As for the Arab Gulf and the Middle East countries, desertification is sweeping large areas of arable land, posing a threat to food and water security of these countries.

Mr. Chairman,

Iraq faces various problems due to environmental disasters, some of which are the rising temperature, rivers salinity, the sloping terrain between the Tigris and Euphrates, add to this the problem of soil erosion owing to the effects of winds and rain, leading to the loss of new arable lands. Should that happen, it would need a long time – up to hundreds of years to become arable again. All this led to the emigration of the rural population into the cities.

Marshes in Iraq are facing drought and an increase in the level of water salinity, threatening the water life and the ecological system due to the scarcity of water, leading to the migration of large numbers of the marshland population.

Large areas of the Euphrates basin and the marshes of Iraq, which already undergo water scarcity and contamination, are affected by the residues of saline water drainage canals and contaminated sewage water, which has resulted in the outbreak of diseases such as cholera in some towns and the immigration of livestock breeders to adjacent towns after those marshes had become barren land and uninhabitable.

In addition, some areas within the region of major dams, such as the Mosul Dam and Haditha Dam (in Anbar Province), are exposed to terrorist attacks, which are presently military zones. This matter is in fact one of the causes of the drought of the marshes. Many families who used to live in the marshes moved to other areas, whereas small numbers remained to face the unknown future. The marshlands have turned into semi-desert areas. These areas and their inhabitants need to be protected and revived.

The rise of temperatures in summer to over 50 Celsius, and the scarcity of water in the central and southern parts of Iraq affected the arable lands negatively and caused desertification of some farmlands, which resulted in the emigration of large numbers from the rural areas to the cities.

The role of the United Nations in light of the current crisis necessitates a real stance to put pressure on the countries of water resources (the neighboring countries to Iraq) to release large amounts of water to address its scarcity, which Iraqi provinces suffer.

Mr. Chairman,

Many displaced Iraqis forcibly moved to the Kurdistan region of Iraq, as a result of the terrorist acts of the so-called (ISIS). In this connection, Kurdistan (comprising the Provinces of Sulaymaniya, Duhok and Erbil) host more than a million immigrants in their areas, and it is of a rugged and mountainous terrain, with a cold winter time and snowfall, a fact which has added to the suffering of the immigrants, because of the harsh climate, as well as the acute shortage of housing and relief.

The displaced emigrants of Anbar Province were housed in camps in western Iraq, a desert terrain, are exposed to dust storms, one of which caused the collapse of numerous tents and led to a humanitarian catastrophe.

According to the latest records of the UN Office for the Coordination of Humanitarian Affairs (OCHA), the Iraqi government has provided support for around 3.2 million displaced people inside Iraq, by providing them with the financial, medical and food aids. And due to the drain caused by the ongoing military operations and the decline of the world oil prices, the need to enhancing the international concerted efforts has risen, to support the Iraqi government to be able to address the humanitarian crises undergone by the displaced people due to the military operations and environmental disasters, where the number of indigent people has amounted to 8.600.000 (8 million, six-hundred thousand) in addition to 250,000 (two hundred, fifty-thousand) Syrian refugees living on Iraqi soil.

A number of states have also provided financial support to the competent international organizations to help the displaced and relieve their suffering. However, the food aid offered by the United Nations and the food security sector for 1.5 (one million, five-hundred thousand) people will be suspended by the end of November this year, because of the lack of funding. Add to this, the humanitarian agencies were compelled to stop their health activities in 184 (one hundred, eighty-four) facilities out of 220 (two hundred and twenty operating facilities, because of the shortage of funding last July. As well, 64 health support projects have also ceased to offer services in various Iraqi provinces. These projects were designed to support the Ministry of Health in employment and logistics matters, to support vaccination campaigns in emergency cases, monitoring diseases, in addition to verifying and responding to epidemics.

All of these reasons led to the migration of about ten thousands of Iraqis, seeking safety in Europe, and other hundreds of thousands of Iraqis might flee unless further steps shall be taken to relieve the suffering of more than 8 million people of men, women and children in Iraq, who are in need of international aids to improve the conditions in the camps and communities hosting the displaced families, and also supply the essential aids to Iraqi families and provide education opportunities to their children and earning a living instead of thinking of taking a risky journey.

Through your honored conference, we call upon the international efforts to convene to offer the required assistance and support our towns and cities being exposed to huge emigration waves due to the environmental disasters and military operations.

And it should not escape my mind, in this forum, to thank the Iraqi Armed Forces of the Ministry of Defence, the Popular Mobilization Forces and the Peshmarga for their great sacrifices, and we highly appreciate the precious blood of the martyrs and those wounded in defence of their Homelands.

Thank You



REPUBLIC OF KENYA

STATEMENT BY MR. HARON KOMEN, COMMISSIONER FOR REFUGEES AFFAIRS DURING THE NANSEN INITIATIVE GLOBAL CONSULTATIONS GENEVA 12TH OCTOBER 2015

**Mr. Chairman,
Honourable Ministers,
Excellencies,
Ladies and Gentlemen.**

My delegation welcomes the convening of this meeting. The Global Consultations has come at a time the world is at the crossroad as to how to deal with persons displaced across borders by natural disasters' occurrences.

Mr. Chairman,

The world is witnessing mass human displacement as a result of natural disasters triggered mainly by the effects of global warming. This is exemplified by typhoons, hurricanes, droughts/famines, wild fires, earth quakes, mass disease outbreaks and rising sea levels which threaten not only livelihoods but human settlements as well.

Our Region, the Greater Horn of Africa is now prone to frequent extreme weather conditions manifested in prolonged droughts/famine and flash flooding. These natural occurrences have resulted in displacement of Human and livestock populations across international borders.

As you may recall, in 2010 – 2012, Kenya received over two hundred thousand Somalia citizens who were fleeing the severest drought/famine in the Horn of Africa in sixty years.

These people crossed from Somalia to Kenya towards the Dadaab refugee camp to escape imminent death. Although we received and registered them as refugees, they did not meet the definition of refugees' per se as defined by the 1951 Geneva Convention on refugees. Despite this, the Government of Kenya recognized them as refugees on humanitarian grounds.

I therefore commend the Governments of Switzerland and Norway for championing the Nansen Initiative to seek solutions for these category of persons displaced by natural disasters.

I also thank the Nansen Initiative Secretariat and in particular the envoy of the Chairmanship Professor Walter Kaelin for his dedication to the search for solutions and protection for persons displaced across borders by natural disasters.

Mr. Chairman,

My delegation therefore welcomes these deliberations which we hope will develop a frame work for governments and natural disaster response actors.

As I conclude, may I state that Kenya was honoured to have hosted the Regional Consultations for the Greater Horn of Africa in March 2014. As you know, the outcome of the Nairobi consultations form the basis for the protection Agenda that we will deliberate on, during these two days.

It is our hope that the outcome of these Global consultation in Geneva will form part of the agenda during the forthcoming Climate Summit in Paris later in the year.

Finally I wish to reaffirm my government's support to the Nansen Initiative's future possibilities.

I thank you.

**NANSEN INITIATIVE GLOBAL CONSULTATION, 12TH TO 13TH OCTOBER 2015,
GENEVA SWITZERLAND**

**STATEMENT BY HONORABLE MARTIN MORETI – MINISTER FOR LABOUR AND HUMAN
RESOURCES DEVELOPMENT, REPUBLIC OF KIRIBATI**

Address

Your Excellencies (Mr. President, Madam Vice-President), Ministers, Representatives of Governments from the Nansen Initiative Co-Chairs Switzerland and Norway, Heads of Organisations and Distinguished Delegates, ladies and gentlemen

I bring warm greetings from the Government and the people of Kiribati on whose behalf I am making this statement.

Kam na bane ni Mauri!

Let me extend my country's and my own heartfelt gratitude to the movers of the Nansen Initiative, Norway and Switzerland and to the other members of the Initiative Steering Group and the European Union for their contributions to this important initiative.

The leadership and commitment in protecting cross-boarder displacement in the context of disasters including the effects of climate change is one that Kiribati and our brothers from the Pacific region associate very closely with and we welcome this initiative indeed. In fact just several days ago, my Government had the honour of hosting the High Level Meeting on Climate Induced Migration which was attended by His Serene Highness Prince Albert II of Monaco, heads of states and representatives from neighbouring Pacific nations and international organisations.

This event symbolises that vulnerable small island nations are taking steps towards finding synergies and agreeing to move forward with regards to the displacement of peoples as a result of Climate Change.

Nansen Initiative in the context of Kiribati

Being an atoll nation of narrow and low-lying islands less than 3 meters above sea level, climate change and rising sea level threatens the future survival of Kiribati as a people and as a nation as based on science and projected future scenarios that the IPCC has concluded for small islands states.

Kiribati is already experience what science is telling us. Over the recent past, we have experienced the increasing severity of inundation and erosion of our shorelines caused by unusually high tides. In some parts of the country, whole villages have had to be relocated due

to severe erosion. Food crops have been destroyed and the freshwater lens contaminated by the rise in sea levels. While Tropical cyclone brought calamity on Vanuatu early this year, it also resulted in widespread coastal flooding with extensive damage to homes and economic infrastructure in Kiribati. Additionally climate variability has seen more frequent and severe outbreaks of climate related illnesses.

Our adaptation efforts are guided by the National Framework for Climate Change and Climate Change Adaptation to safeguard our land and boundaries from encroachment, erosion and sea level rise so that Kiribati can continue to exist in the future.

Ladies and gentlemen, for countries like mine, displacement as a result of the sudden and slow onset impacts of climate change and sea level rise is inevitable and hence it is a must for us to make the plans to ensure the future of the people of Kiribati. Therefore migration is also part of our adaptation strategy and through the ***Migration with Dignity policy***, the Government is providing relevant education and training that would ensure that when I-Kiribati people relocate, they would do so with dignity – as citizens who are skilled and would find jobs. In line with the concept of ***Migration with Dignity***, my Government also recently endorsed a Kiribati National Labour Migration Policy that sets out a coherent strategy and action plan for labour migration from Kiribati.

The Protective Agenda

The movement of people both internally and externally as a consequence of climate change and natural disaster is already happening and calls for serious attention and action. Kiribati welcomes the Nansen Initiative process to develop a Protective Agenda for a comprehensive approach to cross-border displacement as a result of disasters and climate change and to help set the agenda for future actions on such cross-border displacement.

Global partnership on cross-boarder displacement is indeed necessary - countries faced with displacement cannot single-handedly provide the solutions to the challenges of displaced populations.

Ladies and gentlemen, we urge the global community, our development partners, private businesses, individuals and those with the resources and the means, to partner with us in developing but more importantly implementing meaningful and practical responses to such displacement of people.

Challenge

Our presence here, today, is part of the necessary steps towards joint global action, joint global commitment and joint global obligation towards addressing the needs of men, women and children displaced by disaster and climate change.

Ladies and gentlemen, let me conclude by sharing with you our traditional blessings, Te Mauri, Te Raoi ao Te Tabomoa, meaning, may health, peace and prosperity be upon us all. Thank you.



STATEMENT

by

Minister of Home Affairs

of

**The Kingdom of Lesotho
Hon. Lekhetho Rakuoane**

At the

**Nansen Initiative – Protection of Cross-Border
Displaced Persons in the Context of Disasters and
Climate Change**

**12th October 2015
Geneva, Switzerland**

Chairperson

Allow me to first of all thank the Governments of Switzerland and Norway for convening this important meeting. Lesotho also welcome the convening of the panel discussion and thanks the esteemed panelists and all the speakers for their insightful presentations and observations on a topic that is very high on the Government of Lesotho's agenda.

We note with keen concern that millions of people are forced to leave their homes every year because of earthquakes, floods, drought and other disasters. While many find refuge within their own country, some are forced to go abroad. With climate change, such movements are likely to increase.

Chairperson

The Kingdom of Lesotho has at all material times been at the center stage at all relevant international fora wherein issues relating to climate change and displaced persons were discussed. To this end, Lesotho is a party to and has ratified a number of international instruments that seek to address climate change and enjoyment of human rights by all.

One such significant instrument is the Kampala Convention, which sets an international precedent as the first legally binding regional instrument providing legal protection for climate change displaced persons. It provides much more direct guidance concerning the legal protection of climate change displaced. While it exclusively provides for the legal protection of Internally Displaced Persons (IDPs), there are many provisions of the Convention, which could guide the formulation of a possible future legal mechanism providing for cross-border climate change displacement.

Therefore, all the existing legal instruments or laws should be harmonised in order to specifically provide for cross border climate change displacement.

Chairperson

The international human rights law is also important to climate change displacement for two particular reasons. Firstly, it sets out minimum standards of treatment that States must afford to individuals within their territory or jurisdiction and secondly, the legal basis providing for the complementary protection of climate change displaced persons could be derived from this branch of law.

Also relevant, among others, are the South African Development Community (SADC) Protocol on the Facilitation of Movement, and the Programme on Climate Change Adaptation and Mitigation in the Eastern and Southern African Region. Lesotho further concluded the bilateral agreement with the Republic of South Africa, on the Free Movement of People.

In 2011, SADC also made the commendable strides by launching a Regional Platform for Disaster Risk Reduction intended to support States in coordinating preparation for future disasters. The recently introduced Disaster Risk Reduction and Climate Change Adaptation Technical Centre for Southern Africa hosted in Maputo, Mozambique and supported by UNISDR and UN-HABITAT, intended to provide technical support for future disaster preparedness schemes, including in the area of disaster related displacement is commendable and a step in the right direction towards the protection of cross-border displaced persons.

The Lesotho delegation is of the view that these existing laws and policies are important not only for establishing a protective environment for those displaced in disasters but also for preventing displacement and finding durable solutions such as through resilience building measures.

At the national level, Lesotho has developed national policy within the UNFCCC Cancun Adaptation Framework. The said policy is yet to be adopted. However, there is no doubt that ensuring that displaced persons access protection in another country demands international collaboration and cooperation. National authorities cannot always find solutions on their own.

In conclusion, chairperson, I would like to take this opportunity to reaffirm the Lesotho's well-stated position that it supports the

protection of cross-border displaced persons in the context of disaster and climate change. **I THANK YOU**

Nansen Initiative Global Consultation

Geneva, 12-13 October 2015

Statement by Liechtenstein

Co-Chairs, Excellencies, Ladies and Gentlemen

Let me begin by thanking Switzerland and Norway for having taken this very important initiative to conduct consultations and to formulate a protection agenda for disaster-induced cross-border displacement. Liechtenstein highly appreciates the transparent and inclusive manner the consultations were conducted. Let me also thank the co-chairs for the excellent draft protection agenda they have produced, which is in our view a very good basis to deal with future challenges deriving from natural disasters and climate change.

For many years, the support for migrants and displaced people, be it refugees or Internally Displaced Persons (IDPs), has been an important pillar of Liechtenstein's International Solidarity. As one of only few countries in the world, Liechtenstein has already achieved the ODA-target and reached 0.75 percent in 2012. Approximately ten percent of Liechtenstein's annual ODA is used for projects related to international refugee and migration assistance. In particular, Liechtenstein has funded projects related to IDPs with a focus on urban displacement and on durable solutions. Disaster-induced displacement has also become more and more important recently.

According to the global figures produced by the "Internal Displacement Monitoring Centre (IDMC)", which is also funded by Liechtenstein, more people are displaced by disasters than by conflict. In 2014, more than 19 Million people were displaced by disasters. Considering these figures and knowing that climate change will further raise the risk of natural disasters in many regions of the world, it becomes obvious that disaster-induced displacement will most likely continue to increase in the future. We therefore believe that a protection agenda for affected people is extremely valuable. First and most importantly, Liechtenstein is of the view that Disaster Risk Reduction as well as adaptation adverse effects of climate change are the primary actions needed to protect people from disasters and to avoid cross-border and internal displacement. Unfortunately, disasters and displacement will continue to happen. The provision of emergency relief as well as the protection of displaced people in such situations is important. Also, it is crucial to develop strategies on how to deal with disaster-induced displacement in the future, particularly with regard to national adaptation strategies to climate change.

Once again, I would like to thank Switzerland and Norway for this initiative. Liechtenstein fully supports the protection agenda and is committed to contribute within its possibilities to its implementation.

I thank you for your attention.



GRAND-DUCHÉ DE LUXEMBOURG
Représentation permanente
auprès des Nations unies à Genève

GRAND-DUCHÉ DE
Présidence
du Conseil de
l'Union européenne

luxembourg

Nansen Initiative Global Consultation

Genève, 12-13 octobre 2015

Intervention du Luxembourg

Monsieur le Président,

Le Luxembourg remercie l'Initiative Nansen pour le travail remarquable réalisé depuis sa création, en 2012. « L'Agenda de protection » présenté cette semaine est l'aboutissement.

Les travaux de l'Initiative Nansen le montrent bien : le déplacement transfrontalier de populations dans le contexte de catastrophes et du changement climatique est un défi considérable, à la fois en termes de causes, de modalités et d'impacts.

Le Luxembourg salue l'approche holistique, inclusive et multidisciplinaire adoptée par l'Initiative Nansen qui propose d'anticiper non seulement les déplacements mais aussi les désastres qui en seraient la cause, de protéger les personnes déplacées au-delà des frontières de leurs pays, mais aussi au niveau interne, et d'atténuer l'impact des catastrophes et des déplacements, à la fois sur les régions d'origine et d'accueil.

Nous ne pouvons pas fermer les yeux sur l'injustice subie par les populations les plus vulnérables, qui sont durement touchées par les dérèglements climatiques. Les personnes dont les droits de l'homme sont sévèrement menacés par le changement climatique sont celles qui doivent fuir leur foyer suite à une catastrophe naturelle.

Grâce aux propositions et pistes concrètes que fournit l'Agenda, et qui sont autant d'outils pratiques dont peuvent s'inspirer les gouvernements, la communauté internationale et les partenaires, le défi, pour complexe qu'il soit, n'apparaît plus insurmontable.

Monsieur le Président,

Permettez-moi de mettre en avant deux initiatives du Luxembourg, qui me semblent pertinentes dans le contexte de nos discussions.

Premièrement, dans le cadre de sa Présidence du Conseil de l'Union européenne, le Luxembourg accueillera en novembre la prochaine réunion informelle du groupe de travail du Conseil chargé des aspects relatifs aux droits de l'homme dans les relations extérieures de l'Union européenne (COHOM). Au vu de l'ampleur de la crise des réfugiés à laquelle l'UE est confrontée depuis plusieurs mois et en amont de la Conférence des Nations Unies de sur les changements climatiques (COP21), le Luxembourg a choisi de consacrer une demi-journée de cette réunion au thème « droits de l'homme, migration et changement climatique ».



Deuxièmement, le dernier rapport du GIECC le montre : les pays en développement seront particulièrement affectés par le changement climatique, amplifieront le risque de catastrophes dans ces pays. Il m'apparaît dès lors opportun de souligner que la Coopération au développement luxembourgeoise reconnaît le lien existant entre développement durable et environnement et intègre la protection de l'environnement et l'adaptation au changement climatique dans les projets qu'elle finance.

Pour conclure, Monsieur le Président, le Luxembourg est convaincu que bien d'autres actions peuvent et doivent être entreprises au niveau national, régional et international en faveur de la protection des personnes déplacées par des catastrophes. C'est pour cette raison que le Luxembourg accueille favorablement l'adoption de l'Agenda de protection en tant que source d'inspiration précieuse pour l'ensemble des acteurs concernés.

Je vous remercie.





CONSULTATION MONDIALE SUR L'INITIATIVE NANSEN

Genève, du 12 au 13 octobre 2015

DÉCLARATION DE MADAGASCAR à la séance plénière

Prononcée par S.E. Mme Onitiana Voahariniaina REALY
Ministre de la Population, de la Protection Sociale
et de la Promotion de la Femme

Monsieur le Président,
Excellences Mesdames et Messieurs les Ministres,
Excellences Mesdames et Messieurs les Ambassadeurs,
Honorables Délégués,

Tout d'abord, la délégation Malgache tient à remercier la Suisse pour l'excellente organisation de cette consultation.

Ensuite, nous exprimons notre vive reconnaissance aux Gouvernements suisse et norvégien pour leurs engagements en 2011, conduisant à cette Initiative Nansen.

Nos profonds remerciements vont aux États et organisations qui ont contribué à cette initiative.

Nous félicitons également le Professeur Walter KAELIN et le Secrétariat qui ont donné corps à cet Agenda de protection.

Monsieur le Président,

Nous sommes rassemblés aujourd'hui, pour un moment historique de débat constructif sur les actions futures pour les personnes déplacées par les aléas de l'environnement et du climat.

Il va sans dire que l'initiative Nansen atteint son objectif ambitieux qu'est l'Agenda de protection.

Monsieur le Président,

À Madagascar, les cyclones, les inondations, les sécheresses et les insécurités rurales peuvent entraîner des déplacements de personnes. Par son insularité, ces mouvements, involontaires et temporaires, se déroulent en interne.

Le Gouvernement s'active à apporter son soutien aux sinistrés. Il ne s'agit pas seulement de moyen de subsistance, mais aussi des actions de protection — de santé — d'éducation — d'insertion sociale — et d'aménagement de sites d'accueil temporaire et de relocalisation.

En outre, le Gouvernement, en partenariat avec le secteur privé, la société civile et le volontariat, s'est engagé dans l'amélioration de ses activités par l'approche multirisque et multi aléa.

Néanmoins, il nous reste encore à relever d'autres défis comme la mise en place d'instruments juridiques — les collectes et l'analyse de données — l'aménagement du territoire — l'habitat — la mobilisation des ressources financières — et la lutte contre la traite des personnes.

Monsieur le Président,

C'est ainsi que le Gouvernement malgache sollicite la coopération internationale quant au renforcement des capacités et au partage des bonnes pratiques.

Enfin, Madagascar accueille favorablement l'Agenda de protection. C'est un acquis précieux.

De là, il serait judicieux de l'intégrer harmonieusement dans les processus établis au sein des organisations internationales et régionales compétentes, ainsi que dans les programmes pertinents, à l'instar du Cadre de Sendai et les décisions du COP 21 à Paris.

Il appartient donc aux États de parrainer l'introduction des éléments de cet Agenda pour aboutir aux résultats non seulement attendus, mais aussi durable qu'il soit pour renforcer la résilience.

Je vous remercie de votre aimable attention.

Nansen Initiative Global Consultation, 12 – 13 October 2015
Plenary Statement by Malta

“Mr. Chairman,
Excellencies,
Ladies and Gentlemen,

The Government of Malta would like to express its appreciation to the Governments of Switzerland and Norway for the launch of the “Nansen Initiative” and the invitation extended to Malta to participate in the Nansen Initiative Global Consultation – Towards an Agenda for the Protection of Cross-Border Disaster-Displaced Persons, being held in Geneva.

Mr. Chairman,

The world is experiencing an unprecedented level of human suffering caused by conflicts, natural and climate-change related disasters. Nonetheless, there is a growing awareness that a comprehensive, international and operational response is required to tackle this problem. People displaced by crises and disasters should be placed at the centre of a principled humanitarian response. In this respect, Malta welcomes and supports initiatives such as: Nansen, the UNFCCC and the first ever World Humanitarian Summit.

The Nansen Initiative is more related to cross-border displacement in the context of climate change and given our specific geographical position and isolation from other countries, this does not directly influence Malta. Malta did not have any displacement, or any planned relocation at national level due to climate change. However, in the future if climate change events will be more persistent, Malta will be affected in a number of ways which could possibly lead to community displacement. Such instances could be the displacement of settlements of low lying coastal areas due to flooding and the uncertainty of food security due to drought. As such, Malta recognizes the importance of such initiative and supports any efforts to encourage the bridging of disaster risk reduction plans together with climate change adaptation plan to avoid any possible future communities/settlements displacement.

Thank you Mr. Chairman.”

*Mission Permanente
du Royaume du Maroc
Genève*



البعثة الدائمة
للمملكة المغربية
جنيف

**Intervention de Monsieur Mohamed
AUAJJAR
Ambassadeur Représentant
Mission Permanente du Royaume du Maroc**

**Consultation Globale
Initiative Nansen Pour la protection des
déplacés transfrontières dans le cadre des
changements climatiques**

Genève, le 12 octobre 2015

Je vous remercie Monsieur le Président,

Je voudrais exprimer, de prime abord, mes vifs remerciements et ma gratitude aux Gouvernements suisse et norvégien, pour l'organisation de cette réunion et surtout pour avoir initié cette importante initiative Nansen touchant à une question aussi cruciale et d'actualité que celle de la protection des déplacés transfrontières dans le cadre des désastres naturels.

Mes félicitations vont particulièrement à l'Ambassadeur Alexandre Fasel pour le leadership dont il fait montre tout au long du processus de discussion de cette Initiative et notamment pour sa disponibilité et son implication active dans le suivi du processus de consultations et de préparation des différents échanges de cette Initiative en coopération ouverte et étroite avec l'ensemble des membres du Comité directeur.

Enfin un grand mot de soutien et de reconnaissance au professeur Walter Kealin, Envoyé de la Présidence de l'Initiative Nansen, pour l'excellent travail de substance et pour son esprit d'ouverture et son interaction permanente avec les délégations, tout au long de ce processus.

Monsieur le Président

Le Maroc se réjouit de l'organisation de cette consultation globale sur l'Initiative Nansen, afin d'échanger les points de vue sur la question de la protection des déplacés transfrontières dans le cadre des changements climatiques, sur la base des conclusions des Consultations régionales, de l'Agenda pour la protection et du projet de déclaration qui sont soumis à notre considération dans le cadre de cette consultation globale.

Conformément à son engagement international constant en faveur des causes humanitaires dans son voisinage africain en particulier et dans le monde en général, le Royaume du Maroc a été parmi les premiers à exprimer son soutien à cette Initiative co-initiée par la Suisse et la Norvège.

Dans ce contexte, le Maroc a initié depuis 2013 une nouvelle politique de migration et d'asile, pour répondre, selon une approche humaine, aux défis de la migration au Maroc.

Partant de cet engagement humanitaire, le Maroc a eu l'immense honneur de co-présider, avec l'Union Européenne, le Groupe des amis de l'Initiative Nansen. Ce Groupe a constamment été un espace de dialogue, de partage de l'information, de propositions et de mobilisation des soutiens aux objectifs de cette Initiative. A cet égard, le Maroc en sa qualité de co-président du Groupe des amis, souhaite réitérer ses remerciements à l'Union Européenne pour son soutien et sa disponibilité, ainsi que l'ensemble des membres du Groupe des amis pour l'intérêt et le soutien, qu'ils ont démontré au travail du groupe tout au long de ce processus.

Monsieur le Président

L'Initiative Nansen tire sa légitimité et sa pertinence d'abord des réalités du terrain, marquées d'une part par l'augmentation croissante du nombre des déplacés climatiques, dans les

différentes régions du monde et d'autre part par l'absence, jusqu'à ce jour d'un cadre de protection des populations affectées. La fréquence et l'intensité des catastrophes naturelles liées aux changements climatiques est un fait caractéristique de notre époque. Depuis 2008, 27 millions de personnes ont été déplacées en moyenne chaque année suite à une catastrophe. Il s'agit de créer les conditions de protection susceptibles de préserver la dignité et les droits basiques des déplacés dans ce contexte.

A cet égard, le Maroc considère que cette Initiative est de nature à favoriser une approche consensuelle aux défis de protection de cette catégorie de déplacés. L'objectif ultime serait d'apporter une valeur ajoutée opérationnelle au système international d'assistance et de protection humanitaires.

Monsieur le Président

L'Initiative Nansen n'est pas une fin en soi, mais elle est l'élément déclencheur d'un processus continu de réflexions, de recherches, de coopération et de partenariats en faveur du renforcement voire l'optimisation de la capacité du système international humanitaire à apporter les réponses nécessaires, pratiques et opérationnelles, aux besoins humanitaires et aux défis de protection des déplacés transfrontières dans le cadre des changements climatiques. La compréhension et le traitement de ce phénomène requièrent une approche multidisciplinaire et multisectorielle compte tenu de sa complexité et de ses différents enjeux.

L'Initiative Nansen vise également à sensibiliser la Communauté internationale et les Gouvernements sur l'importance d'accorder une plus grande attention à l'évaluation de l'impact des catastrophes naturelles et des changements climatiques sur la mobilité et le déplacement humain. L'objectif étant de favoriser l'intégration de ce paramètre de protection dans les politiques et agendas de développement.

A cet égard, le Maroc se réjouit de l'implication active du HCR et de l'OIM dans ce processus ouvert, qui a été enclenché par l'Initiative Nansen.

L'aboutissement de ce processus demeure étroitement lié à l'adhésion agissante et consensuelle à ses objectifs et à la mise en place de ses arrangements institutionnels et financiers devant soutenir son action et son intégration affective dans l'architecture humanitaire internationale.

La coopération internationale, l'échange de bonnes pratiques en matière de prévention et de protection, ainsi que l'assistance technique aux pays en développement demeurent d'une importance cruciale dans ce contexte.

Je vous remercie

**PARTICIPACIÓN DEL EMBAJADOR RAUL HEREDIA,
REPRESENTANTE PERMANENTE ALTERNO DE
MÉXICO ANTE LOS ORGANISMOS INTERNACIONALES
CON SEDE EN SUIZA, DURANTE LA CONSULTA
GLOBAL DE LA "INICIATIVA NANSEN".**

Martes 13 de octubre de 2015

Señor Presidente,

Mi delegación desea y felicitar a los gobiernos de Noruega y Suiza por su liderazgo en el impulso de la "Iniciativa Nansen" y reconocer el valioso resultado de este proceso.

El trabajo dirigido por el profesor Walter Kaelin, Enviado de la Presidencia de la Iniciativa Nansen, ha sido profesional, transparente e incluyente.

México participó constructivamente desde el Grupo Directivo con miras a impulsar la cooperación y la solidaridad internacional en casos de desastres naturales; la protección de personas desplazadas a través de fronteras y la capacidad de respuestas operacionales en dichos temas.

Nuestra participación fue consistente con las promesas presentadas durante la reunión ministerial del Alto Comisionado de las Naciones Unidas para los Refugiados (ACNUR), celebrada en diciembre del 2011.

Cuando se aborda el tema de desastres, no debe obviarse que, por principio, corresponde al Estado afectado organizar y coordinar la ayuda y brindar apoyo a sus víctimas, de manera que el Estado es responsable de adoptar las medidas pertinentes.

Para mi delegación es esencial la adecuada coordinación de actividades y la búsqueda de sinergias, con miras a evitar la duplicación de esfuerzos, el desperdicio de recursos y la ampliación de mandatos de los organismos internacionales.

A través de la Iniciativa buscamos contribuir a la construcción de consensos, tomando en cuenta los compromisos existentes y los organismos encargados de la atención de los regímenes migratorios, de refugiados y la prevención de desastres, entre otros.

La “Agenda para la protección de las personas desplazadas a través de fronteras en el contexto de los desastres y el cambio climático” es el resultado de este proceso que ofrece una “caja de herramientas” y contribuye a documentar evidencias de los hallazgos de la Iniciativa; los resultados de las consultas regionales; las diversas experiencias; los mecanismos existentes; los marcos jurídicos; las prácticas y las sugerencias concretas.

La agenda identifica áreas prioritarias de acción futura y sugiere la creación de un “espacio de diálogo entre estados interesados” para atender el tema y fortalecer la cooperación y coordinación entre organismos internacionales, agencias y otros actores relevantes en el tema.

Entre ellos, destacan la Organización Internacional para las Migraciones (OIM) y el ACNUR, pero habría que explorar también el eventual papel que podría desempeñar la

2

ACNUR – 65 ExCom – Debate General

Estrategia Internacional para la reducción del riesgo de desastres (EIRD) y el Programa de las Naciones Unidas para el Desarrollo (PNUD).

México apoya la Declaración de esta Consulta Global y la "Agenda" y continuará contribuyendo a la búsqueda de mayor evidencia entre las causas y los efectos, como el caso de desplazamiento poblacional y cambio climático.

Muchas Gracias

**Nansen Initiative Global Consultation, 12-13 October 2015, Geneva,
Switzerland**

**Remarks by Dr. Bhartendu Mishra, Honourable Member of the
National Planning Commission, Government of Nepal,**

Respected Chair,
Excellences,
Dignitaries,
Journalists,
Ladies and Gentlemen,

First of all, on behalf of the Government of Federal Democratic Republic Nepal, the Nepalese delegation and on my own, I would like to express sincere gratitude to the Government of Switzerland, the Government of Norway and the Nansen Initiative for organizing this important Consultation Meeting and inviting Nepal to participate. I would also like to congratulate the Nansen Initiative Secretariat for setting the agenda for the protection of cross border displacement and migration through a comprehensive bottom up consultative process. We have brought best wishes for the grand success of this event.

I would also like to take this opportunity to express our sincere thanks to our development partners and international communities for the cooperation and supports extended to Nepal in managing the victims of the April 2015 earthquake.

Respected Chair!

Climate Change has become one of the most alarming challenges to the safety of everyone. The effects of climate change, though seen globally, have been seen more in the poor and vulnerable areas of the LDCs particularly in mountainous country like Nepal.

Nepal is the 4th vulnerable country in terms of climate change. Every year, in Nepal we have been witnessing change in precipitation patterns and extreme events in the forms of drought, flood, landslide, soil erosion and so forth. Let me share some of the extreme events, the Koshi flood, Sindupalchok landslide and the drought in the far western and mid Terai region, have not only added burden to Nepalese development efforts but largely caused tragic loss and damage of lives and displaced thousands of people in side and outside. These events had not only threatened the lives and livelihood in the mountain, hills and flat land of Nepal but also threatened to the lives and livelihood in lower basin areas in neighbor countries too.

So, there is need for more proactive and collaborative interventions to promote sustainability and rights of the displaced and migrated people.

In this regards, we have found the Nansen Initiative one of the effective platforms for setting agenda, presenting in COP 21 in Paris and moving ahead with collaborative actions for climate change risk reduction, disaster risk reduction and

safeguarding of displaced people's rights. I am pleased to express firm belief that the Nansen Initiative is one of the most effective forums to accelerate collaborative efforts among all the related stakeholders to tackle these issues.

To tackle these challenges we are in need for further research, capacity building, policy engagement, sharing of best practices and functional collaboration among us. Government of Nepal, has prioritised climate change and migration issues in its 13th periodic plan and also going to put more emphasis in coming 14th plan too. Similarly, we have initiated National Adaptation Plan to climate change considering migration as one of the burning issues. Lessons learnt from the Nansen Initiative would be utilized in our national initiatives.

Once again, I would like to express my firm belief that this consultative meeting will come with practical and concrete way forwards that will help to improve the lives and livelihoods of the people in the world through the dedicated interventions. It will also be remarkable in bringing together countries, international communities for common purpose; safe, secure and prosperous world.

Finally, I want to thank you all and wish for the grand success of this meeting. Thank You.



The Nansen Initiative Intergovernmental Global Consultation

Delivered by Policy Adviser Alexandra Reuhman

13 October 2015

Good morning Excellencies, Delegates,

Firstly I would like to express appreciation to the Governments of Switzerland and Norway for convening this meeting.

New Zealand is pleased to validate the Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change.

In our Pacific region, climate induced migration is a possible future phenomenon, and hence one of real concern. This is a complex issue that will require further analysis before the most appropriate response can be determined.

The Agenda provides a broad set of effective practices and policy approaches that countries and other actors can draw on in determining their responses to issues of displacement in the context of disasters and climate change.

New Zealand supports its approach of building on and supporting existing institutions and frameworks, rather than seeking to establish a new binding international convention.

Responses to climate change should continue to focus on mitigation and adaptation measures, recognising that migration may eventually lie at one extreme of the adaptation response continuum, and should be underpinned by the expressed desire of Pacific peoples to continue to live in their own countries;

The work of the Nansen Initiative, including the outcomes of the regional consultations held in the Cook Islands, will be a very useful contribution to discussions in our region.

I thank you.

**INICIATIVA NANSEN
GINEBRA SUIZA 12-13 DE OCTUBRE D2015
DECLARACION DE NICARAGUA**

Señor Presidente:

Estimados Representantes:

Queremos agradecer a nombre de nuestro Compañero Presidente Comandante Daniel Ortega Saavedra la invitación para participar en esta importante reunión "Agenda para la protección de las personas desplazadas a través de fronteras en el contexto de desastres cambio climático"; igualmente queremos agradecer la cálida hospitalidad que hemos recibido en esta hermosa ciudad.

Nicaragua es y ha sido uno de los países más vulnerables en el mundo ante los fenómenos naturales, situación que se torna hoy más compleja por los efectos del cambio climático. En las últimas cuatro décadas, los desastres dejaron miles de muertos y desplazados de forma temporal y permanente a lo interno del país. Las pérdidas materiales y económicas provocadas por los desastres que según la CEPAL supera los de 6,000 millones de dólares. Ambos aspectos han impactado negativamente el país, su desarrollo y en especial a los más pobres.

Ante esta realidad, el Gobierno de Reconciliación y Unidad Nacional prioriza la protección de los nicaragüenses ante los

desastres y calamidades, a través de un conjunto de acciones y programas integrales que tiene como eje la lucha contra la pobreza, la Política de restitución de derechos, el fomento del protagonismo de los y las nicaragüenses, todo esto en el marco de un modelo de persona, familia, comunidad.

La atención a los desastres, de acuerdo a nuestro Plan Nacional de Desarrollo Humano, se hace con enfoque de Gestión integral de Riesgos, haciendo énfasis en la prevención, preparación, atención y mitigación de desastres, centrando todo el esfuerzo en el ser humano para asegurar su integridad, seguridad y sobre potenciando sus capacidades individuales, familiares y comunitarias.

Nuestro modelo de actuación contribuye a que las acciones y planes de respuesta en situaciones de emergencias se inicien desde cada hogar y comunidad, materializando un fuerte componente de participación ciudadana, acompañados por los gobiernos locales y las instituciones centrales lo que permite una respuesta oportuna a las familias y comunidades afectadas por eventos naturales o socio-naturales lo que incide positivamente en la dinámica de los desplazamientos humanos.

La participación ciudadana y comunitaria se fortalece a través de procesos de capacitación, organización y el desarrollo habilidades para la auto protección, lo que viene reduciendo el impacto humano de los

desastres. Así mismo, el Gobierno ejecuta acciones y programas para reasentar poblaciones que están en alto riesgo a eventos como las inundaciones, terremotos y deslaves entre otros.

Señor Presidente, Señores participantes, sobre la base de nuestra experiencia, creemos que prevenir el impacto negativo de los desplazamientos humanos como consecuencia de los desastres debe ser parte integral de la lucha contra la pobreza y los esfuerzos por un desarrollo justo y equitativo que se exprese el acceso a los servicios de salud, educación, agua, saneamiento, vivienda digna y en especial, seguridad ciudadana humana e integral.

Creemos que debemos fortalecer las acciones que fomenten la resistencia de nuestros ciudadanos a los fenómenos naturales y a la par crear condiciones para que se conviertan en verdaderos protagonistas de la atención de las emergencias y las soluciones que deben implementarse para reducir el riesgo de los desastres.

Igualmente consideramos que se hace necesario invertir en acciones y programas que mitiguen los efectos del cambio climático a la par de otras que contribuyan a la rápida adecuación de las prácticas de la población a las nuevas condiciones ambientales.

De la misma forma se deben fortalecer los sistemas de prevención, mitigación y atención de desastres para que sean cada vez más eficientes, efectivos y en permanente contacto con el sentir y las necesidades de la población. Parte de ello es fortalecer los mecanismos de vigilancia de los fenómenos naturales y su impacto en las poblaciones más vulnerables para asegurar planes de respuesta oportunos y efectivos.

Finalmente, asumiendo que los retos para enfrentar los desplazamientos humanos en los contextos de desastre, así como por los efectos de cambio climático son mayores que nuestras capacidades, creemos que debe haber mayor apoyo a los países en desarrollo.

Lo que hacemos y seguiremos haciendo muestra el compromiso que tenemos con la lucha por la vida; de la misma forma, seguiremos siendo solidarios en momentos de emergencias con nuestros pueblos hermanos, de la misma forma que los hemos acompañado en situaciones de crisis desde nuestras humildes capacidades para enfrentar los efectos de los desastres. Sin embargo, creemos que para asegurar el futuro requerimos del compromiso de todos y el aporte de todos.

Muchas Gracias.

NIGERIAN STATEMENT AT NANSEN INITIATIVE GLOBAL CONSULTATION

GENEVA 12 – 13 OCTOBER, 2015

Mr. Chairman,

Nigeria commends the Governments of Switzerland and Norway for coming up with the new initiative that will be critical in addressing the plight that has always confronted displaced population across international borders. Disasters that cause people to flee their homes are sometimes unpredicted and tackling such emergencies places heavy burden on both state of origin as well as the receiving states.

We will be glad to support the Agenda that will come from the Nansen Initiative consultations, and which we believe will help bring support to people displaced by disasters be it man - made or natural. People seeking refuge in countries other than their own deserve our common support. In this regard, we believe that regional or sub-regional cooperation is crucial in making the engagement of protecting displaced population across international borders more enduring.

Mr. Chairman,

The issues that drive people away from their homes today are multi-faceted, it may come from insurgence or terrorists attacks as we witness in some parts of Nigeria and the Lake Chad Basin region under Boko Haram; it may also be from Climate Change effects such as flooding, drought, desertification, to mention just the few. It may well be as a result of an action of other states as the one Nigeria witnessed a few years ago when some parts of the country were flooded due to opening of a dam by our neighbouring country.

As the state has the ultimate responsibility of managing disasters within its borders as clearly defined in the Sendai Framework of Action for Disaster Risk Reduction 2015 – 2030, international communities should do more to support those weak states, especially from the developing countries to adapt to the impact of climate change that triggers displacement, and cause people to abandon their homes.

In this regard, we believe that reaching a binding Climate Change agreement in COP 21 in Paris, and recognizing the need to support developing countries build their capacity to adapt or cope with ravaging disaster related Climate Change effects will go a long way in reducing the problems of the people.

Mr. Chairman

Conflict is one of the major drivers that cause people to flee their homes in search of protection in a more peaceful environment as shown in many parts of the world, including in Africa. That is why Nigeria at least within the sub region of Economic Community of West African (ECOWAS) states is always interested in nipping conflicts in the bud before it degenerates to a full blown war and its attendant disasters.

To conclude, we believe that good governance and rule law are necessary ingredients needed to stop the problem that destabilizes parts of the world and the international community should do more in bringing peace to conflict zones before it escalates to major problems that cause displacement. Efforts should also be made to assist developing countries build their capacity against disaster that are related to climate change.

I thank you.

REPUBLICA DE PANAMA
DECLARACION A LA INICIATIVA NANSEN

La migración o desplazamientos en forma individual o colectiva producto de los desastres naturales o probacados, es un tema que hay que abordar con estrategias oportunas entre naciones y con una discusión más profunda en foros Regionales con la finalidad de elaborar los programas necesarios y establecer así las políticas congruentes al fenómeno transfronterizo de desplazados en el contexto de desastres y cambio climático, sin hacer distinción alguna de nacionalidad, lugar de residencia, sexo, color, religión, origen nacional o étnico, lengua o cualquier otra condición.

Esta iniciativa impulsada por los gobiernos de Noruega y Suiza contiene un amplio conjunto de Recomendaciones para ofrecer una respuesta a unos de los retos más Urgentes y Complejos del presente siglo, de ahí nuestra posición de APOYAR, LA INICIATIVA NANSEN y su AGENDA, como medio eficaz para tratar de garantizar la protección de los migrantes trasfronterizos en el contexto de desastres y cambio climático, la degradación ambiental y otros riesgos naturales.

En la actualidad existen una variedad de ejemplos positivos de legislación política y prácticas nacionales donde la Republica de Panamá participa activamente junto a otras naciones en todas las Américas con la finalidad de mitigar los efectos causados por las migraciones ocasionadas por los desastres de repentina aparición o conflictos Regionales.

La normativa migratoria de la Republica de panamá contempla que los estándares de tratamiento de las personas beneficiarias del estatuto humanitario provisional de protección deben ser conforme a la establecido en la Convención Americana sobre derechos humanos, otros instrumentos internacionales ratificados por la Republica de Panamá y la legislación vigente en esta materia. También indica que las solicitudes de refugio admitidas a trámite por la Oficina Nacional para la Atención de los Refugiados (ONPAR) o que hayan presentado su solicitud de refugio y se encuentren en trámite; se les aplicara, mientras dure su situación, los principios de no devolución, no rechazo en le frontera y no sanción por el ingreso ilegal o irregular.

De acuerdo a lo estipulado en el artículo 21 de la Ley 7, El Centro de Operaciones de Emergencia (COE) es una estructura permanente del Sistema Nacional de Protección Civil, responsable de promover, planear y mantener la coordinación y operación conjunta entre los diferentes niveles, jurisdicciones y funciones de las instituciones estatales y privadas involucradas en la respuesta a emergencias y desastres.

El Centro de Operaciones de Emergencia planifica y dirige todas las acciones de coordinación y facilita la operación conjunta entre las instituciones del Sistema Nacional de Protección Civil (SINAPROC) a partir de la declaratoria de alerta, ante la probable ocurrencia de un evento adverso o en ocurrencia súbita del mismo en cualquier lugar del territorio nacional, que supere las capacidades provinciales y nacional con la finalidad de mantener un control seguro, eficiente, eficaz y efectivo, garantizando una oportuna ejecución de las acciones de respuesta e integrando los niveles políticos y técnicos en los procesos de decisión.

Aunque la comunidad internacional haya tratado aspectos de los desastres, del cambio climático y de la movilidad humana, para progresar realmente es esencial unir las diversas líneas de debate con el propósito de desarrollar una respuesta integral que también anticipe los retos futuros asociados al cambio climático.

Reafirmamos de esta manera, la fe en los derechos fundamentales de las personas, la dignidad y el valor de los seres humanos en la igualdad de derechos de hombres y mujeres, niños y ancianos de las naciones grandes y pequeñas.

No puedo concluir sin antes agradecer a los gobiernos de Noruega y Suiza por la invitación a este foro internacional y por su enorme hospitalidad y cálido recibimiento.

Sr. Rodolfo Villalobos Abrego.

Servicio Nacional de Migración

Consulta Global de la Iniciativa Nansen

Intervención de la Embajadora Ana Rosa Valdivieso Directora de Derechos Humanos del Ministerio de Relaciones Exteriores del Perú

Excelencias, señoras y señores,

Me gustaría agradecer de manera especial a los Gobiernos de Noruega y Suiza por habernos invitado a participar en este evento que da fe de los avances habidos para consensuar principios y elementos para abordar la protección de las personas desplazadas a través de fronteras internacionales en el contexto de desastres naturales, incluyendo el cambio climático.

El Perú es un país comprometido con las acciones necesarias para hacer frente a los impactos del cambio climático, prueba de ello ha sido la Presidencia de la COP20 en diciembre pasado en la que se empezó a forjar el acuerdo que esperamos se adopte en París en diciembre próximo.

Mi país también destaca por su compromiso con la protección de la persona a nivel nacional e internacional, bajo un enfoque de derechos. En este contexto, deseo resaltar los aspectos inclusivos de la Agenda de protección que hoy nos reúne, agenda que incluye principios y ejemplos de prácticas efectivas claves producto de las consultas realizadas en el contexto de la iniciativa Nansen. Esta iniciativa presenta un enfoque integral sobre el desplazamiento transfronterizo ocasionado por desastres, que sirve para ayudar a establecer una agenda para la acción futura a nivel doméstico, subregional e internacional. Si bien no pretende crear nuevas normas legales, puede en su caso, inspirar y facilitar la elaboración de dichas normas sea – en particular –, a nivel doméstico y regional.

El Perú acaba de aprobar una nueva Ley de Migraciones que recoge una serie de supuestos que han sido materia de preocupación en el ámbito de esta iniciativa y de la Declaración y Plan de Acción de Brasilia. Bajo esta Ley, el Estado peruano tiene la potestad de otorgar la calidad migratoria humanitaria al extranjero que sin reunir los requisitos para el refugio, se encuentra en alto nivel de vulnerabilidad y será aplicada para aquellos que hayan migrado, entre otros, por motivos de desastres naturales y medioambientales.

Es un primer paso que deberá ser acompañado por políticas específicas. Creemos que este foro puede así constituirse en una importante fuente de información y cooperación para distintos aspectos de gestión y de conocimiento científico.

El Perú sujeto a fenómenos como movimientos sísmicos o El Niño está atento y sigue con interés iniciativas como ésta, que encuentra complementarias a acuerdos internacionales como el marco de Sendai para la reducción de desastres, la agenda 2030, los principios guías para desplazamientos internos y otros acuerdos humanitarios.

La complementariedad, flexibilidad, apertura y enfoque de inclusión de Nansen, estoy segura, permitirá avances en este diálogo constructivo.

Muchas gracias.

**Nansen Initiative Global Consultation
12 and 13 October 2015
Starling Hotel, Geneva**

PHILIPPINE STATEMENT

On behalf of the Philippine Government, my delegation expresses its deep appreciation to the Governments of Norway and Switzerland, for their able leadership in addressing the challenges of cross-border displacement in the context of disasters and the effects of climate change, which provides the basis of the Nansen Initiative.

As a Steering Group member of the Nansen Initiative and host to the regional consultations in Southeast Asia, the Philippines has witnessed first-hand the dedication and hard work exerted by the Chairmanship, supported by the Steering Group, Group of Friends and a Consultative Committee, to bring together a state-led consultative process with multi-stakeholder involvement and ensure a wider consultation reach.

The Philippines also extends its thanks and appreciation to the Envoy of the Chairmanship, Professor Walter Kaelin and to the NI Secretariat, for undertaking such a thorough consultations in all regions of the world. The results from such extensive consultations provided the strategic guidance and inputs to the draft outcome document called the Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change.

Recognition and Support for the draft Protection Agenda

States' attendance to this Global Consultation is a strong testament as to how the Initiative has worked towards putting disaster displacement at the forefront of national issues of most States. The Philippines recognizes the risks involved and supports the vision expressed in the Agenda.

PH's active engagement in addressing displacement in the context of natural disasters, including climate change

The Philippines regularly deals with disasters brought about by climate change. Typhoon Haiyan was one such example in 2013. The Philippines' Disaster Risk Reduction and Management Law was in place but the scale of the disaster simply overwhelmed whatever mechanisms were in place at that time. Since then, the Philippines has undertaken massive preparedness measures, even enforcing massive evacuation efforts, to save lives. The Philippines' record in 2014 was a demonstration of how investments in preparedness can result to minimal casualties. The outcomes have contributed to a shift in the mindset of average Filipinos.

The aftermath of natural disasters has also pushed the Philippines' legislative chamber to undertake extensive consultations for the passage of a law that will govern the treatment and protection of internally displaced persons or IDPs.

Support for States and regional organizations

The Philippines recognizes that not all States may have the necessary framework to address disaster displacement across borders. Hence, the Philippines calls on the international community to provide capacity-building support

to vulnerable and receiving States as well as regional organizations such as ASEAN, which has budding institutions and mechanisms, i.e., ASEAN Humanitarian Assistance (AHA) Center and the ASEAN Agreement on Disaster Management and Emergency Response (AADMER), to develop and adopt appropriate policies, laws and regulations to realize the goals of the Agenda.

The Philippines has also learned so many best practices from its excellent working relationship and active engagement with the UN system dealing with humanitarian assistance/action, in particular with UN-OCHA and with the UN-led humanitarian country team. Hence, the Philippines also underscores the importance of building and keeping strong relationships with the UN and IOs in meeting the objectives of the Agenda.

The Way Forward

The Philippines looks forward to a State-led process and a “whole-of-society” engagement as a follow-up to the Nansen Initiative and calls on other Member States to pursue this vision with the support of IOM, UNHCR and other stakeholders.

Excellencies, ladies and gentlemen, thank you.

Statement of the Russian Federation during the Nansen initiative Global Consultation

The Russian Federation would like to thank the Governments of Switzerland and Norway for organizing this Consultation within the framework of the Nansen initiative.

The issue of protecting cross-border displaced persons in the context of disasters and climate change indeed demands attention of the international community. We agree that discussion on such an important issue is necessary. At the same time, there is a number of mechanisms already in place to deal with this phenomenon and a number of existing international fora to discuss the ways and means of cooperation in this regard.

We thank the organizers and the drafting group for the job done and documents prepared. However the text of the Agenda and the Conference Statement contains a number of provisions that the Russian Federation is not ready to support or join.

First of all, we have serious doubts regarding singling out a category of persons displaced due to climate change would be a rather discriminatory step in terms of their treatment and attitude towards them. We believe that all forcibly displaced persons regardless of the reason why they had to change their place of residence find themselves outside their natural environment and need full protection from the States to which they have fled in accordance with the international law.

Second, in our opinion, creation of a differentiated approach towards displaced persons in the context of disasters and climate change can shift the emphasis of the international community from the consensus goals adopted by the Sendai Framework for Disaster Risk Reduction and the Framework for Climate Change, namely enhancing disaster preparedness for effective response.

Finally we think that phenomena like migration and displacement have to be treated holistically. A piecemeal approach towards those global challenges is

fraught with dissipation of efforts and resources, which become increasingly scarce in the degrading humanitarian situation in the world against a number of large-scale unfolding crises. While so much depends on the level of States' preparedness to react to emergencies and on the possibility of the UN and the international community in general to come to help the States in need, efforts need to be coordinated and concentrated through the existing channels and tools.

These are the reasons why the Russian Federation is not yet ready to join the Agenda and the Final Statement.

Statement by Samoa for the Nansen Initiative Global Consultation: Agenda for the Protection of Cross Border Displaced Persons in the Context of natural disaster and climate change.

Excellences,

Ladies and gentlemen,

On behalf of the Government of Samoa, I extend our appreciation to the Governments of Norway and Switzerland for inviting Samoa to attend the Nansen Initiative, Agenda for the Protection of Displaced persons across borders in the context of natural disasters and climate change.

Our Pacific Region is very vulnerable to natural disasters and the impact of climate change. Samoa has had its fair share of natural disasters from tropical cyclones, floodings to a Pacific tsunami in September 2009, which killed 143 people and leaving behind a stunning destruction in infrastructure, environment, properties and homes. (39 died in American Samoa and 9 in Tonga).

The tsunami has changed the natural features of our country both on the coastline and further inland. Displaced people move from the coastal areas to inland areas.

Whilst displacement across borders is not eminent for Samoa, [*pause*] for our smaller Pacific Island countries (Kiribati, Tuvalu and Marshall Islands), the effects of climate change through high sea level rise, coastal erosion and others may eventually lead to permanent relocation.

Our Pacific island people prefer to remain and live in their own countries and we hope that the Agenda will

continue to facilitate further dialogue and consultations to identify mitigation and adaptation measures to assist displaced people.

Samoa fully supports the Nansen Initiative – Agenda for the Protection of Displaced Persons in the context of natural disasters and the impact of climate change.

I thank you.



Remarks at the Nansen Global Initiative 12th -13th Oct 2015

By the

Ministry of Interior & Federal Affairs of the Federal Republic of Somalia

Honorable Ministers, Distinguished delegates, Ladies and Gentlemen,
On behalf of the Somali Government, I would to thank the governments of Switzerland and Norway for their efforts in preparing and organizing the global consultation.

Somalia is now recovering from a prolonged civil war, which has lasted more than two decades. Nevertheless, the humanitarian situation in Somalia remains among the most complex protracted humanitarian emergencies in the world. Today, an estimated of 3.2 million Somalis are in emergency or food stressed situations. More than two thirds of the people who are in crisis are Internally Displaced People.

Additionally, over 1 million Somalis remain in a protracted Internal Displacement situation.

Ongoing military operations in parts of central and southern Somalia also triggered new displacements in the third quarter of the year 2015.

Moreover, the conflict in Yemen has further compounded the situation has it led to an influx of Somali returnees and Yemeni refugees fleeing the

violence in Yemen. At end of August, almost 29,000 people had arrived in Somalia from Yemen, more than 90 per cent of whom are Somalis. The influx adds to the larger longstanding situation of internally displaced people in Somalia and Somali refugees in neighboring countries.

The Somali Government also started receiving Somali returnees from Kenya as part of its tripartite agreement with UNHCR and the Government of Kenya that guarantees refugee return in safety and dignity.

However, there are increasing worries that likely impacts of the 2015-16 El Niño events may be severe in areas characterized by some of the worst humanitarian and human development indicators in the world. It is foreseen that Somalia could experience flooding in southern and central regions, as well as exacerbated drought conditions in Southern parts as early as end of September 2015 to December 2015.

The effects of the El Niño phenomenon could extend several months into 2016 and it may result huge cross border displacement among riverine and pastoral communities in Somalia.

Consequently, The Somali Government is seriously concerned that El-nino could reverse many of the humanitarian and development gains made in many parts of **Somalia** specially the southern parts since the Horn of Africa nation was affected by one of the worst famines in 2011.

For that reason, the Somali Federal Government through its National Disaster Management Agency started an early warning campaign to reduce the risk of this looming natural disaster. The FGS will continue to find solutions to prepare for and respond to such emergencies with its humanitarian and development partners.

However, the Agenda for Protection will guide the work of our government as well as it will strengthen and enhance regional efforts and frameworks in the greater horn of Africa.

Finally, the FGS is delighted to endorse the Protection Agenda during this important event.

Thank you!

Statement of support from the South African Government at the Nansen Initiative

South Africa also joins many other countries to congratulate both the governments of Switzerland and Norway for hosting this important consultation.

We take this opportunity to welcome the Nansen Initiative Agenda for the Protection of cross-border displaced persons in the context of disasters and climate change and further support the implementation of the priorities as set out in the document presented.

South Africa, like many other countries is prone to disasters ranging from floods, fires, drought and some earthquakes. When one these disasters occur, it is the vulnerable people who are mostly affected and these includes women and children, the aged and the physically challenged persons. As we speak today three of our provinces which are mostly rural have declared drought and the national government is supporting them to deal with it. We therefore realise that rural communities need more support in developing and implementing Disaster Risk Reduction strategies to reduce the impact of these disasters.

The South African Constitution affirms the RIGHT of everyone who lives in the country to be protected from any type of harm or hazard. The Constitution further requires government to provide basic services like water, sanitation, shelter and food to all.

Ladies and gentlemen the ingrained in the DNA of South African government is the principle of UBUNTU which simply means, my fulfilment is contingent on the fulfilment of the needs of others. It is this noble principle has made South Africa to make the humanitarian business of others its own business by providing support and assistance to countries in its neighbourhood that are struck by natural disasters and misfortunes. South Africa's approach in this regards is to ensure that all displaced persons within and outside our borders are treated with dignity in dealing with loss of their livelihoods and or human life.

The government of South Africa manages disasters through the National Disaster Management Centre whose responsibility is to ensure that **an integrated and co-ordinated disaster management policy that focuses on preventing or reducing the risk of disasters, mitigating the severity of disasters, emergency preparedness, rapid and effective response to disasters and post-disaster recovery is effectively and efficiently implemented.**

We believe that ***“Prevention is better than Cure”*** hence our first priority is to focus on Disaster Risk Reduction so that we prevent or reduce the risks or impact of disasters. In this regard all municipalities are expected to develop Spatial Development Frameworks which must include how people are going to be settled. This ensures that amongst others houses are not build in disaster prone areas.

In addition, all government departments become part of the development of the municipal Integrated Development Plans to ensure an integrated multi-sectoral approach to planning and implementation. The Disaster Risk management plans

therefore become part of these integrated plans. These plans are further discussed with communities to raise awareness of the risks identified as well as mitigation and adaptation strategies. We believe in building resilient communities hence the state of readiness when a disaster occurs cannot be over-emphasised.

Furthermore, every municipality in South Africa is expected to develop and update an Indigent Register of all vulnerable people within the municipal space e.g. the aged, the child-headed households, disabled persons and the unemployed. This is part of going **Back to the Basics** of knowing people who live in every municipal space so that we can provide them with basic services as well prioritising them when disasters occur.

As we do this work, we are also conscious of the wealth of knowledge that our Traditional communities possess. Therefore, the development of the Disaster Risk Plans includes inputs from the traditional communities to ensure that we do not lose our Africaness and Indigenous knowledge.

Secondly we believe that Emergency preparedness is also an important element in the coordination of disasters, therefore every sector of government has to prepare contingency plans for the infrastructure that they are responsible for. For example the Department of Human Settlement should demonstrate their ability and capability to provide emergency housing should people be internally displaced as a result of a disaster. This requirement ensures that the lives of internally displaced people continues and basic services are provided.

Thirdly, with regards to data collection as reflected in the Protection Agenda. South Africa concurs with the international community that monitoring and evaluation has a strategic role to play in informing evidence-based policy making processes. The aim is to improve relevance, efficiency and effectiveness of policy reforms. In this regard we are continuously strengthening our Monitoring and Evaluation approaches to assist us to produce reliable, accurate and quality data that will assist the country to conduct impact evaluation to determine the impact of our DRR and response efforts. The results of the evaluation would assist us to advance the principles of the Sendai Framework of “building back better” and shape our policy positions in building resilient communities.

Ladies and gentlemen, South Africa further believes that the capacity and capability of the Early Warning Systems better prepares government departments and communities to prepare for disasters. Therefore, communication of impending disasters will reduce the impact of disasters as people can be relocated to a safe place before a disaster occurs.

Lastly, South Africa is continuously working collaboratively with SADC countries to develop, refine and review Disaster Risk Reduction strategies to assist each other before, during and after the disasters so as to minimise the number of displaced people who would want to cross the borders as a result of disasters induced by climate change. Our efforts in this regard are in line with the SPIRIT of this important consultation

I thank you

Speech of Honorable Deputy Minister of Disaster Management Mr. Dunesh Gankanda , Sri Lanka at Nansen Initiative Global Consultation.

Honorable Ministers! Distinguish Participants! Ladies and Gentlemen!

On behalf of the Government of Sri Lanka, first of all I would like to take this opportunity to express my deep appreciation to the organizers of Nansen Initiative global consultation for the World Humanitarian Summit for providing an opportunity to express our views on the outcome of consultation up to date and address increasing future humanitarian need of countries. Next two days we will be discussing very important issues relating to the dignity of people affected by crisis, safety of women and children in crisis situation, resilience to disaster and man human induced emergencies and more importantly to mobilize resources to support the humanitarian action plan to be agreed at the world Humanitarian Summit to be held in 2016.

Sri Lanka has actively taken part in the previous consultation held in Bangladesh and has forwarded few important issues to be addressed in here. Government of Sri Lanka would like to reemphasize some of the recommendation of previous consultation for consideration at this consultative meeting. Need for radical changes in how to finance the humanitarian work, closer link between humanitarian and development investment, need for flexible funding mechanism and legal network to ensure stakeholder consultation, international actors to be sensitive to local cultures and situation and humanitarian action leads to peace building are few thoughts which will have bearing on the success of the humanitarian actions.

Ladies and Gentlemen,

Sri Lanka has come out of a long and painful internal conflict and has been successful in settling all displaced people in their original lands. My government has listened to the victims and released all land belongs to original owners improving the environment for them to rebuild a dignified life.

One of the emerging area of concern is the natural hazards increasingly Sri Lanka is experiencing as a result of climate change impacts and more and more women and children are frequently vulnerable to these disaster caused by natural events. Immediately after any natural or human induced hazard Sri Lanka people provide most of humanitarian needs of victims before any government or outside humanitarian agency support arrive at the location. Government has established close links with humanitarian agencies to manage temporary shelters and look after special needs of women and children. Sri Lanka government has taken a policy decision that education of children should continue during and after any disaster and discourage the use of school building to setup temporary accommodation for disaster victims disrupting education of children. However in some locations authorities are compelled to use schools to setup temporary accommodation for disaster victims. Government also promotes the youth to get involved in humanitarian programmes through scouts and Girl Guide movements.

Ladies and Gentlemen

Sri Lanka being an Island Nation face devastating disaster situation due to impact of climate changes though we are not the real polluters of climate. Analyzing the disaster Information in the country it was observed that the frequency of disaster as well as its severity is increasing. It has been reported that climate change is

contributing significantly to increase the frequency, magnitude and intensity of disaster caused by natural hazards particularly cyclone, landslides, flooding and drought. Rise in atmospheric temperature due to climate change will accelerate the spread of vector-borne diseases such as dengue, malaria also.

Government has taken very seriously the climate change impacts and adoption programme are promoted in all areas especially in agriculture sector. It is predicted that most of districts in dry zone of the country will receive less rain depleting water sources available for drinking. Flood are also experiencing in eastern and southern areas of the country due to high intense rain fall. President as the Minister of Environment has launched a program to ensure food security in coming years. My Ministry has already initiated a program to develop disaster preparedness plans for all districts and divisional areas of the country.

However we have noted that damages to infrastructure and economic losses are increasing. In order to ensure sustainable development damages due to disaster need to be reduced. I am happy to state that the Government of Sri Lanka has continually increased the budgetary allocation for Disaster Risk Reduction projects while maintaining the relief component. Further economic development programmes launched by the government targeting the people in low income category, who are more vulnerable to disasters, will improve the resilience of vulnerable groups. With a view to reduce the damage and losses in capital city, government has launched a storm water management project at a cost of US \$ 1.7 billion in Colombo Metro region.

Ladies and Gentlemen

Disaster triggered by extreme weather events is inevitable and we have to be prepared to respond to disasters effectively. My Ministry has established a

National Platform to coordinate with all humanitarian agencies private sector and media to provide relief to victims in timely manner. In some cases the impact of a disaster is beyond the coping capacities of the country. Therefore strengthening cooperation and coordination among countries in Asia and pacific region and build partnerships are indeed important and necessary. In SAARC countries, there is an initiative to establish of Rapid Response Force to assist countries in the region in case of large scale disaster situations.

I hope the global consultation will strengthen the recommendations made at various consultative meetings previously and wish success to face humanitarian challenges of all victims of present and future natural as well as human induces hazard and crisis.

Thank you

Nansen Initiative Global Consultation, 12 – 13 October 2015
Plenary Statement by Sweden

Mr. Chair,

I would like to thank the governments of Norway and Switzerland for taking this initiative, as well as the steering group, the envoy and the secretariat for facilitating the bottom up consultative process, resulting in the Protection Agenda we now have in our hands.

Human mobility is a topical issue and growing phenomenon, both in terms of scope and complexity. As we expect climate change to become an even more prominent driver of displacement in the future, Sweden strongly welcomes the Agenda. It is a timely document that brings together thinking and effective practices on this important matter.

We live in a world where conflicts, violence, persecution and natural disasters have forced an unprecedented number of people to leave their homes. We should be mindful that women and girls make up about half of any displaced population, and they often face specific risks, such as Gender Based Violence, and they are more likely to be discriminated due to their gender or position in society. Hence, Sweden would like to suggest that a consistent gender perspective will inform the future of the initiative.

It is clear that we need not only to manage the challenges of dramatically increasing number of refugees, but also address the root causes, and climate change is no exception. In the long term, it is the most serious threat that humanity is facing. Global warming must be curbed if our civilization is to survive.

We, member states of the United Nations have an excellent opportunity this year to reverse the trend as we approach the climate conference in Paris in December. The conference in Paris is a unique opportunity to reach international agreements which create conditions for a dignified life for all, and embark on a path that does not jeopardize the climate and life on earth. This would hopefully limit people's needs to flee across borders as a result of ever more recurrent natural disasters.

To this end, and in addition to other multilateral engagements, Sweden is one of the largest contributors to the Green Climate Fund, which we hope will inspire other countries to add or to increase their contributions. Climate finance should be seen as an investment in our collective future.

In closing, ladies and gentlemen, human mobility is often multi-casual and the effects of climate change further blur the lines between forced displacement and migration, two defining trends of our time. Sweden believes that migration can bring benefits to the countries of origin, countries of destination and the migrants and their families, if it's responsibly facilitated. Legal and so-called circular migration is important in this respect, and a priority for Sweden.

Thank you for your attention!

**Statement by H.E. Mr. Krerkpan Roekchamnong,
Ambassador and Deputy Permanent Representative of Thailand to the UN
Nansen Initiative Global Consultation
12 October 2015 in Geneva**

Mr. Chair,

1. On behalf of the Thai delegation, I would like to congratulate the Governments of Switzerland and Norway for their initiative and leadership in developing the Protection Agenda to address the issue of displacement in the context of disasters, thus filling the gap in the current humanitarian framework.

2. Thailand is of the view that States have the primary responsibility to provide protection and assistance to both citizens and non-citizens in their territory who are affected by disasters. This responsibility requires states to prepare for disasters and to prevent any adverse effect on the lives and property of their people that may entail managing and preventing forced displacement.

3. In recent years, Thailand was faced with a number of unprecedented disasters, from the tragic tsunami of 2004 to a devastating flood in 2011. As a result, preparations for possible natural disaster have been included in the National Preparedness Strategy under the National Security Policy 2015-2021. In addition, to ensure effective implementation of the strategy, the Cabinet adopted the 2015 national prevention and mitigation plan, in line with the Sendai Framework for Disaster Risk Reduction 2015-2030.

4. While the current national plan focuses mostly on internal displacement, Thailand is also aware of the need to prepare for potential disaster that may result in cross-border displacement. We need to be prepared to provide adequate protection and assistance in the event of a sudden large-scale influx of displaced persons. We will continue to work closely with all stakeholders to ensure protection of human rights and adequate access to basic rights and services of all migrants, based on humanitarian consideration.

Mr. Chair,

5. I would like to comment on a few key issues that are of particular importance to us.

6. **First:** Thailand is of the view that, a set of clear criteria is needed in the context of disaster related cross-border displacement, for identifying those with genuine protection needs as well as for assessing the situation in the aftermath of a disaster as to when it may be safe to return. Generosity of host country should not be abused.

7. **Second:** Training of those who will implement portions of the disaster preparedness plan is essential for effective protection. Each year, Thailand develops thematic field-based courses, as well as practical guidelines for practitioners. However, the protection will be best served if those who are at risk know what to do in times of disaster. For this reason, States are encouraged to extend community-based education and conduct evacuation exercise regularly. This will help increase the capacity of local governments and people to respond to these challenges themselves.

8. **Third:** Among many important issues is one of sustainability. While temporary admission may be granted to non-citizens forcibly displaced by disasters, the big question is to ensure that they can return home when it is safe and find ways and means to rebuild their lives. The Protection Agenda recommends that States should ensure cooperation between countries of origin and receiving countries as well as relevant international organizations, to ensure that returnees are received with respect for their safety, dignity and human rights, and under conditions that allow them to find lasting solutions to their displacement. Such undertakings require close cooperation based on the principle of shared responsibility and international burden sharing.

9. **Fourth:** From our experience, we strongly believe that the rights of local population in the host community must not be overlooked. Steps must be taken to address any specific needs or concerns caused by the arrival of people displaced by disaster. The local communities should be consulted and be active partners in providing protection to the displaced.

10. **Last but not least:** Given the spread of people smuggling and trafficking in persons in many regions across the globe, many may also be subjected to exploitation during their journey, with certain groups of people, including women and children and people with disabilities, at particular risk of such exploitations. We must make sure that those vulnerable will not fall preys to smugglers and traffickers. In this regard, Thailand remains committed to combating people smuggling and trafficking in person.

I thank you, Mr. Chair.

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TOGO

DECLARATION A LA CONSULTATION MONDIALE DE L'INITIATIVE NANSEN

Monsieur / Madame le (la) Président(e),
Mesdames et Messieurs,

Le Togo, par ma voix s'honore de prendre la parole devant cette auguste assemblée et voudrait, avant toute chose, vous féliciter pour l'organisation de cette Consultation qui nous réunit ces 12 et 13 Octobre 2015 à Genève.

Le Gouvernement togolais se félicite également de l'opportunité qui lui est offerte de faire une déclaration à cette occasion de la Consultation mondiale de l'Initiative Nansen et vous en remercie tout en formulant le vœu que les présentes assises soient couronnées de succès pour l'avenir de l'humanité toute entière.

Nous considérons cette Consultation comme une opportunité de poursuivre nos efforts de protection des personnes vulnérables et déplacées dans les contextes de catastrophes, à travers l'adoption de cet instrument consensuel que constitue l'Agenda, objet de nos réflexions au cours de cette Consultation.

Le Togo entend contribuer aux travaux de la présente Consultation dans un esprit constructif et espère vivement que les résultats qui en découleront permettront de mieux garantir la protection de nos populations déplacées dans les contextes de catastrophes.

Monsieur / Madame le (la) Président(e),

Dans un contexte mondial marqué par les effets pervers du changement climatique sur l'environnement, le Gouvernement togolais se félicite des efforts consentis en vue de l'élaboration de cet Agenda qui arrime avec les Objectifs de Développement Durables et qui nous permettra de retenir ensemble, des orientations conséquentes, susceptibles de guider nos actions pour une meilleure gestion des personnes déplacées dans les situations de catastrophes naturelles.

En effet, notre pays le Togo, à l'instar des autres pays ouest africains voire d'Afrique, subit les impacts de la dégradation de l'environnement liée au changement climatique à travers des aléas notamment les inondations, les sécheresses, les vents violents, les feux de végétation, les hautes marées, l'érosion côtière, les épidémies qui entraînent des pertes en vies humaines et des dégâts matériels, et des déplacés à l'intérieur et hors de nos frontières. Le Togo a également fait ses preuves de terre d'accueil pour les déplacés.

Ainsi, en vue de mieux gérer ces situations et assurer la protection des personnes déplacées, le gouvernement, avec l'appui de ses partenaires, a mis en place un cadre institutionnel et des mécanismes visant une gestion efficace de l'urgence dans les situations humanitaires et le renforcement de la résilience des populations potentiellement vulnérables.

Dans cette même dynamique, notre pays a soumis une requête au Projet MIEUX de l'Union Européenne et nous sommes heureux de vous informer qu'avec l'appui des Experts dudit projet et l'Initiative Nansen, nous organisons une Consultation sous régionale portant sur la gestion des personnes déplacées suite aux catastrophes naturelles, dans un contexte de changement climatique, qui se tiendra **du 20 au 22 octobre 2015 qui réunira les délégations de huit pays de la sous-région à Lomé.**

Le Togo, comptant sur le partenariat agissant avec l'Initiative Nansen contribuera de façon efficace à la gestion de la question de protection des personnes déplacées sous l'effet des catastrophes dans la sous-région et autres.

Je vous remercie de votre aimable attention.

**Nansen Initiative Global Consultation
12-13 October 2015, Geneva
Statement by Turkey**

Dear Co-Chairs,
Distinguished Colleagues,
Ladies and Gentlemen,

I would like to thank the presenters for their detailed and enlightening introductions. We also appreciate the valuable contributions made at the thematic panels.

We appreciate the efforts of the Nansen Initiative because as Turkey we have an empathy with those who had to seek refugee, who had to migrate and who are subject to displacement. Currently, Turkey is the biggest refugee hosting country in the world. We host more than 2,2 million Syrians. They did not seek refugee due to the disasters or environmental changes but due to the war and instability in their home country. The reason for displacement may vary but the very fact of seeking refugee and displacement does not change.

Turkey as the Chair will host the Global Forum on Migration and Development (GFMD) Summit on 14-16 October 2015 in İstanbul and there will be a side event on “Migration in the context of disasters and environmental change” by the Nansen Initiative that will further contribute to awareness raising on disaster and environmental change displacement.

Disaster displacement is one of the main humanitarian challenges of our time, affecting tens of millions of people every year. It is a fact that there is still large number of vulnerable people in developing or least-developed countries, who are exposed to natural hazards such as floods, earthquakes and droughts. Climate change has increased displacement risk and its effects seem to be further devastating.

At this stage, we need a holistic approach that combines responsibilities of states and strengthens regional/international cooperation with a view to overcoming this major challenge. Moreover, finding a concrete solution to this serious problem should not be expected only from the humanitarian actors. Joint efforts by development partners, affected populations and civil society, especially with the aim of increasing resilience are of critical importance.

We sincerely appreciate the leadership of Norway and Switzerland in carrying out the Nansen Initiative process over the past three years and bringing together different stakeholders with the aim of addressing the need of protection of displaced people in the context of natural disasters. The ‘Agenda for the Protection of Cross-Border Displaced Persons’ is a concrete result of the consultation process which refers to various different perspectives from climate change to the sustainable development issues.

The Agenda calls for increased preparedness, solidarity and cooperation by States, regional organizations and the international community to prevent, avoid, and respond to disaster displacement. We are all aware that preparedness minimizes negative effects of disasters. The international community is striving hard to build capacities to that effect. In this regard, we have to use the limited resources effectively and take a good stock of the existing capacities at the same time.

Yet, it is still not possible to completely immune ourselves from the damages the disasters inflict upon us. It is therefore imperative that we must have capabilities to rapidly and effectively respond to disasters. We must also share our knowledge, experience and expertise with each other to strengthen our resilience and capacity.

The Agenda also underlines the States' legal obligations and responsibilities under international refugee and human rights laws for cross-border disaster-displaced persons. In this framework, effective practices need to be highlighted and states should be encouraged in developing manageable tools and regulations so as to admit or not return disaster displaced persons, in proportion to their capacities.

On the other hand, situated in a disaster-prone geography, Turkey has a strong tradition of responding to disaster affected populations. Drawing from its own painful experiences, Turkey is an ardent advocate of international solidarity and partnership with a view to building a safer world, saving human lives and protecting the environment.

Not only Turkish government institutes, but also the Turkish Red Crescent Society and Turkish NGOs have been assuming a very active role on a global scale. Over last decade, calls for assistance from many disaster stricken countries have been responded immediately.

Last but not least, Turkey believes that the World Humanitarian Summit consultations and the commitments within the process will play a crucial role in helping the international community, together with all the relevant stakeholders, to find innovative and inclusive ways and tools with regard to 'three priority areas for action' which the Agenda has identified.

Thank you.

STATEMENT BY H.E CHRISTOPHER ONYANGA APARR, PERMANENT REPRESENTATIVE OF THE PERMANENT MISSION OF THE REPUBLIC OF UGANDA AT THE NANSEN INITIATIVE GLOBAL CONSULTATION, 12 – 13 OCTOBER 2015

Hon. Ministers,
Excellencies,
Distinguished delegates,
Ladies and Gentlemen,

Mr. Chairman,

I thank the Nansen Initiative for organising this forum to seek solutions to problems that are confronting not only a portion but the entire global community.

Recent global developments that we have witnessed around the world leave no doubt on our minds that we must address the need for protection of people displaced in the context of disasters and the effects of climate change. The Nansen Initiative with its bottom-up, state-led consultative process constitutes the most important multi-stakeholder platform yet established for building consensus among states on this global protection agenda.

In the Eastern Africa region, we are constantly faced with a large number of people who have been forced to flee their homes, in particular as a result of armed conflict, situations of generalized violence or natural and man-made disasters. This has involved movement both within and across internationally recognized State borders. In this regard, Uganda has a long history of hosting refugees from the region because of our liberal refugee policy. As of today, a half a million refugees live in Uganda.

However, in the north east of the country, we are also faced with the challenge of pastoralism as a traditional adaptation strategy for communities that live in the dry landscapes in our region. This sub-region known as Karamoja has a very fragile ecosystem. Its vulnerability to environmental threats is compounded by the inter-play of politics that characterized the Horn of Africa: generally community livelihoods, social safety-nets, settlement and land use patterns including that of wildlife have been altered. Furthermore the pastoralists are often involved in armed cattle rustling resulting into armed conflicts. This is a challenge which has continued to require increased regional cooperation and effective coordination of action among the countries of the sub-region.

While in the context of the Nansen Initiative, our main focus in Eastern Africa has been on the needs of people on the move across borders, Uganda believes that there is also need for increased consideration to related issues such as disaster risk reduction, internal displacement, or the management of migration as an adaptation measure. This will help to prevent future mass movement of the magnitude that we are currently witnessing between Asia, Africa and Europe as well as to limit lucrative opportunities for human smugglers.

In Uganda, we are beginning to see an increasing trend where every year hundreds of people are forcibly displaced by floods, landslides, droughts and other climate-related disasters. These are people who are particularly vulnerable and need special protection and assistance and yet they are not well covered under the international conventions on refugees. So far all of them have been able to find refuge within our own country. In the context of climate change, such movements are likely to increase and we have no guarantee that the displaced people will continue to find refuge within our own borders without the need to move across the national boundaries.

We do recognise that nationally and also regionally, our capacity to respond to such disasters is getting overstressed while internationally the responses to this challenge have remained insufficient and so is protection for affected people inadequate.

The way forward, Mr. Chairman, is to adopt a more coherent approach that will lead to fair and equitably binding commitments to action by all stakeholders at the national, regional and global levels. The fact that the Kampala Convention was made legally binding two years ago is already a great achievement in filling the legal gap in the international convention on refugees. Many governments are now recognising that they are responsible for the protection and wellbeing of their country's IDPs and are making commitment to respond to their needs.

Uganda was privileged to preside over the just concluded 69th session of the United Nations General Assembly. As Chair of the UNGA, Uganda focused the world's attention to the post millennium development agenda (i.e. Post-2015 Agenda) to improve on the social well-being of the world populations.

To strengthen the above action, we would also like to recommend that the Nansen Initiative consultation process be linked to the United Nation as well as all other major global processes and framework on climate change.

I thank you.



THE UNITED REPUBLIC OF TANZANIA

OPENING STATEMENT

BY

MODEST J. MERO

AMBASSADOR AND PERMANENT REPRESENTATIVE

**ON BEHALF OF THE MINISTER OF FOREIGN AFFAIRS AND
INTERNATIONAL COOPERATION**

DURING THE NANSSEN INITIATIVE GLOBAL CONSULTATION

12 – 13 OCTOBER, 2015

GENEVA, SWITZERLAND

Chairperson,
Honorable Ministers,
Representatives from various organizations,
Distinguished Participants,

On behalf of the Government of the United Republic of Tanzania we appreciate the joint efforts instituted by the Chairmanship of the Nansen Initiative, the Governments of Norway and Switzerland for planning and organizing this important consultative process.

Your efforts together with the Steering Group of other States were important for consensus building on how to address key legal, operational, institutional and knowledge gaps related to the protection of cross-borders disaster-displaced persons across in the context of disasters, including the effects of climate change. Tanzania provides fully support of the Protection Agenda and assures its implementation with support and collaboration with international community, regional bodies, private sector and individuals.

Chairperson,

I am honoured to be here today as we receive and validate the Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change. We hope this important initiative will establish, strengthen and also complement other regional and international initiatives such as the Africa Regional Strategy for Disaster Risk Reduction, the Sendai Framework for Disaster Risk Reduction 2015 – 2030, Sustainable Development Goals, Conference of the Parties to the UN Framework Convention on Climate Change and as well as help to inform the World Humanitarian Summit scheduled for May 2016 in Istanbul, Turkey.

Chairperson,

Extreme hazard events, both natural and manmade are increasing in terms of frequency and magnitude in Tanzania. Some of the events have caused thousands of people being temporary or permanently internally displaced every year with some cases of cross-border displacements of pastoralists. Major events include floods basically for urban areas, drought, cyclones and rain storm. Disaster displacement trend is likely to increase as a result of rapid urbanization, poverty, environmental degradation and expected to increase in the number and intensity of hydro meteorological disasters resulting from Climate Change.

Chairperson,

Tanzania is among the vulnerable country to cross-border displacement as it is bordered with eight countries which have experienced recurring climate change related disasters ad manmade disasters. This year we have been warned of impending El-nino that will hit the cost of East Africa of which Tanzania will face the vagaries. Despite national preparatory efforts, we wish to bring this information to the attention of the International community if the disaster will outstrip our internal capabilities.

My delegation wish to state that we will continue to work with neighboring countries, regional bodies and international community to ensure the development and humanitarian challenges are addressed for security and resilience of our people.

Chairperson,

Finally, the United Republic of Tanzania expresses its passion and willingness to work together and join international community efforts towards the common goal of building a resilient society.

Thank you



REPÚBLICA BOLIVARIANA DE VENEZUELA

CONSULTA GLOBAL DE LA INICIATIVA NANSEN: HACIA UNA AGENDA PARA LA PROTECCIÓN DE PERSONAS DESPLAZADAS A TRAVÉS DE FRONTERAS EN EL CONTEXTO DE DESASTRES

INTERVENCIÓN DEL SR. YLDEFONSO FINOL OCANDO PRESIDENTE DE LA COMISIÓN NACIONAL PARA REFUGIADOS

Ginebra, 13 de Octubre de 2015

Señor Presidente; señoras y señores:

Nuestra delegación agradece la gentil invitación de los organizadores y la amigable acogida en Ginebra, cuna de Rousseau y Sismondi, dos grandes pensadores progresistas.

Tal como lo afirmamos en la consulta de Quito, el debate planteado por la Iniciativa Nansen es pertinente, oportuno y necesario, pero no suficiente. Y no lo es porque falta profundizar en las causas que originan los dos fenómenos que relaciona la ecuación Nansen. He allí nuestra diferencia de enfoque.

No se puede obviar la correlación de variables socioeconómicas y geopolíticas con el desplazamiento forzoso de personas por el cambio climático y los desastres naturales.

Hay que establecer la responsabilidad de las potencias imperiales como máximos contaminantes y promotores de las guerras. O es que acaso no es la destrucción de los Estados en Irak, Libia, Siria, la causa principal de la actual crisis de refugiados?.

Página 1 de 2

En el fondo de estas desigualdades e injusticias esta un modelo que prioriza la ganancia sobre lo social, y que es el depredador de las condiciones de vida en el planeta.

Ayer, al culminar la Cumbre de los Pueblos sobre Cambio Climático y Defensa de la Vida en Cochabamba, los presidentes Maduro, Morales y Correa, de Venezuela, Bolivia y Ecuador, anunciaron nuestra posición hacia la próxima cumbre de París, donde se denunciara la acelerada destrucción de las condiciones naturales de vida por irresponsabilidad de los poderosos, quienes deben responder penal y financieramente por los daños causados.

En nuestro país ya tenemos experiencia en protección a víctimas de desastres, como el caso haitiano.

Queremos seguir debatiendo estos temas de manera democrática, pero no nos sentimos representados en la agenda que se ha presentado apenas ayer y que consideramos le falta asumir las causas sistémicas.

Muchas Gracias.

CONSULTA GLOBAL DE LA INICIATIVA NANCEN

(Ginebra, 12 y 13 de octubre de 2015)

Palabras del Secretario Ejecutivo de CEPREDENAC

- Primeramente, el Cepredenac agradece la invitación a la presente reunión y felicita al Gobierno de Suiza y de Noruega por tan importante iniciativa. Agradece al señor Walter Kaelin y al señor Atle, el interés, el impulso y dedicación de tan relevante proyecto.
- Centroamérica desarrolló proceso de consulta que concluyó con un taller regional (2-4 diciembre del 2013) en San José Costa Rica. Se contó con más de 100 representantes de Latinoamérica.
- La región Centroamericana ha indicado claramente que el desplazamiento de personas causado por Desastres de origen Naturales es una prioridad, pero no ha sido atendida adecuadamente, y que puede incrementarse por los efectos del Cambio Climático.
- Las necesidades de las poblaciones desplazadas por los efectos de los desastres deben ser incluidas en la agenda de protección y por lo tanto en los mecanismos internacionales de asistencia humanitaria.
- Los países Centroamericanos poseen una serie de políticas y mecanismos de asistencia humanitaria para atender a las personas afectadas por los desastres, los cuales, frecuentemente producen desplazamientos de personas internamente o entre los países Centroamericanos, especialmente cuando el evento afecta a varios países simultáneamente, mencionando por ejemplo: el Huracán Mitch en 1998.
- Se reconoce en Centroamérica que el Cambio Climático nos está afectando grandemente, ya que produce lluvias en zonas donde abunda el agua y reduce la precipitación en zonas secas, tal es el caso del Corredor seco Centroamericano, que posee más de 300 Municipios y ha superado los 10 millones de personas en riesgo. Muchas de estas personas se están desplazando por la región, internamente hacia las principales ciudades y/o ubicándose en zonas seguras de países vecinos.
- El ordenamiento territorial ha sido un factor determinante, ya que estos desplazamientos internos causados, en parte, por la sequía y otros factores de amenaza, permiten que las personas desplazadas se ubiquen en zonas de alto riesgo, observándose un proceso de cambio geográfico del estado de vulnerabilidad de dichas personas.
- En muchos países observamos que al tener la necesidad de evacuar poblaciones en alto riesgo y trasladarlos a albergues temporales, estos se hacen permanentes y se transforman en colonias residenciales sin títulos de propiedad, sin servicios básicos, pero sobre todo en zonas de alto riesgo.

- La población en riesgo incluye comunidades agrícolas, poblaciones indígenas y pequeñas cooperativas, entre otras, las cuales deben ser parte de un plan integral de asistencia humanitaria en caso de ser relocalizada por un desastre o por el alto riesgo.

Entre los principales aportes de Centroamericana al proceso de consulta de la Iniciativa Nansen, se hace énfasis que es necesario trabajar en componentes tales como:

- La Prevención y Preparación como parte de la Gestión Integral de Riesgo de Desastres.
- La Migración y la Gestión de fronteras en contextos de desastres,
- Protección de las Poblaciones desplazadas en contextos de desastres.
- Definición de soluciones a mediano y largo plazo.
- Coordinación y cooperación internacional para los desplazamientos en casos de desastres.

Entre las principales recomendaciones se pueden mencionar:

1. La Incorporación de mecanismos de prevención y/o planificación para la atención de personas desplazadas por desastres en las políticas, planes y estrategias de Protección Civil y Asistencia Humanitaria.
2. La armonización de los conceptos y definiciones relevantes en la temática del desplazamiento de personas por efectos de los desastres.
3. El Fortalecimiento de las capacidades de las comunidades en alto riesgo a sufrir los efectos de los desastres.
4. La inclusión del análisis de poblaciones en alto riesgo de desplazamiento por desastres, en los escenarios de riesgo a nivel nacional y municipal.
5. La Promoción del uso de visas humanitarias para la admisión de personas desplazadas por desastre., definiendo criterios claros para la identificación de beneficiarios.
6. El Desarrollo de lineamientos globales aplicables a Centroamérica en el contexto de la Conferencia Regional de Migración.
7. La Promoción del respeto de los derechos humanos a las personas desplazadas entre países, especialmente el derecho a la integridad de la persona, unificación familiar, alimentación, alojamiento digno y respecto a su cultura, entre otros.
8. La Creación de mecanismos binacionales para asegurar la atención y protección de las poblaciones desplazadas.
9. El Aseguramiento de las poblaciones desplazadas, el acceso de la información necesaria para participar del proceso de toma de decisiones relacionadas con las posibles opciones de seguimiento, incluyendo la relocalización y el retorno.
10. La Incorporación del enfoque de personas desplazadas por desastres en los mecanismos de implementación de la Gestión Integral de Riesgos de Desastres.

Muchas gracias.

ICMPD Statement – Nansen Global Consultation

- Ministers, Honourable guests, Ladies and Gentlemen,
- It is a great honour for me to address this group on behalf of ICMPD at this watershed event.
- I first would like to congratulate the co-chairs of the Nansen Initiative and the Nansen Secretariat on the fantastic work done over the past three years and for the quality and comprehensiveness of the Protection Agenda. This text will certainly guide our work in the field of cross-border displacement in the context of natural disasters within which increased action and coordination is needed. As a member of the Consultative Committee of the Nansen Initiative, ICMPD stands ready to support the promotion of the Agenda and its practical implementation.
- Proof of our strong commitment, as mentioned by the Togolese delegate, ICMPD is organizing next week with Togo and the Nansen Secretariat a regional consultation for West Africa on migration in the context of environmental degradation and the impacts of climate change. This consultation, held under the auspice of the Migration EU eXpertise Initiative, provides a tailor-made opportunity to promote the Protection Agenda in this region.
- ICMPD has also been entrusted by the European Commission with the implementation of the EU project that supports and complements the global “Migrants in Countries in Crisis” Initiative, known as MICIC. Like the MICIC Initiative, the EU-funded project aims to improve the capacities of States and other stakeholders to address the needs of migrants caught in countries experiencing natural disasters or conflicts. It entails research, a large capacity building component, and an important contribution to the world-wide consultative process. The project, launched earlier this year, follows a somehow similar process than the Nansen Initiative, punctuated by 6 regional consultations and a global consultation in June 2016 where a set of non-binding voluntary guidelines will be presented.

- The MICIC and Nansen Initiatives are complementary processes. While the Protection Agenda focuses on cross-border disaster-induced displacement, the MICIC Initiative specifically focuses on the needs of migrants at the pre-crisis, emergency and post-crisis phases. The complementarity is constructive as it ensures a comprehensive approach and strong continuum to the assistance and protection of migrants in times of crisis. Certainly, the project's capacity building component will be available at as of early next year to support the promotion and delivery of the Nansen Protection Agenda.
- In closing, be it in the framework of the MIEUX Initiative, of its various Dialogues between the EU and Africa, or the EU-funded MICIC project, ICMPD sees itself as a key contributor to assist in the important work initiated by the Nansen Initiative. Amongst other, these frameworks offer valuable capacity building, research and dialogue tools to ensure concrete follow up to the Protection Agenda at global and at regional levels.
- The task ahead is substantial. It is only with strong political will and broad partnerships that the dissemination and timely implementation of the Protection Agenda will be effective at all levels.
- Thank you very much for your attention.



International Federation
of Red Cross and Red Crescent Societies

Statement of the International Federation of Red Cross and Red Crescent Societies at the Nansen Initiative Global Consultation, Geneva, 13 October 2015

(Delivered by David Fisher, Coordinator, Disaster Law Programme)

On behalf of the International Federation of Red Cross and Red Crescent Societies (IFRC), allow me to congratulate the Nansen Initiative on the finalisation of the Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change. As part of the advisory committee, the IFRC has been grateful for the opportunity to contribute to the initiative and commends the Nansen Initiative's leadership, envoy and secretariat on the participatory and widely-consultative process it has pursued to develop this Agenda.

This Global Consultation comes at a significant moment when we are witnessing one of the largest displacement crises in history on our doorstep. Our discussion serves as an important reminder that displacement is not just a European issue, but a worldwide challenge, where war is not the only crisis that forces people to move.

As affirmed by the state parties to the Geneva Conventions at the 2011 International Conference of the Red Cross and Red Crescent Movement, the starting point must be that every migrant, displaced or otherwise, and regardless of legal status, is entitled to protection and respect for their dignity. With regard to persons displaced by disasters, the policy recommendations of the Agenda for Protection offer, we feel, very thoughtful ways by which states can effectively balance concerns about border control and the protection they can provide to desperate people forced to move.

We also commend the Agenda for addressing the root causes of disaster-induced displacement. Our experience shows that there is certainly room, as suggested in the Agenda, for greater attention to specific issues related to human mobility in laws, plans and programmes on disaster risk reduction (DRR) and climate change adaptation (CCA), and we will certainly seek to incorporate its valuable advice into our own work.

We also believe that more needs to be done to render policy and action on DRR and CCA more effective, which will surely reduce displacement. While there has been significant global progress in this respect, our joint research with UNDP from 2012-2014 shows that there is still much that could be strengthened in national laws and policies on these issues, in particular to engage and empower communities, guarantee budgets, support local authorities, and institute accountability for results.

We are convinced that building communities' own resilience is the key to reducing displacement and other impacts of disasters. In this respect, at the 32nd International Conference of the Red Cross and Red Crescent to be held in Geneva later this year, the IFRC will be launching the One Billion Coalition for Resilience, through which we will invite government and non-governmental agencies to join us in engaging at least one person in every household around the world to take active steps toward strengthening their resilience.

On behalf of the IFRC, we welcome the finalisation of the Protection Agenda and express our interest to work in partnership with others in any follow-up structure to promote protection of those most vulnerable to the impacts of a changing climate.

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Nansen Initiative Global Consultation - ILO intervention

Chairperson, Excellences, and Delegates,

Let me start with congratulating the organizers of the Nansen Initiative on the Protection Agenda on displaced populations. This Agenda has many overlaps with the work of the ILO with regard to displaced persons, decent work and migration. Given the limitations of time, I can highlight only a few points.

An important point of the Agenda concerns data collection and knowledge generation. In this context it can be noted that often countries which are more likely to suffer from disaster are also more likely to have weak statistical and knowledge management infrastructures. It is important to strengthen these infrastructures, for example through strengthening and harmonization of labour market information systems across countries and sub-regions. This concerns the production and monitoring of key labour market indicators, but also monitoring of the adherence to ILO's conventions and recommendations on migrant work (Conventions 97 and 143; and Recommendations 86 and 151). This year actually marks the 40th anniversary of the adoption of Convention 97, which emphasises equality of opportunity and treatment for migrant workers.

Monitoring of labour markets informs both current policies and serves as an information base for future action including humanitarian protection measures for cross-border disaster-displaced persons. Initial assessments, which serve as a basis for such measures as well as more structural employment, skills and related programs require detailed labour market information which should be generated on a regular basis.

I would also like to emphasise that people's integration into labour markets is often a weak part of relocation or migration processes. Displaced persons can only rebuild their livelihoods if they have access to decent work, and it is important to prepare labour markets and labour market actors including social partners for migration, for example in terms of agreed labour migration frameworks.

The ILO is looking forward to the implementation of the Nansen Initiative.

NANSEN INITIATIVE GLOBAL CONSULTATION

STATEMENT BY SPREP (Secretariat of the Pacific Regional Environment Programme) www.sprep.org

DAVID SHEPPARD, DIRECTOR GENERAL

13 October, 2015

Honourable Prime Minister of the Cook Islands, Ministers and delegates to the Nansen Initiative Global Consultation

SPREP, the Secretariat of the Pacific Regional Environment Programme is the lead intergovernmental agency in the Pacific region for: climate change; biodiversity and ecosystem management; waste management and pollution control; and environmental monitoring and governance.

We have been proud to work with the Nansen Initiative over the last 3 years. Our involvement included supporting the first regional consultation which took place in Rarotonga, Cook Islands. And, Ewan Cameron, the Nansen Secretariat Officer who coordinates work on this initiative in the Pacific region, has been based at SPREP for a number of years.

Members of SPREP include all the 21 countries and territories in the Pacific region.

Even though our region contributes only 0.03% of the world's greenhouse gases, our countries are among the most vulnerable in the world to the impacts of climate change. We are in the front line.

The Intergovernmental Panel on Climate Change (IPCC) warns that we face sea level rise of up to one metre and temperature increases up to four degrees by the end of this century if a "business as usual" approach is taken to Green House Gas emissions.

For low-lying atolls and coastal areas of the Pacific region these are alarming figures, given we have four of the six lowest countries on earth with the highest points in each country being between 2 to 4 metres above sea level.

"Business as usual" is therefore unacceptable for the countries of the Pacific region. These countries are strengthening approaches to adapt to climate change and, in some cases, giving serious consideration to the possibility of future relocation of entire communities.

SPREP considers the issue of migration and relocation as entirely a matter for each country to decide: we will always take the lead from our Member State.

We will however provide technical advice on these difficult issues to the best of our ability and as requested by Pacific countries.

What is clear is that “no one size fits all”, and that a range of approaches will need to be applied depending on the policy and development agenda of each country.

What is also very clear is that planned relocation – if countries choose to proceed with this option - is a matter of last resort and we are pleased to see this reflected within the Protection Agenda before this Global Consultation.

Some Pacific countries have been examining land purchases overseas, to provide employment opportunities in the short term, and potential areas for settlement in the long term if land should be threatened at home.

Some have examined upgrading national skills and capacities so that professionals will be able to fit in and be properly absorbed in the workforce of a potential future country of relocation, should this option be chosen.

Other countries though are very clear: they will never give up their land and will never consider accepting relocation as an option. They see this as a statement that global climate negotiations have failed.

The topic of migration and relocation is very complex as it is not only about political and socio-economic issues, it has huge social and cultural dimensions linked to the land and the sea, two elements at the heart of Pacific people and their basic human rights.

In our region there are different opinions and views on this issue but one stands out – there is a universal Pacific sense of belonging to one’s country, island, village, and community and there is an overwhelming sense of wanting to remain there or to eventually return from overseas.

Climate change poses legal and political challenges to concepts of governance, sustainable development, and the rights of States and the human rights of their citizens.

Climate change also poses complex issues of inter-generational equity - to what extent should we be considering and be responsible for the rights of our children's children, and subsequent generations.

There are already examples of migration and relocation within the Pacific region but mainly within national boundaries, both voluntary and by necessity. There are lessons to be learned from this experience - both good and bad - and we need to distil these lessons and learn from the experience.

What comes through clearly is that any movement of people should be voluntary and that peoples and communities should be involved at all stages of the decision process. The church and civil society have a clear and important role in our Pacific communities, they must therefore also be fully involved.

SPREP will continue to develop tailored Pacific approaches to Pacific problems, including climate change adaptation in key sectors such as water, food security and management of the coastal zone.

An important approach from the Pacific region is a move to integrate approaches to climate change adaptation and disaster risk reduction.

This is being applied at national levels through the development of Joint National Action Plans (JNAPs) which integrate climate and disaster responses in a number of Pacific countries. At the regional level the Strategy for Resilient Development in the Pacific (SRDP) is recognized as a globally leading example of approaches to integrate responses to climate change and natural disasters.

The Nansen Initiative Protection Agenda calls for a strong role for regional organisations in addressing the issue of climate change and natural disasters, including any migration of peoples. SPREP stands ready to support any actions, in line with the needs and priorities of Pacific island countries.

The dialogue started by the Nansen Initiative, and the Protection Agenda, is very important and timely for the Pacific region. SPREP welcomes an open and frank discussion of these issues and stands ready to support the priorities of our Pacific members as they adapt and respond to a changing climate and natural disasters.

Finally Chair, it is essential that the Climate Convention Meeting in Paris later this year agrees the strongest Legally Binding Agreement to limit Greenhouse Gas Emissions. Pacific island countries have called for emission reductions which will limit global warming to 1.5 degrees above pre-industrial levels.

In conclusion I would like to thank the government of Norway and the Norwegian Refugee Council for their support in hosting a Nansen officer at SPREP. I would also like to thank the government of Switzerland and the Nansen Initiative for this collaborative partnership in the Pacific region.

Excellencies, distinguished delegates, ladies and gentlemen,

Thank you very much,

Merci beaucoup.

The Nansen Initiative 2015

Farah Kabir's contribution

Honourable Chair/ Excellencies, Prof. Kaelin, ladies and gentleman,

Thank you for giving me the opportunity to speak today. First I would like to congratulate Prof. Kaelin and his team along with the Norway and Switzerland governments for taking up the Nansen Initiative and putting displacement & CC induced migration on the agenda.

The agenda adopted today will contribute immensely in making meaningful and effective plans and policies to address the realities of today. And I would like to draw your attention to one other reality of today – 'Inequality' which is at the bottom of the disaster, displacement and humanitarian challenges of our times. This requires extra efforts for sustainable development plans. Thus the agenda for the protection of cross border displaced persons in the context of disasters and climate change makes reference on women, children and youth in the document.

COP didn't initially include reference to gender in its previous agreements – it was in DOHA & following CoPs that gender and climate justice was clearly incorporated.

We need to continue the push for inclusion of Gender and women's participation in climate negotiations.

The Nansen Initiative agenda also refers to vulnerable groups and associated risks, however the need to highlight these groups I mentioned comes from the recognition that women are still at the receiving end of discrimination, discriminatory practices and legislation in parts of the world.

The three priority areas of the agenda are:

- Collecting data and enhancing knowledge should put greater emphasis on not just collecting gender disaggregated data. But establish measures to collect the knowledge and document the knowledge of women. Provided women with the knowledge and information. So that they may prepare for CC induced migration.

Incorporation of gender perspective in process and mechanisms-

- Enhancing the use of humanitarian protection measures for cross border disaster displaced persons –have in place zero tolerance for VAW. Ensure dignity.
- Strengthening the management of disaster displacement risks in country of origin .

This measure should take into serious considerations "Feminization of Poverty": discriminatory practices that leave women behind where such conditions exist. Women are predominantly responsible for forward production, homeward water supply and energy for heating and cooking – they are also responsible for Care work in the family thus they should be supported when displaced.

We are looking at 15 years framework as a result of the international agreements SFDRR / SDG COP 21. This is an opportunity.

Lastly, I would like to emphasis on youth - the displacement of youth, their loss of opportunities and insecurity as well as loss of dignity is going to have serious consequences for society. We need to go beyond BAU and support youth in countries of origin and destinations to transit to the reality displacement. We need to consider social costs along with economic costs – protect the youth that are displaced. Let this be a true moment of transformative moment of change and Nansen Initiative uphold dignity.

Farah Kabir
Country Director
ActionAid Bangladesh

Nansen Initiative Global Consultation, 12 – 13 October 2015
Plenary Statement by the Asia Pacific Refugee Rights Network (APRRN)

This statement is delivered on behalf of the Asia Pacific Refugee Rights Network (APRRN), a network of 250 organisations and individuals working on advancing the rights of people in need of protection in the Asia Pacific region. APRRN highly appreciates the leadership of the governments of Norway and Switzerland in launching the Nansen Initiative – we would also like to thank the Steering Group, the Consultative Committee, the Envoy of the Chairmanship, Walter Kaelin and Secretariat for their hard work over the last years.

APRRN has been part of the Nansen Initiative consultations in Southeast and South Asia. Asia is one of the world's most vulnerable regions to natural disasters and climate change. Considering this context and on behalf of our members, I would like to share the following key messages with you:

In the Asia Pacific there is a gap of legal frameworks, both on the national and regional level and many responses are ad-hoc. There is a need to create a broad protection environment that addresses the needs of those displaced for a number of different reasons, including disasters, climate change, conflict, poverty and development. Effective protection starts at the national level as well as on the regional level and should be in line with international standards. Given that migration is mixed in its nature we further encourage to think across silos and foster an inter-sectoral approach.

Effective protection needs to have the respect for human rights of individuals at its core. We would like to highlight the importance for inclusive and participatory approaches with affected communities, which include consultations and on-going engagement in the planning and implementation processes. We are reiterating the need to give attention to vulnerabilities, in particular those of woman and children who may be at heightened risk of trafficking and smuggling.

Effective protection also starts with strengthening community resilience to withstand the impacts of natural hazards through disaster risk reduction and development programmes that apply a rights-based approach. We need to recognise the existing coping strategies of communities and acknowledge that disaster risk management and other resilience building activities can play an important role in preventing and mitigating displacement, strengthening host communities and finding durable solutions.

APRRN echoes the words of Didier Burkhalter, who spoke so eloquently that this Global Consultation is not the end of a process but rather the beginning. Improved collaboration and cooperation among States in and outside the region is needed to advance the Protection Agenda. We further call for increased legal alternatives to migration - if migration is managed properly, it could be a positive adaptation measure that could help to create livelihood opportunities and support economic development, and thus reduce future displacement. We would also like to build on Walter Kaelin's words, "Time to Act Now" – civil society in the Asia Pacific stands ready to work with governments, regional formations, international organisations and affected communities to advance the protection agenda and ensure that the conversation doesn't end here today.

**Intervention from Rezaul Karim Chowdhury, Executive Director COAST
(www.coastbd.org) , Chief Moderator EquityBD (www.equitybd.org)**

Excellencies, Ladies and Gentlemen

My name is Reza managing NGO COAST in Bangladesh working for coastal poor in Bangladesh who are facing forced migration due to climate induce problem, research shows that it will aggravate in future too.

Here I am speaking on behalf several global NGO / CSO networks from Asia, Africa and Latin America, especially from climate vulnerable countries, in our networks we have PACJA (Pan African Climate Justice Alliance), Jubilee Debt Campaign, Bharatia Jonno Bigyan Jatra, LDC Watch, World Development Movement and several other networks.

We are raising the issues on Rights and Responsibilities for Climate Forced Migrants especially in all UNFCCC Conference of Parties floors since Bali; we have had public events in Copenhagen, Cancun, Durban, and Doha and in Lima. We will have the same events on 05th December 2015 at Room 5 in CoP 21, Paris, and UNFCCC.

We have a web based signature campaign in English, French and Spanish, it is on a call to our global leader to draw a new UN protocol on Climate Forced Migrants, and we like new commission or UN Agency who will take care of climate forced migrants.

Please go to the site www.equitybd.org, there are rejoinder on English, French and English, please consider to sign off.

Although there was a clause in Cancun agreement i.e. Para 14 f on requesting countries to enhance understanding, cooperation and collaboration on climate forced migrants, but there was no proposal to initiate work stream so that in course of time there will be hardly any concrete course of actions, countries has to propose a separate work stream on the issue or it would become part of loss and damage discourse.

We are hopeful as because this initiatives of government of Switzerland, Norway and the Nansen Initiatives, as this is the first state led initiatives, there will be some day initiatives to draw new UN protocol for climate forced migrants.



DISPLACEMENT SOLUTIONS

Statement to the Nansen Initiative Meeting (13 October 2015, 12:15 CET)

Scott Leckie, Founder and Director of Displacement Solutions and member of the Consultative Committee of the Nansen Initiative

Excellencies, delegates and to the persons who are not here today, climate displaced people everywhere,

My name is Scott Leckie. Today I am speaking to you as the Founder and Director of Displacement Solutions, an international NGO which for ten years now has structurally worked with communities, organisations and governments in more than 25 countries to find rights-based and land-based solutions for people already grappling with climate displacement. I'd like to make three brief points.

Firstly, speaking as an organisation that works daily across the globe with communities threatened by climate displacement, it is beyond dispute that the vast majority of people affected wish to stay within their own countries and have no intention of crossing international borders unless they absolutely have to. Accordingly, we very much hope that, now that the Nansen process has been completed, States and donors concerned about climate displacement will re-orient their focus to where the needs are by far the greatest: and that is on helping people to stay in their own homes in their own countries for as long as they wish, by supporting efforts that do just this. Once forced to flee, the real solution for internal climate displacement is not merely to open migration pathways, but rather to find viable, land-based options for people wishing to move within their own countries. This is what the people want, and this is what donors should support.

Secondly, as the organisation that coordinated a multi-year global effort leading to the adoption of the Peninsula Principles on Climate Displacement Within States in 2013, we are pleased to see the growing support of the Principles by major players in both the climate change and human rights communities, including UN Climate Change Envoy Mary Robinson, various UN human rights special rapporteurs and experts from the Human Rights Council, and leading Supreme Court judges. Both climate displaced communities and government officials are increasingly coming to realise the clear utility and practical assistance that the Peninsula Principles can provide. Our recent books *LAND SOLUTIONS FOR CLIMATE DISPLACEMENT* (2014) and *REPAIRING DOMESTIC CLIMATE DISPLACEMENT* (2015) outline in detail how and where the Principles are working today.

And finally, as much as we may wish to embrace the documents under consideration here, we cannot ignore the sad fact that as of last week, there is now not a single reference in the negotiating text for the Paris climate change talks to the issue of climate displacement. All previous mentions of this term have been purged from the text following opposition from several countries. The removal of climate displacement terminology from the Paris draft will ensure continued suffering in the communities where we work, who have callously been left yet again to fend for themselves by the very same states who are the primary cause of the problem.

It's wonderful that we are here today to celebrate the culmination of years of effort, but as we applaud the development of new frameworks in a city which virtually no climate displaced person will ever visit, let us not forget the tens of millions of people who this very moment despair at the thought of being forced to flee their homes with nowhere to go – and still no one to truly help them.

Thank you.

info@displacementsolutions.org // www.displacementsolutions.org

Nansen Initiative Global Consultation, 12 – 13 October 2015

Plenary Statement by the Norwegian Refugee Council

I am Kelly Flynn, representing the Norwegian Refugee Council. As voice from the field and the greater Asia region, I am based in Myanmar which is a national interface between South and Southeast Asia. It is a pleasure to attend this global consultation following my facilitation role at the governmental and civil society consultations in Bangkok, Manila, Kathmandu and Khulna in the past year.

Displacement worldwide has never been larger than today – disaster displacement is on the rise and will get worse in coming decades. It is already a large-scale, wide-spread global crisis. The fact that many of the driving factors of this crisis are human-made gives us the space to act and secure positive change for people displaced and at risk of disaster displacement.

In this context we warmly welcome and congratulate the Chairmanship of the Nansen Initiative, the Steering Group, The Group of Friends, the participating states, the Envoy, the Secretariat, and civil society with the Protection Agenda shared with us here at the Global Consultation. It is encouraging to hear how many states have endorsed it.

NRC feels the Protection Agenda contributes significantly to prevent and address disaster displacement; aiming to secure protection and assistance for those who have to leave their homes and cross international borders. The Protection Agenda provides us with much needed tools – it is visionary and clear. Indeed it is a “tool box” of options that spans multiple scenarios from short-term life-saving efforts to long-term measures to reduce displacement risk.

NRC recommends that the focus post-2015 is on field implementation of the Protection Agenda. NRC and IDMC are committed to follow up on the outcomes of the Nansen Initiative and the implementation of the Protection Agenda together with other international organisations such as UNHCR and IOM . We are ready to support states within all the three priority areas for action identified in the Protection Agenda, including the following:

a) *collecting data and enhancing knowledge;*

- we will continue to prioritise advocacy to influence policy development linked to disaster displacement ensuring protection for those displaced and at risk of displacement - from the national to the global level
- IDMC will provide evidence and research on disaster displacement and future displacement risk, including specific data on cross-border disaster displacement.

b) *enhancing the use of humanitarian protection measures for cross-border disaster-displaced persons;*

- Through our country, regional and representational offices we are scaling up our program response and advocacy to prevent and respond to disaster displacement. Providing support to the implementation of the Protection Agenda is one of the highest priorities in our Asia regional strategy for 2015-17.

c) *strengthening the management of disaster displacement risk in the country of origin.*

- Working in partnership with Governments where NRC is present, actively pursue programs and deployments that strategically support aims set forth in the protection agenda
- Through IDMC provision of evidence and technical advice to support disaster risk management, particularly in relation to monitoring, collecting data and measuring displacement risk and its drivers.

Thank you.

END//

Nansen Initiative Global Consultation, 12 – 13 October 2015

Plenary Statement by Project Controlling Service

Buenos días,

Presento un saludo cordial a las Delegaciones Gubernamentales, de Organismos Internacionales y de Sociedad Civil, y un agradecimiento a los gobiernos de Noruega y Suiza, así como al equipo de la Secretaría Técnica de la Iniciativa Nansen, en la que Consejería en Proyectos, organización latinoamericana que ha participado en el proceso con gran interés.

Deseo concentrarme en hacer un aporte complementario sobre la **agenda de prevención de riesgos de desastres** que, como se ha dicho aquí, debe ser holística y por tanto, debe reconocer la convergencia de los fenómenos que conducen a desastres y desplazamientos forzados¹. Decirle **no al riesgo** empieza por asumir sus orígenes naturales -como huracanes, tsunamis, erupciones volcánicas, terremotos y la misma variabilidad climática-, tanto como los derivados de las múltiples actividades humanas, dentro de las no podemos soslayar los conflictos armados y las dinámicas económico-productivas como los proyectos hidroeléctricos, el incremento de tecnologías altamente contaminantes en los procesos no sostenibles de la explotación del petróleo, el carbón, el oro, en la agroindustria, etc.-, y también las emisiones de gases de efecto invernadero, como factor causante del cambio climático.

Esta mirada holística reconoce también que las fronteras entre los riesgos naturales y los humanos están estrechamente imbricadas: ciertos riesgos de origen humano, como la explotación depredadora de bosques o la localización de asentamientos humanos en zonas inapropiadas, pueden conducir a riesgos de origen natural como inundaciones o deslizamientos.

Como consecuencia, hablamos de una **vulnerabilidad global progresiva** agravada por factores antrópicos: la acción humana da la espalda a la naturaleza y provoca desplazamientos forzados de comunidades, ante la falta de agua y/o de alimentos, por pérdida de su vivienda y su hábitat - y por lo tanto su territorio-, de sus medios de vida, de sus fuentes de producción, de su tejido social y de su cultura.

¹ Nos referimos aquí a los desplazamientos forzados por crisis ambientales, como se verá en el presente texto.

Los estados en los países de origen, como parte de sus responsabilidades, deben decirle **no a las vulnerabilidades** mediante **acciones integrales de mitigación**, lo que implica trabajar en la reducción de:

- las vulnerabilidades económicas, culturales, políticas, sociales y técnicas de las comunidades, y dentro de ellas enfatizar en las mujeres, los niños y las personas mayores: debe profundizar en una **perspectiva de derechos** en la prevención de riesgos y mitigación de vulnerabilidades, tanto como en la protección de las comunidades desplazadas forzosamente por desastres y crisis ambientales. La realización de los derechos constituye el más importante desafío para alcanzar la dignidad de las personas y las comunidades.
- las vulnerabilidades ecosistémicas, provocadas por las mencionadas dinámicas productivas, en donde el sector privado nacional y transnacional debe asumir un auténtico compromiso ético con el ambiente.
- las vulnerabilidades institucionales, mediante la articulación y coordinación intersectorial e inter-institucional; el fortalecimiento de capacidades; la preparación de la comunidad para enfrentar los desastres, así como avanzar hacia la construcción de su resiliencia; la implementación de medidas estructurales (por ejemplo obras físicas como muros de contención, soluciones verdes como la restauración de ecosistemas de manglar que sirven para retardar el impacto de tsunamis) y medidas no estructurales de mitigación (como regulaciones, códigos, planes de ordenamiento territorial y muchas otras).

Reconocer estos elementos, como parte de una perspectiva holística, permitirá plantear soluciones más realistas, en bien de las comunidades desplazadas, del medio ambiente y del futuro sostenible del planeta.

Muchas gracias.

Pilar Trujillo Uribe

Directora Ejecutiva

CONSEJERÍA EN PROYECTOS – PCS

Octubre 10 de 2015

Nansen Initiative Global Consultation
Statement by Alice Thomas on behalf of Refugees International
October 12, 2015

My name is Alice Thomas and I am the Climate Displacement Program Manager at Refugees International (RI), an independent, non-profit organization that for over 35 years has advocated on behalf of refugees and displaced persons.

RI wishes to congratulate the Chairmanship, the Steering Group, the Envoy, and the Secretariat on the presentation of the Protection Agenda and the highly successful conclusion of the two-year process that went into developing it. RI would like to thank the Envoy and the Secretariat for the opportunity to contribute to the process as a member of the Nansen Initiative Consultative Committee.

RI fully supports the Protection Agenda as a coherent, feasible, and legitimate way forward to address gaps in the current legal, policy, and institutional frameworks for protecting people displaced by disasters and the effects of climate change. The Agenda is coherent in that it approaches the issue holistically by identifying opportunities for mitigating displacement risk in the country of origin, enhancing protection of cross-border displaced persons, and facilitating migration as a climate change adaptation strategy. It is legitimate and feasible because it was developed through a highly transparent process that was (a) led by States themselves, (b) developed with the participation of a wide range of stakeholders and experts, and (c) informed by highly contextual, regionally specific, research and evidence. As such, RI strongly encourages governments to endorse the Agenda.

Whereas the Nansen Initiative's "mandate" is to find solutions for external displacement, RI fully supports the inclusion in the Agenda of measures to better manage disaster- and climate change-related displacement risk in the country of origin as a priority area for future action. This includes effective practices to reduce vulnerability and build resilience, better protect and assist internally displaced persons, and improve the use of planned relocation. While it is arguable whether more could have been done to prevent the displacement of the record numbers of people across the globe fleeing war and persecution, there is little dispute that robust and targeted investments today in reducing disaster risk will go a long way toward mitigating future disaster-related displacement. After all, as a woman from Kirabati recently told me, "no one wants to be a refugee."

In looking ahead to the Agenda's implementation, RI recommends the following:

1. **Need for a regional approach** – Of the many things the Nansen Initiative brought to light is the fact that when it comes to addressing the issue of cross-border, disaster-induced displacement, one size doesn't fit all. Rather, the nature of the problem and how to address it will vary from region to region. Solutions will need to be practically adapted

to the hazard-related and political realities on the ground and build upon existing tools and policies. Thus, implementing the agenda will require a regional approach and should seek to work through regional or sub-regional institutions where appropriate and feasible.

2. **Engage Affected Communities:** RI believes that in moving the Agenda forward, it is critical to increase the participation and “buy-in” of affected communities. Affected and at-risk communities must be provided with greater opportunity to contribute to and lead in the Agenda’s implementation. Without their active engagement, effective and lasting solutions will be harder to achieve.
3. **Increased investments in reducing disaster risk and enhancing resilience as a strategy to mitigate displacement.** RI urges endorsing governments to ensure that this priority area in the Protection Agenda is acted upon by committing to scaling up investments in reducing disaster risk and building resilience as strategies for mitigating displacement risk. Given that humanitarian budgets are woefully overdrawn at the moment, it is an imperative that funding be drawn from development budgets and strategies for mitigating displacement better integrated into disaster management, climate change adaptation, and broader development plans.

In closing, RI urges States to move forward quickly in implementing the Protection Agenda given the increasing evidence of accelerated risk and looks forward to supporting States in doing so.

Thank you for your attention.

Nansen Initiative Global Consultation, 12 – 13 October 2015
Plenary Statement by Bernadette P. Resurrección, Stockholm
Environment Institute (SEI)

On behalf of the Stockholm Environment Institute, I would like to congratulate the Nansen Initiative for having completed a holistic and pioneering Protection Agenda that audaciously recognizes human mobility as a dignified option integrated with disaster risk reduction and climate change adaptation.

As the Nansen Initiative ends its mission, I understand that it is time for States to take the Protection Agenda forward, and I especially wish to address one of the three steps that the Agenda identifies as urgent: that is, collecting data and enhancing knowledge on disaster displacement. It is the step that resonates most with SEI's mission of bridging research with policy in environment and development. There are still huge knowledge gaps that we need to address.

For instance, depending on the nature of crises, decisions are made on who will move or who will be left behind. Are the left behind secure and are there efforts to protect them from further losses, that are resilience-enabling and transformative? On the other hand, those who move may do so under precarious conditions, experiencing new chains of vulnerability as they resettle in places where livelihood support and protection is virtually absent and limited, and who may instead fall prey to exploitative slave and trafficking syndicates. Women, and poor, young men are vulnerable especially when they lack networks of support, and when their mobility is undocumented, and especially when they are refused by host societies. Do we have full knowledge of the insecure conditions of their resettlement?

Through SEI's Gender and Social Equity Programme, our research aims to unpack the entangled drivers of these new chains of gender-related vulnerability in post-disaster displacements.

In short, we are therefore concerned about what happens **after** displacement. We focus on the resettlement of displaced groups – and whether their resettlement or return enable just and gender-equitable land and water rights that promote truly productive livelihoods and well-being. These are areas that link well with our vision of sustainable development. Resilience-building measures should not only reduce disaster and climate risks, but serve as transformative opportunities to break away from socially- and gender-unequal practices and norms that constrain sustainable development.

Through our vision of generating research for policy and as part of the Global Consultative Committee of the Nansen Initiative, we at SEI are pleased to collaborate with the Core Group of States and other key stakeholders to move forward with implementing the Protection Agenda. We remain committed to ensure gender-responsive and sustainable human security measures and development decisions to protect those displaced by disasters and climate change, and those whom they leave behind.

I sincerely thank you for your kind attention. Have a good day.

**United Nations University statement by Dr. Koko Warner
at the Nansen Initiative Global Consultation**

Geneva 13 October 2015

OPENING

As climate change unfolds more people will be affected by extreme weather such as hurricanes and droughts. Many may be forced from their homes. People will move, we want them to do so with dignity and safety.

APPRECIATION AND LAUD FOR NANSEN

At this crucial decision making moment, United Nations University joins distinguished Heads of State, Ministers of over 100 countries, Action and Thought leaders in commending the vision of Norway, Switzerland, Germany and Friends of the Nansen Initiative in creating the Nansen Initiative and convening this Global Consultation.

PATTERNS

The findings of the IPCC 5th Assessment Report point to the vital importance of anticipating threats to lives, property, and livelihoods and how it might affect people's choices to stay or to leave.

People move for two reasons related to climate change: because their physical safety is threatened, and because climate stressors such as floods and drought threaten their ability to earn money and feed their families.

What we find again and again is that many people on the frontlines of climate change also exist on the edge of poverty, where one bad or destroyed harvest can mean devastation and lead one or more family member to migrate in search of shelter, livelihoods, and food security. We need to ensure that when these people move they do so with safety and dignity.

The Nansen Initiative has brought us all together to share experiences and identify gaps that we need to fill together in the future.

CALL TO ACTION – LOOKING TOWARDS PARIS

Countries need to prepare for human mobility by including the issue in their National Adaptation Planning and implementation.

NAPs are the vehicles for preparing countries to manage the risks of climate change. By including human mobility in these plans, countries can take the first step to ensuring that moving remains a choice among other viable options for climate vulnerable people.

It is essential that national adaptation planning and implementation are firmly anchored in the Paris Agreement. These are the delivery channel for translating climate policy into action for all countries.

The overall objective of the Convention is “**ensure that food production is not threatened and to enable economic development to proceed in a sustainable manner**”—our aims are to reduce people’s vulnerability to climate change, if they choose to stay, if they have to go.

We are watching for three things in the discussions here in Lima that will be necessary for success in Paris:

1. **The Paris agreement must recognize the issues of human mobility-- including displacement, planned relocation, and migration-- so countries can identify priority areas for action where mobility pressures will likely increase.**
2. **The Paris agreement must tangibly increase the range of options open to those most vulnerable** to the effects of climate change and thus reducing their vulnerability in the short, medium and long run is the overall objective. National Adaptation Planning processes represent a key opportunity to address vulnerability.
3. The Paris agreement must facilitate **comprehensive climate risk management policy** at both the international and national levels by:

The international community can bolster the ability of countries to manage climate risk with a three-pronged approach: 1). **Preventing forced migration** as much as possible; 2). where vulnerable people are on the move, **providing assistance and protection** to those that are being and will be displaced; and 3). **facilitating comprehensive adaptation strategies that allow countries to pursue targeted mobility where necessary, and ensure affected populations participate in decisions affecting their future** in a changing climate.

In conclusion, many of us migrate away from our homes for jobs, for education, to be closer or farther away from our families.

Some of us move with the comfort of knowing that we can always go home. But for others today, and for many more in the future, there may no longer be a habitable place to return to. For those facing sea level rise, permafrost melt, increasingly unpredictable weather, water shortages, salt intrusion into soil and water, places we call home today may not be hospitable in the future. The road to Paris is our chance to lay plans for keeping a safe operating space for humanity, and for ensuring that if people have to move they do so in dignity and safety.

Nansen Initiative Global Consultation, 12 - 13 October 2015

Plenary Statement by the Refugee Law Initiative, University of London

Distinguished delegates,

It is my honour to make this statement on behalf of the Refugee Law Initiative, an academic centre at the University of London that promotes and facilitates research on the law and policy pertaining to forced migration and refugee protection. Through our many specialised networks and projects, the Refugee Law Initiative brings together a wide constituency of refugee law scholars and practitioners from all corners of the globe.

In this capacity, we wish to congratulate the Nansen Initiative for its ground-breaking work over the past few short years. We are pleased to see this process culminate today in the presentation of the Protection Agenda.

This innovative Agenda offers us a new vision of the pervasive phenomenon in today's world of disaster-induced cross-border displacement. We believe that the Protection Agenda gives real insight into the key conceptual and policy challenges (and opportunities) relating to the protection of persons forced to leave their homes due to climate change and disasters, and into the many tools that can be employed to respond to their plight. More than that, though, we welcome the Protection Agenda as also a roadmap for action on the part of governments, international organisations, civil society, academia and affected communities in an uncertain climate future.

As such, the Refugee Law Initiative was privileged to play a small part in the process: participating in Nansen Consultative Committee; contributing to Nansen research; and co-organising a regional Consultation earlier this year in South America that was generously hosted by the government of Ecuador.

Grounded in this experience, we conclude that the Protection Agenda rightly identifies three priority areas for future action. We view the last of these priority areas - collecting data and enhancing knowledge on disaster displacement - as one where academics and researchers can and will make a particular contribution.

Already, this year, the Refugee Law Initiative has integrated the topic of disaster displacement into our postgraduate distance-learning programme on Refugee Protection and Forced Migration Studies, and we welcome this priority area as a distinct agenda for research in the coming years.

As scholars in the field, we commend the Nansen Initiative for its inspiring work very much in the spirit of its namesake Fridtjof Nansen. More importantly, we welcome the Protection Agenda as a milestone in the journey towards ensuring humanitarian protection for vulnerable Displaced Persons in the Context of Disasters and Climate Change.

Thank you.

8

SUMMARY OF PANEL DISCUSSIONS

PANEL 1: PROTECTING CROSS-BORDER DISASTER-DISPLACED PERSONS

Each year, millions of people are displaced by disasters caused by natural hazards such as floods, tropical storms, earthquakes, volcanic eruptions, landslides, droughts, salt water intrusion, glacial melting, glacial lake outburst floods, and melting permafrost. Most disaster displaced persons remain within their own country, but some cross borders in order to reach safety and/or protection and assistance in another country.

The Protection Agenda identifies two ways that States undertake humanitarian protection measures for cross-border disaster-displaced persons: 1) States can either admit such persons to the territory of the receiving country and allow them to stay at least temporarily, or 2) States can refrain from returning foreigners to a disaster affected country who were already present in the receiving country when the disaster occurred.

Participants in the panel shared past experiences, and discussed future opportunities and challenges for providing protection and assistance to cross-border disaster-displaced persons.

Panelists:

H.E. Mr. Manuel González Sanz⁷⁵

Minister of Foreign Affairs, Government of Costa Rica

Ms. Kathya Rodríguez

Director General of Immigration, Government of Costa Rica

Mr. Haron Komen

Acting Commissioner of Refugee Affairs, Government of Kenya

Prof. Walter Kaelin

Envoy of the Chairmanship of the Nansen Initiative

Moderator: Prof. Jane McAdam

Faculty of Law, University of New South Wales, Australia

⁷⁵ H.E. González Sanchez was subsequently represented by Ms. Kathya Rodríguez during the panel discussion.

Key messages from presentations

- Disaster displacement is large-scale, with one person displaced by a sudden-onset disaster every second. While potentially every country could be affected by cross-border disaster-displacement, displaced persons seeking admission and stay may find it difficult to receive the protection they need. In the absence of international laws, effective practices already being used can help to inspire more predictable responses to cross-border disaster-displacement.
- In addition to sudden-onset hazards such as earthquakes, hurricanes, and volcanoes, migration and displacement are already linked to the effects of climate change, which are likely to result in additional cross-border disaster-displacement in the future, with particular consequences for marginalized people suffering from poverty and discrimination, and women and girls.
- Migration measures that apply a humanitarian and human rights based approach can be an effective way to receive and help disaster displaced persons integrate into another country, such as through the use of migration visas granted on humanitarian grounds or reciprocity agreements.
- Regional, bilateral and multi-sector approaches are needed to ensure the development of effective responses to cross-border disaster-displacement, and should also address relevant international fora to establish a link between climate change, disasters, human rights and displacement.
- Cross-border disaster-displacement calls upon humanitarians and governments to find pragmatic solutions when people arrive at an international border requesting emergency treatment, food and other essential services in the aftermath of disasters.
- While the present knowledge on cross-border disaster-displacement is growing, more detailed data and knowledge is needed to support the development of public policies and improved predictability of responses, particularly at the (sub-) regional level.

Key messages from discussion

- Comprehensive responses to cross-border disaster-displacement need to be cross-sectoral, across all levels of government not only at the national level, but also at the bilateral, (sub-) regional and international levels, to develop strong dialogue and coordination, early warning systems, standard operating procedures, and the ability to activate extraordinary measures that can be adapted to each specific disaster situation, including the need to find lasting solutions to displacement.
- To ensure collective preparedness and action, governments need to support the response capacity of civil society organizations, capture and utilize traditional knowledge systems, and ensure that information and knowledge more generally are shared.
- Integrated approaches, such as through sub-regional migration measures, are needed so that States are prepared to receive cross-border disaster-displaced persons in organized ways that respect displaced persons' dignity and human rights. Approaches should build upon existing frameworks that address internal displacement in disaster contexts like the African Union's Kampala Convention.
- It will be crucial to address cross-border disaster-displacement and its links to climate change in the upcoming December 2015 UNFCCC Conference of the Parties in Paris.

PANEL 2: MANAGING DISASTER DISPLACEMENT RISK

A comprehensive approach to cross-border disaster-displacement requires tackling disaster displacement risk in the country of origin. Therefore, the Protection Agenda addresses not only the protection and assistance needs of cross-border disaster-displaced persons, but, at the same time, identifies measures to manage disaster displacement risks in the country of origin.

The discussion invited panelists from countries in the Americas, Asia and the Pacific to share their Governments' experiences and lessons learned with using a wide range of tools to reduce vulnerability and build the resilience of people at risk of disaster displacement.

Panelists:

H.E. Mr. Henry Puna⁷⁶

Prime Minister, Government of the Cook Islands

Ms. Elizabeth Wright-Koteka

Chief of Staff, Office of the Prime Minister, Government of the Cook Islands

Mr. Md. Shahidul Haque

Foreign Secretary, Government of Bangladesh

Dr. Jesus Domingo

Assistant Secretary of Foreign Affairs, Government of the Philippines

Mr. Le Minh Nhat

Director, Climate Change Adaptation Division, Government of Viet Nam

Moderation: Mr. David Sheppard

Director General, Secretariat of the Pacific Regional Environment Programme (SPREP)

Key messages from presentations

- Every disaster is unique with its own dynamics. True preparation, as set out in the Protection Agenda, requires the capacity to have creative and flexible responses to disaster risk management. States need to be proactive, not reactive, to address the potential impact of natural hazards and the adverse effects of climate change.
- The Protection Agenda's tool box approach, by providing a multitude of measures such as integrating human mobility considerations within joint climate change adaptation and disaster risk reduction strategies, allows States the flexibility to develop innovative measures to manage disaster displacement risk by responding to unique national and regional challenges.
- Governments should do everything they can to build the resilience of communities to the impacts of natural hazards and the adverse impact of climate change so that people can live meaningful lives in their own

⁷⁶ H.E. Mr. Henry Puna was subsequently represented by Ms. Elizabeth Wright-Koteka during the panel discussion.

countries. At the same time, issues related to migration must be brought out of the shadows of the climate change and disaster risk reduction debates and policies so that, in the event that movement is inevitable, migration can occur in dignity and communities can be relocated with full respect of their rights, such as through training and accreditation programmes and ensuring consultation with affected communities.

- Disaster risk reduction, climate change adaptation, and development measures can significantly reduce disaster-related casualties and protracted displacement. It is essential to ensure that key international processes (e.g., 2030 Agenda for Sustainable Development, the Sendai Framework for Disaster Risk Reduction, and UNFCCC process) and their follow up include human mobility related challenges to capture the full benefit of such processes to manage disaster displacement risk.
- A whole of nation approach, supported by the help of international partners, is needed to respond to the protection and assistance needs of internally displaced persons in severe disaster situations. National IDP legislation, complemented by strong climate change and disaster risk reduction measures, can also play a key role in building the resilience of affected communities.
- Planned relocation, when planned and implemented in close consultation and participation with affected communities, can not only reduce the exposure of communities to natural hazards, but also has the potential to be a driver of development by strengthening overall resilience.

Key messages from discussion

- Effectively managing disaster displacement risk in the country of origin requires a people-centered approach that also builds capacity at the national, local and individual levels.
- Governments will need to ensure that disaster displacement is taken into consideration when updating national laws and policies to reflect the new 2015 international frameworks on disaster risk reduction, development and climate change.
- Shared cultural and community ties can help to facilitate the successful integration of international migrants in the receiving country.

PANEL 3: PRIORITY AREAS FOR FUTURE ACTION

As a contribution to future efforts to address cross-border disaster-displacement, the Protection Agenda identifies three priority areas for action to support the implementation of identified effective practices:

1. **Collecting data and enhancing knowledge** on cross-border disaster-displacement;
2. **Enhancing the use of humanitarian protection measures** for cross-border disaster-displaced persons, including mechanisms for lasting solutions, for instance by harmonizing approaches at (sub-)regional levels;
3. **Strengthening the management of disaster displacement risk in the country of origin.**

Panelists discussed how concerted action in these areas, at all levels, will be important for generating wider and more systematic application of the numerous effective practices currently used by States and other actors. In particular, the panelists discussed how such action requires a shared understanding of and coordinated approaches to cross-border disaster-displacement that bring together a wide variety of different actors, and establish links between humanitarian action, human rights protection, migration management, refugee protection, disaster risk reduction, climate change adaptation, and development interventions.

Panelists:

Mr. Jan Egeland

Secretary General, Norwegian Refugee Council (NRC)

Ms. Maria Luisa Silva

Director, United Nations Development Programme (UNDP) Office in Geneva

Dr. Robin Bronen

Executive Director, Alaska Institute for Justice

Dr. Chaloka Beyani

Special Rapporteur on the Human Rights of Internally Displaced Persons

Moderation: Dr. Elizabeth Ferris

Senior Fellow, Brookings Institution

Key messages from presentations

- Civil society can play a crucial and much needed role of representing the needs of disaster displaced persons to ensure that they are consulted and listened to, and to carry out activities at the community level. Civil society can also assist with data collection and analysis, such as by providing support to disaggregate data to identify the specific needs of women, men, children and older persons and tracking how protection needs may change over time.
- Disasters take lives, cause massive suffering (including displacement), and wash away hard earned development gains. In disasters, the poor often suffer the most, with most exposure to natural hazards due to a lack of development in the first place. Development actors can help to translate such realities into risk awareness and action, such as by working with governments to develop early warning and contingency planning sys-

tems that also include adequate budget allocations and developing appropriate legal frameworks to address related challenges such as resolving land tenure issues.

- With extreme natural hazards becoming the new normal, more needs to be done to change mind sets and develop innovative future responses to disaster displacement, particularly in the areas of disaster risk reduction and climate change adaptation, but also in building stronger linkages between humanitarian and development action.
- Local communities can play an important role in developing joint indicators and carrying out joint monitoring, in collaboration with local and national authorities, prior to a planned relocation process or crisis situation that results in immediate displacement. Human rights protection must be imbedded within any planned relocation process, with clear institutional and financial accountability for all actors to ensure such challenges do not delay necessary action.
- Improved use of humanitarian protection measures for cross-border disaster-displaced persons will require enhanced data and knowledge, humane border management, multi-sectoral regional measures, and ensuring adequate linkages between strategies and actions that address both internal and cross-border displacement in disaster contexts. In particular, protection measures for disaster displaced persons must be specifically integrated within national and regional disaster risk management and climate change adaptation laws and policies to ensure coordination and harmonization within national government institutions and between States.

Key messages from discussion

- Global climate change predictions are not necessarily relevant at the local level. Communities need to have the appropriate tools to monitor environmental changes in their own areas and be able to coordinate that information with government action.
- Consultation processes need to reflect the entire spectrum of community members, including women, children and minorities, so that protection needs, as well as existing effective mechanisms, are adequately identified and included in relevant policies and programmes.
- National measures alone are not sufficient. The future challenges of cross-border disaster-displacement, particularly in the context of climate change, need to be tackled through approaches based upon shared responsibility and international cooperation.
- Legal, institutional, operational, and knowledge gaps on cross-border disaster-displacement remain. Such displacement still lacks an institutional home. Acknowledgement of these challenges by States, through the endorsement of the Protection Agenda, means that the issue now needs to be brought back within the United Nations system. Enhanced and coordinated action by international organizations, including through continued advocacy and dedicated resources, will also be essential to implementing the Protection Agenda.

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CONFERENCE PROGRAMME

Monday, 12 October 2015

08:00-10:00	Registration and Coffee
10:00-10:30	OPENING CEREMONY H.E. Mr. Didier Burkhalter Federal Councillor and Head of the Federal Department of Foreign Affairs, Government of Switzerland, on behalf of the Chairmanship of the Nansen Initiative
10:30-11:00	THE NANSEN INITIATIVE AND THE ROAD TO GENEVA: Presentation of the Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change Prof. Walter Kaelin Envoy of the Chairmanship of the Nansen Initiative
11:00-11:30	Coffee Break
11:30-12:30	THEMATIC PANEL 1: Protecting Cross-Border Disaster-Displaced Persons H.E. Mr. Manuel González Sanz Minister of Foreign Affairs, Government of Costa Rica Mr. Haron Komen Acting Commissioner for Refugee Affairs, Government of Kenya Prof. Walter Kaelin Envoy of the Chairmanship of the Nansen Initiative Moderator: Prof. Jane McAdam Faculty of Law, University of New South Wales, Australia
12:30-14:00	Lunch
14:00-14:30	KEYNOTE ADDRESS H.E. Mr. António Guterres , High Commissioner (video address), followed by Mr. Volker Türk , Assistant High Commissioner for Protection, Office of the UN High Commissioner for Refugees (UNHCR) H.E. Mr. William Lacy Swing Director General, International Organization for Migration (IOM)
14:30-15:20	PLENARY – Statements by Representatives of States
15:20-15:30	BOOK LAUNCH: “A Tale from Climate Ground Zero: Climate Change, Land and People in Bangladesh” H.E. Mr. Abul Hassan Mahmood Ali, M.P. Minister for Foreign Affairs, Government of Bangladesh

15:30-16:00	Coffee Break
16:00-17:00	PLENARY (ctd.) - Statements by Representatives of Participating States
17:00-18:00	THEMATIC PANEL 2: Managing Disaster Displacement Risk in the Country of Origin H.E. Mr. Henry Puna Prime Minister, Government of the Cook Islands Mr. Md. Shahidul Haque Foreign Secretary, Government of Bangladesh Dr. Jesus Domingo Assistant Secretary of Foreign Affairs, Government of the Philippines Mr. Le Minh Nhat Director of Climate Change Adaptation Division, Department of Hydrology, Meteorology and Climate Change, Ministry of Natural Resources and Environment, Government of Viet Nam Moderator: Mr. David Sheppard Director General, Secretariat of the Pacific Regional Environment Programme (SPREP)
19:30-21:30	Reception and Art Exhibition DISPLACEMENT at Pavillon Sicli, Geneva

Tuesday, 13 October 2015

09:00-10:00	PLENARY (ctd.) - Statements by Representatives of States
10:00-11:00	THEMATIC PANEL 3: Priority Areas for Future Action Mr. Jan Egeland Secretary General, Norwegian Refugee Council (NRC) Ms. Maria Luisa Silva Director, United Nations Development Programme (UNDP) Office in Geneva Dr. Robin Bronen Executive Director, Alaska Institute for Justice Dr. Chaloka Beyani Special Rapporteur on the Human Rights of Internally Displaced Persons Moderator: Dr. Elizabeth Ferris Senior Fellow, Brookings Institution
11:00-11:30	Coffee Break
11:30-12.30	PLENARY (ctd.) - Statements by Representatives of States, International Organizations and Civil Society
12:30-13:00	CLOSING CEREMONY AND PRESENTATION OF CONFERENCE STATEMENT H.E. Mr. Morten Høglund State Secretary, Ministry of Foreign Affairs, Government of Norway, on behalf of the Chairmanship of the Nansen Initiative
13:00-14:00	Lunch

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LIST OF PARTICIPANTS

Chairmanship of the Nansen Initiative

NORWAY

H.E. Mr. Morten HØGLUND

State Secretary, Ministry of Foreign Affairs

Ms. Kjersti ANDERSEN

Director General, Department for United Nations and Humanitarian Affairs

Ms. Guri SOLBERG

Senior Adviser, Ministry of Foreign Affairs

Ms. Mette MØGLESTUE

Senior Adviser, Ministry of Foreign Affairs

Mr. Geir Arne SCHEI

Senior Adviser, Ministry of Foreign Affairs

SWITZERLAND

H.E. Mr. Didier BURKHALTER

Federal Councillor, Head of the Federal Department of Foreign Affairs

H.E. Mr. Alexandre FASEL

Permanent Representative, PM Geneva

Ms. Sabrina DALLAFIOR MATTER

Deputy Head, Human Security Division, Federal Department of Foreign Affairs

Mr. Adrian JUNKER

Head of Section, Humanitarian Policy and Migration, Federal Department of Foreign Affairs

Ms. Petra SIGRIST

Diplomatic Collaborator, Section of Humanitarian Policy and Migration, Federal Department of Foreign Affairs

Ms. Rukan MANAZ

Section of Humanitarian Policy and Migration, Federal Department of Foreign Affairs

Mr. Philippe KAESER

Head of Section, Humanitarian Affairs, PM Geneva

Mr. Oliver HOEHNE

Deputy Head of Section, Humanitarian Affairs, PM Geneva

Ms. Paola CERESSETTI

Head of Media and Public Relations, PM Geneva

Ms. Isabelle GOMEZ TRUEDSSON

Federal Department of Foreign Affairs

Mr. Alexis SPITSAS

PM Geneva

Ms. Sarah NIEDERBERGER

PM Geneva

Steering Group of the Nansen Initiative

AUSTRALIA

Mr. Richard JOHNSON

Assistant Secretary, Community Protection and Border Policy Branch, Immigration and Citizenship Policy Division, Department of Immigration and Border Protection

Mr. Russel MILES

Director Mechanisms and Adaptation Section, Sustainability and Climate Change Branch, Department of Foreign Affairs and Trade

Ms. Sally O'DONNELL

Executive Officer (Immigration), PM Geneva

BANGLADESH

H.E. Mr. Abul Hassan Mahmood ALI

Minister of Foreign Affairs

Mr. Md. Shahidul HAQUE

Foreign Secretary, Ministry of Foreign Affairs

Mr. Shah ASIF RAHMAN

Foreign Minister's Office, Ministry of Foreign Affairs

H.E. Mr. M. Shameem AHSAN

Permanent Representative, PM Geneva

Mr. Md. Nazrul ISLAM

Deputy Permanent Representative, PM Geneva

Ms. Nahida SOBHAN

Minister, PM Geneva

Mr. Robiul ISLAM

First Secretary, PM Geneva

Mr. Toufiq Islam SHATIL

Counsellor, PM Geneva

COSTA RICA**H.E. Mr. Manuel GONZÁLEZ SANZ**

Minister of Foreign Affairs

Mr. Christian GUILLERMET FERNÁNDEZ

Director for Foreign Policy, Ministry of Foreign Affairs

H.E. Ms. Elayne WHYTE GÓMEZ

Permanent Representative, PM Geneva

H.E. Ms. Isabel MONTERO DE LA CÁMARA

Permanent Representative, Embassy Berne

Ms. Diana MURILLO SOLÍS

First Secretary, Embassy Berne

Ms. Kathy RODRÍGUEZ ARAICA

Director General of Migration

Mr. Norman LIZANO ORTÍZ

Minister Counsellor, PM Geneva

Ms. Roxana TINOCO BRENES

Counsellor, PM Geneva

Ms. Lisa WEIHSER

PM Geneva

Mr. Silas MARKERT

PM Geneva

GERMANY**Ms. Annett GUENTHER**

Deputy Director General for Humanitarian Assistance, Crisis Prevention and Post-Conflict Peacebuilding

Mr. Ole GROGRO

First Secretary, Humanitarian Assistance and Humanitarian Demining, PM Geneva

H.E. Mr. Joachim RUECKER

Permanent Representative, PM Geneva

Mr. Axel KUECHLE

Counsellor, Humanitarian Affairs, International Humanitarian Law, PM Geneva

KENYA**Mr. Haron KOMEN**

Acting Commissioner for Refugee Affairs, Department of Refugee Affairs

Mr. Tom ANYIM

Minister Counsellor, PM Geneva

MEXICO**H.E. Mr. Raúl HEREDIA**

Deputy Permanent Representative, PM Geneva

Mr. José Antonio HERNÁNDEZ VEGA

Advisor, PM Geneva

PHILIPPINES**Mr. Mateo MONTAÑO**

Undersecretary, Department of Social Welfare and Development

Dr. Jesus DOMINGO

Assistant Secretary of Foreign Affairs, Department of Foreign Affairs

H.E. Ms. Cecilia B. REBONG

Permanent Representative, PM Geneva

Mr. Ricardo PARAS

Chief State Counsel, Department of Justice

Ms. Herminia ANGELES

Senior State Counsel, Department of Justice

Ms. Ma. Cecille CORPUZ

Technical Assistant, Office of the Executive Secretary Strategic Initiatives and Monitoring Office

Ms. Sharon Johnnette AGDUMA

Third Secretary, PM Geneva

Official Delegations**AFGHANISTAN****Mr. Mher Khuda SABAR**

Director of Internally Displaced Persons and Emergency Directorate, Ministry of Refugee and Repatriation

Mr. Azizullah OMAR

Counsellor, PM Geneva

Mr. Nazir Ahmad FOSHANJI Third Secretary, PM Geneva

ALBANIA**H.E. Ms. Filloreta KODRA**

Permanent Representative, PM Geneva

Ms. Blerina ZOTO

Counsellor, PM Geneva

Mr. Fatjon DEMNERI

First Secretary, PM Geneva

Mr. Arian PIRO

PM Geneva

ALGERIA**Mr. Mohamed Lamine HABCHI**

Counsellor, PM Geneva

Mr. Zoheir KHERROUR

First Secretary, PM Geneva

Mr. Habiba KHERROUR

First Secretary, PM Geneva

ANGOLA**Mr. Miguel AUGUSTO**

Secretary of State for Geology and Mining, Ministry of Geology and Mining

AUSTRIA**Mr. Hans-Peter GLANZER**

Head of Department for Humanitarian and Food Aid, Relief Fund for International Disasters, Ministry for Europe, Integration and Foreign Affairs

Mr. Gerhard THALLINGER

Humanitarian Affairs Counsellor, PM Geneva

BELGIUM**Mr. Bert SCHOOF**

Deputy Head Policy Planning, Mediation and Conflict Prevention, Ministry of Foreign Affairs

Mr. Erik DE MAEYER

Counsellor, PM Geneva

BOLIVIA (PLURINATIONAL STATE OF)**Mr. César Adalid SILES BAZÁN**

Director General for Legal Affairs, Ministry of Foreign Affairs

BRAZIL**Ms. Juliana BENEDETTI**

Second Secretary, Ministry of Foreign Affairs

Mr. Pedro DALCERO

Minister Counsellor, PM Geneva

BHUTAN**Mr. Thinley WANGCHUK**

Chief Civil Registration and Census Officer, Ministry of Home and Civil Affairs

Mr. Karma TSHOSAR

Chief, International Organization Division, Ministry of Foreign Affairs

BURUNDI**Mr. Hakizimana VENANT**

Director of Planning Secure Operations, General Direction of Civil Protection

Ms. Marie Ancile NTAKABURIMVO

Attaché (Legal Affairs), PM Geneva

CAMBODIA**Mr. Sopha SOKUN NARONG**

Vice Chief of Policy and Coordination Office

Mr. Ponleu Rath PHLANG

Deputy Director, Information and Relations Department, National Committee for Disaster Management

CAMEROON**Dr. Jean-Pierre NANA**

Director, Civil Protection, Ministry of Territorial Administration

H.E. Mr. Leonard Henri BINDZI

Permanent Representative, Embassy Berne

CHAD**Mr. Yacoub Sougui TOUGOUTAMI**

Permanent Secretary, Commission nationale d'accueil et de réinsertion des réfugiés et des rapatriés (CNARR)

Mr. Mahamat Saleh SEÏD

Principal Administrator, Commission nationale d'accueil et de réinsertion des réfugiés et des rapatriés (CNARR)

Mr. M. Alim TALHA MAHAMAT

Counsellor, PM Geneva

CHILE**Ms. Macarena SARRAS**

Direction of Multilateral Policy, Ministry of Foreign Affairs

Mr. Ignacio LLANOS

Director of Multilateral Policy, Ministry of Foreign Affairs

CHINA**Ms. Jing ZHONG**

Second Secretary. PM Geneva

COLOMBIA

Ms. Maria Andrea ALBAN

International Cooperation Director, Ministry of Foreign Affairs

H.E. Ms. Beatriz LONDOÑO

Permanent Representative, PM Geneva

Mr. Juan Carlos MORENO

Second Secretary, PM Geneva

COOK ISLANDS

H.E. Mr. Henry PUNA

Prime Minister

Ms. Elizabeth WRIGHT-KOTEKA

Chief of Staff, Office of the Prime Minister

CÔTE D'IVOIRE

Dr. Kouassi Yao Filbert GLEGLAUD

Director, African Organizations, Ministry of State, Ministry of Foreign Affairs

Mr. Karim SILUE

Counsellor, PM Geneva

DENMARK

Mr. Andreas BOOR

Head of Section, Ministry of Foreign Affairs

DJIBOUTI

Mr. Iltireh Mohamed KAID

Deputy Director of the Bilateral Relations Advisor to the Ministry of Interior

Mr. Moustapha Houssein ASSOWEH

Technical Advisor, Ministry of Interior

DOMINICAN REPUBLIC

Ms. Zoraima CUELLO

Vice-Minister of the Presidency

Mr. Rafael DE LUNA PICHIRILO

Executive Director of the Civil Defense

Mr. Pablo Miguel MEDINA JÍMEZ

Minister Counsellor, PM Geneva

ECUADOR

Mr. José Miguel SOSA ROJAS

Director, Security and Migration Cooperation, Ministry of Foreign Affairs and Human Mobility

Dr. Mariana PIHUAVE NACIF

Humanitarian Assistance Manager

Mr. Alfonso MORALES SUÁREZ

Deputy Permanent Representative, PM Geneva

EGYPT

Mr. Mohamed NEGM

Deputy Permanent Representative, PM Geneva

Mr. Mohamed NASR

Counsellor, PM Geneva

EL SALVADOR

Mr. Ruben ESCALANTE HASBUN

Counsellor, PM Geneva

H.E. Mr. Joaquin MAZA MARTELLI

Permanent Representative, PM Geneva

ETHIOPIA

Mr. Mulunehe WOLDEMARIAM

Acting Director, Early Warning & Response Directorate, Ministry of Agriculture

H.E. Mr. Negash Kebret BOTORA

Permanent Representative, PM Geneva

Ms. Yanit Abera HABTEMARIAM

Second Secretary, PM Geneva

FIJI

Mr. Ratu KATONIVUALIKU

In-Country Coordinator, Ministry of Foreign Affairs

Mr. Setareki TALE

Acting Permanent Secretary, Ministry of Rural & Maritime Development and National Disaster Management

Ms. Namita KHATRI

Deputy Permanent Representative, PM Geneva

FINLAND

Mr. Renne KLINGE

Counsellor, PM Geneva

FRANCE

Mr. Jean-Pierre LACROIX

Director, Bureau for the United Nations, International Organizations, Human Rights and Francophonie Directorate, Ministry of Foreign Affairs

H.E. Ms. Elisabeth LAURIN

Permanent Representative, PM Geneva

Mr. Thomas WAGNER

Deputy Permanent Representative, PM Geneva

Mr. Philippe RAMET

Counsellor, PM Geneva

Ms. Marilyne OLSZAK

Counsellor, PM Geneva

Ms. Claire GAULIN

Attaché, PM Geneva

Mr. Julien LAGACHE

PM Geneva

GREECE

H.E. Mr. Alexandros ALEXANDRIS

Permanent Representative, PM Geneva

Ms. Ismini PANAGOPOULOU

First Secretary, Head of Migration and Humanitarian Affairs Department, PM Geneva

Ms. Yvonne VINGAS

PM Geneva

GUATEMALA

Ms. María Angela LEAL PINEDA

Director of Integrated Risk Management Direction, Coordinadora Nacional para la Reducción de Desastres (CONRED)

H.E. Ms. Mónica BOLAÑOS PÉREZ

Permanent Representative, PM Geneva

Ms. Ana Regina TOLEDO ORDÓÑEZ

Minister Counsellor, PM Geneva

HAITI

Mr. Frantz DORSAINVILLE

Director of Legal Affairs, Ministry of Foreign Affairs

H.E. Mr. Pierre André DUNBAR

Permanent Representative, PM Geneva

H.E. Ms. Marie Laurence PEAN MEVS

Deputy Permanent Representative, PM Geneva

HONDURAS

Mr. Dolan Josué CASTRO CORTES

Director of Emergency Preparedness and Response, Permanent Commission for Contingencies

Ms. Geybi Maribel POSADAS GONZÁLEZ

Regional Cooperation Analyst, Responsible for Humanitarian Assistance

H.E. Mr. Giampaolo RIZZO ALVARADO

Permanent Representative, PM Geneva

Ms. María José MEJÍA HENRÍQUEZ

Third Secretary, PM Geneva

HUNGARY

H.E. Mr. Ádám Zoltán KOVÁCS

Deputy State Secretary for International Cooperation, Ministry of Foreign Affairs and Trade

Ms. Édua MINISKA

Chief of Cabinet of the Deputy State Secretary for International Cooperation, Ministry of Foreign Affairs and Trade

Ms. Zsófia LIPTÁK

Human Rights Officer, Ministry of Foreign Affairs and Trade

INDONESIA

Mr. Yohpy WARDANA Deputy Director for

Humanitarian Affairs, Directorate of Human Rights and Humanitarian Affairs, Ministry of Foreign Affairs

Mr. Acep SOMANTRI

Minister Counsellor, PM Geneva

Mr. Rolliansyah SOEMIRAT

First Secretary, PM Geneva

IRELAND

Ms. Gisela SCHMIDT-MARTIN

Attaché, PM Geneva

IRAQ

H.E. Mr. Omar AL BARZENJI

Deputy Minister of Foreign Affairs

H.E. Mr. Mohammad SABIR

Permanent Representative, PM Geneva

Mr. Tahrir A. Sattar KHALIL

Third Secretary, PM Geneva

ISRAEL

Mr. Brian FRENKEL

Human Rights and Humanitarian Affairs Officer, PM Geneva

ITALY

Mr. Riccardo LUPORINI

PM Geneva

JORDAN

Mr. Nash'At AL-HADID

Counsellor, Ministry of Foreign Affairs

KIRIBATI

H.E. Mr. Martin MORETI

Minister for Labor and Human Resources Development

Mr. Kireata MEAUKE

Acting Senior Labor Officer, Ministry of Labor

KOREA (REPUBLIC OF)

Mr. Young Joe YUN

Counsellor, PM Geneva

Mr. Su-Young JUNG

PM Geneva

KUWAIT

H.E. Mr. Jassem AL-MUBARAKI

Assistant Foreign Minister for the Affairs of International Organizations

Ms. Eqbal AL-GHANIM

Political Researcher, Department of International Organizations

H.E. Mr. Jamal AL-GHUNAIM

Permanent Representative, PM Geneva

Mr. Meshal AL-MANSOUR

Counsellor, PM Geneva

Ms. Rania AL MULAIFI

Attaché, PM Geneva

LAO PDR

Mr. Tavanh KITTIPHONE

Technical Officer, Department of Disaster Management and Climate Change, Ministry of Natural Resources and Environment (MONRE)

Mr. Lee Yongyee SAYAXANG

Desk Officer, Department of International Organizations, Ministry of Foreign Affairs

Mr. Bovonethat DOUANGCHAK

Counsellor, PM Geneva

LESOTHO

H.E. Mr. Lekhetho RAKUOANE

Minister of Home Affairs

Mr. Mohlolo Felix LEROTHOLI

Commissioner for Refugees, Ministry of Home Affairs and Public Safety and of Parliamentary Affairs

Mr. Ntsime JAFETA

Minister Counsellor, PM Geneva

LYBIA

Dr. Mustafa SALEM

Counsellor, PM Geneva

LIECHTENSTEIN

Mr. Manuel FRICK

Deputy Permanent Representative to the Council of Europe, Office for Foreign Affairs

LUXEMBOURG

Ms. Hélène RAGHEBOOM

Human Rights Desk Officer, Ministry of Foreign Affairs

Mr. Daniel DA CRUZ

Human Rights Adviser, Deputy Permanent Representative, PM Geneva

MADAGASCAR

H.E. Ms. Onitiana Voahariniaina REALY

Minister of Population, Social Protection and the Promotion of Women

Mr. Charles Desiré Alexandre RAMBOLARSON

Deputy Executive Secretary, Bureau National de Gestion des Risques et des Catastrophes (BNGRC)

Ms. Harivola Mirana RAVOKATRASOLOFO

Attaché, PM Geneva

MALDIVES

Ms. Geela ALI

Minister, Chargé d'Affaires a.i., PM Geneva

Ms. Rishfa RASHEED

Counsellor, PM Geneva

Ms. Shiuneen RASHEED

First Secretary, PM Geneva

MALI

Mr. Alassane Boncana MAÏGA

Deputy Chief Inspector, Agency for Environment and Sustainable Development, Ministry of Environment and Sanitation

Mr. Sidi Mohamed Youba SIDIBE

Counsellor, PM Geneva

MALTA

Mr. Gregory CAMILLERI

First Secretary, PM Geneva

MONACO

Ms. Marie-Noelle ALBERTINI

Diplomatic Advisor, Minister of Foreign Affairs and Cooperation

H.E. Ms. Carole LANTERI

Permanent Representative, PM Geneva

Ms. ChrystelCHANTELOUBE

Third Secretary, PM Geneva

MONGOLIA

Mr. Ganzorig TSOGTBAATAR

Deputy Chief, National Emergency Management Agency

MOROCCO

H.E. Mr. Mohamed AUJJAR

Permanent Representative, PM Geneva

Mr. Hassane BOUKILI

Deputy Permanent Representative, PM Geneva

MOZAMBIQUE

Mr. Adérito MATANGALA

National Director for Refugees, Ministry of Foreign Affairs and Cooperation

H.E. Mr. Pedro Afonso COMISSARIO

Permanent Representative, PM Geneva

Mr. Jaime Valente CHISSANO

Minister Plenipotentiary, PM Geneva

NEPAL

H.E. Dr. Bhartendu MISHRA

Member of the Planning Commission

Mr. Raju Babu PUDASAINI

Under Secretary, Ministry of Science, Technology and Environment

NETHERLANDS

Mr. Maurice PAULUSSEN

First Secretary, PM Geneva

NEW ZEALAND

Ms. Alexandra REUHMANN

Policy Adviser, PM Geneva

NICARAGUA

Dr. Guillermo GONZÁLEZ

Executive Director, Sistema Nacional de Prevención, Atención y Mitigación de Desastres (SINAPRED)

Mr. Néstor CRUZ TORUNO

Deputy Permanent Representative, PM Geneva

NIGER

Mr. Ibrahim MALANGONI

Director General of Civil Status and Refugees, Ministry of Interior, Public Safety and Decentralization

NIGERIA

Mr. Peters Omologbe EMUZE

Deputy Permanent Representative and Chargé d'Affaires a.i., PM Geneva

Mr. Stanley OPARA

Ministry of Foreign Affairs

Mr. Anthony N. ALONWU

First Counsellor, PM Geneva

PAKISTAN

Mr. Bilal Akram SHAH

First Secretary, PM Geneva

PANAMA

Mr. Rodolfo VILLALOBOS ABREGO

Deputy Commissioner, National Migration Service

PERU

Ms. Ana Rosa VALDIVIESO SANTA MARIA

Director of Human Rights, Ministry of Foreign Affairs

Ms. Sara ALVARADO SALAMANCA

Second Secretary, PM Geneva

POLAND

Mr. Łukasz RÓŻYCKI

Second Secretary, PM Geneva

Ms. Aleksandra ORR

PM Geneva

REPUBLIC OF MOLDOVA

Ms. Olesea COTOMAN

Deputy Head, Legislative, Coordination and Data Managing Directorate, Bureau for Migration and Asylum, Ministry of Interior

ROMANIA

Ms. Laura STRESINA

First Secretary, PM Geneva

RUSSIAN FEDERATION

Ms. Anastasia BAGDATIEVA

Attaché, PM Geneva

SAMOA

Ms. Amorette Faalupega POSINI

Principal Foreign Service Officer, Ministry of Foreign Affairs and Trade

Ms. Malia PISI

Senior Disaster Management Officer, Ministry of Natural Resources and Environment

SAO TOME AND PRINCIPE**Mr. Silvestre SOARES DOS RAMOS**

Jurist, Office of Legal Affairs and Representative of the Minister of the Presidency of the Council of Ministers and Parliamentary Affairs

SAUDI ARABIA**Mr. Ibrahim AL KHAMIS**

First Secretary, PM Geneva

SENEGAL**Mr. Cheikhou CISSE**

Secretary General, Ministry of the Interior

Mr. Abdoulaye NOBA

Director of Civil Protection, Ministry of the Interior

SEYCHELLES**Mr. Paul Raymond Jean LABALEINE**

Director General, Division of Risk and Disaster Management, Ministry of Environment and Energy

SIERRA LEONE**Mr. Alie Badara MANSARAY**

Commissioner, National Commission for Social Action

Mr. Mohamed Usman KOROMA

Programme Manager, Unit for Refugee Affairs, National Commission for Social Affairs

SLOVAKIA**Mr. Jan PLAVCAN**

Second Secretary, PM Geneva

SOMALIA**Mr. Mohamed Abdulkadir MOHAMUD**

Director, Ministerial Support Office

Mr. Mustakim WAID

Strategic Policy Advisor

SOUTH AFRICA**Mr. Nthutang SELEKA**

Director, Humanitarian Affairs, Department of International Relations and Cooperation

Ms. Tebogo Elinah BOSOGA

Foreign Service Officer, Humanitarian Affairs, Department of International Relations and Cooperation

Ms. Mohanuoa MABIDILALA

Chief Director, Integrated Provincial Disaster Management Support, Monitoring and Evaluation Systems

SPAIN**Mr. Gonzalo VEGA MOLINA**

Counsellor, Humanitarian and Migratory Affairs, PM Geneva

SRI LANKA**Ms. Anoja SENEVIRATNE**

Director, Mitigation and Technology, Disaster Management Centre, Ministry of Disaster Management

Mr. Dunesh GANKANDA

Deputy Minister of Urban Development, Water Supply and Drainage

SWEDEN**Mr. Anton WEYLER**

Desk Officer, Ministry of Justice

H.E. Mr. Per ORNEUS

Permanent Representative, Special Envoy for Humanitarian Affairs, PM Geneva

Ms. Antonia HULTIN

PM Geneva

THAILAND**Mr. Danai MOOSA**

Director, Bureau of Preparedness Strategy and Defense, National Security Council

Ms. Taksaporn NOIKAEW

Plan and Policy Analyst, Office of the National Security Council

H.E. Mr. Thani THONGPHAKDI

Permanent Representative, PM Geneva

H.E. Mr. Krerkpan ROEKCHAMNONG

Deputy Permanent Representative, PM Geneva

Mr. Natapanu NOPAKUN

Minister Counsellor, PM Geneva

Mr. Pakawat SRISUKWATTANA

First Secretary, PM Geneva

Mr. Athikarn KHONWAI

Third Secretary, Ministry of Foreign Affairs

TOGO**Mr. Bawoumondom BABAKE**

Technical Secretary, Ministry of Planning, Development and Zoning

Mr. Akintola S. Nelson AKIBODE National Focal Point, International Strategy of the United Nations for the Prevention of Disasters

Mr. Dametoti KOMBATE
Director of Social Action

TRINIDAD AND TOBAGO

Dr. Stephen RAMROOP
Chief Executive Officer, Office of Disaster Preparedness and Management, Ministry of National Security

TURKEY

Ms. Emine Ece Özabyoğlu ACARSOY
Head of Migration Department, Ministry of Foreign Affairs

Mr. Hüseyin DOĞAN
Humanitarian Counsellor, PM Geneva

TUVALU

Mr. Sumeo SILU
Disaster Coordinator, National Disaster Management Office

Ms. Savali FATOGA
Foreign Affairs Officer, Ministry of Foreign Affairs, Trades, Tourism, Environment and Labor

UGANDA

Mr. Michael KATUNGYE
Head of Europe Department, Ministry of Foreign Affairs

H.E. Mr. Christopher ONYANGA APARR
Permanent Representative, PM Geneva

Mr. Benedict Lawrence LUKWIYA
Deputy Permanent Representative, PM Geneva

UNITED STATES OF AMERICA

Mr. Mikael CLEVERLEY
Deputy Counsellor, Humanitarian Affairs, PM Geneva

Ms. Michelle PRODROMOU
Refugee Affairs Specialist, PM Geneva

UNITED REPUBLIC OF TANZANIA

Ms. Naima MRISHO
Assistant Director (Planning and Research), Prime Minister's Office, Disaster Management Department

Ms. Nyancheghe NANAI
Assistant Director (Operations and Coordination), Prime Minister's Office, Disaster Management Department

H.E. Mr. Modest Jonathan MERO
Permanent Representative, PM Geneva

UZBEKISTAN

Mr. Javohir NURMETOV
First Secretary, Chargé d'Affaires a.i., PM Geneva

Mr. Ulugbek LAPASOV
First Secretary, PM Geneva

VENEZUELA (BOLIVARIAN REPUBLIC OF)

Mr. Yldefonso FINOL OCANDO
President, National Commission for Refugees

Mr. Lenín Antonio PÉREZ RANGEL
Second Secretary, PM Geneva

Ms. Arline DÍAZ MENDOZA
Second Secretary, PM Geneva

VIET NAM

Mr. Le MINH NHAT
Director of Climate Change Adaptation Division, Department of Hydrology, Meteorology and Climate Change, Ministry of Resource and Environment

HOLY SEE

Prof. Frans THOOLEN
Permanent Observer Mission Geneva

THE ORDER OF MALTA

H.E. Ms. Marie-Thérèse PICTET-ALTHANN
Permanent Observer, PM Geneva

Prof. Michel VEUTHEY
Deputy Permanent Observer, PM Geneva

Ms. Dominika KIANICKOVÁ
Permanent Observer Mission Geneva

Ms. Anna REQVESO
Permanent Observer Mission Geneva

EUROPEAN UNION

Mr. Dominic PORTER
Minister Counsellor, Deputy Head, Permanent Delegation Geneva

Mr. Sami ZEIDAN
Legal Officer, European Commission- DG, Climate Action, Adaptation Unit

Mr. Erwan MARTEIL

First Counsellor Migration & Asylum, Environment,
Permanent Delegation Geneva

Mr. Daniel BECK

Counsellor, Permanent Delegation Geneva

Mr. Gaspard DE BOUSIES

Press & Communications Officer, Permanent
Delegation Geneva

Ms. Cynthia KRACMER

Permanent Delegation Geneva

International and Regional Organizations

ASSOCIATION OF SOUTHEAST ASIAN NATIONS (ASEAN)

Ms. Adelina Dwi Ekawati KAMAL

Head of Disaster Management and Humanitarian
Assistance Division

CENTRO DE COORDINACIÓN PARA LA PREVENCIÓN DE LOS DESASTRES NATURALES EN AMÉRICA CENTRAL (CEPRENAC)

Mr. Roy BARBOZA SEQUEIRA

Executive Secretary

ECONOMIC COMMUNITY OF WEST AFRICAN STATES (ECOWAS) COMMISSION

Mr. Mohammed IBRAHIM

Head of Disaster and Risk Division

Mr. Titilope SULAAM ECOWAS

Commission

INTERGOVERNMENTAL CONSULTATION ON MIGRATION, ASYLUM AND REFUGEES (ICG)

Ms. Kelly RYAN

International Protection and Immigration Expert

INTERGOVERNMENTAL AUTHORITY ON DEVELOPMENT (IGAD)

Ms. Nathalie GOETSCHI

Migration Expert

INTERNATIONAL CENTRE FOR MIGRATION POLICY DEVELOPMENT (ICMPD)

Dr. Chantal LACROIX

Programme Manager for MICIC

Dr. Aurélie SGRO

Associate Project Officer

INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES (IFRC)

Mr. David FISHER

Coordinator, Disaster Law Programme

Ms. Tessa KELLY

Senior Disaster Law Officer

INTERNATIONAL LABOUR ORGANISATION (ILO)

Mr. Theo SPARREBOOM

Chief Technical Advisor

INTERNATIONAL ORGANIZATION FOR MIGRATION (IOM)

H.E. Mr. William Lacy SWING

Director General

Mr. Gervais APPAVE

Special Policy Adviser to the Director General

Ms. Dina IONESCO

Head of Division, Migration, Environment and
Climate Change

Mr. Lorenzo GUADAGNO

Disaster Risk Reduction, Livelihoods and
Urbanization Expert

Ms. Mariam TRAORE CHAZALNOEL

Migration, Environment and Climate Change
Associate Expert

Ms. Eva MACH

Intern, Migration, Environment and Climate Change
Division

OFFICE OF THE HIGH COMMISSIONER FOR HUMAN RIGHTS (OHCHR)

Ms. Carolina HERNÁNDEZ

Consultant

SECRETARIAT OF THE PACIFIC REGIONAL ENVIRONMENT PROGRAMME (SPREP)

Mr. David SHEPPARD

Director General

SOUTHERN AFRICAN DEVELOPMENT COMMUNITY (SADC)

Ms. Segametsi MOATLHAPING

DRR Liaison Expert

UNITED NATIONS OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS (UNOCHA)

Mr. Walter WINTZER

World Humanitarian Summit, Project Manager

Mr. Sune HJELMERVIK GUDNITZ

Head of the Regional Office for the Pacific in Fiji

Ms. Dina ABOU SAMRA

Humanitarian Affairs Officer

UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP)

Ms. Maria Luisa SILVA

Director, UNDP Office in Geneva

Ms. Glaucia BOYER

Conflict Partnerships Specialist

UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES (UNHCR)

Mr. Volker TÜRK

Assistant High Commissioner for Protection

Ms. Ellen HANSEN

Special Adviser Reporting to the AHC (P)

Mr. José RIERA

Special Adviser Reporting to the AHC (P)

Ms. Marine FRANCK

Climate Change Officer

Ms. Kerstin TRÖSTER

Consultant

Mr. Timothy SHOFFNER

Intern

UNITED NATIONS OFFICE FOR DISASTER RISK REDUCTION (UNISDR)

Mr. Marco TOSCANO-RIVALTA

Chief, Office of the Special Representative

WORLD BANK

Mr. Hanspeter WYSS

Senior Program Officer

Academic Institutions, Foundations and Civil Society

ACTION AID

Ms. Farah KABIR

Country Director, Action Aid Bangladesh

ALASKA INSTITUTE FOR JUSTICE

Dr. Robin BRONEN

Executive Director

ARAB NETWORK FOR ENVIRONMENT AND DEVELOPMENT (RAED)

Mr. Emad ADLY

General Coordinator

ASIA PACIFIC REFUGEE RIGHTS NETWORK (APRRN)

Ms. Julia MAYERHOFER

Interim Executive Director

BROOKINGS INSTITUTION

Dr. Elizabeth FERRIS

Senior Fellow

CHATHAM HOUSE

Ms. Ruma MANDAL

Senior Research Fellow at Chatham House

CIESIN, EARTH INSTITUTE, COLUMBIA UNIVERSITY

Dr. Susana ADAMO

Associate Research Scientist

COASTAL ASSOCIATION FOR SOCIAL TRANSFORMATION (COAST)

Mr. Rezaul Karim CHOWDHURY

Executive Director

COOK ISLANDS RED CROSS

Ms. Fine ARNOLD

Secretary General

DISPLACEMENT SOLUTIONS

Mr. Scott LECKIE

Founder and Director

FACULTAD LATINOAMERICANA DE CIENCIAS SOCIALES (FLACSO)

Mr. Marcel ARÉVALO

Program Coordinator of Studies on Poverty and Migration

GEORGETOWN UNIVERSITY

Dr. Patricia FAGEN

Senior Fellow, Institute for the Study of International Migration

Dr. Susan MARTIN

Director, Institute for the Study of International Migration

Ms. Sanjula WEERASINGHE

Senior Fellow, Institute for the Study of International Migration

INDEPENDENT CONSULTANTS

Mr. Bruce BURSON

New Zealand

Ms. Cecilia JIMENEZ

The Philippines

Dr. Vikram KOLMANNSKOG

Norway

INTERNATIONAL COUNCIL OF VOLUNTARY AGENCIES (ICVA)

Ms. Melissa PITOTTI

Senior Policy Officer

INTERNATIONAL LAW COMMISSION (ILC)

Dr. Eduardo VALENCIA-OSPINA

Special Rapporteur

MACARTHUR FOUNDATION

Mr. John SLOCUM

Director, Migration Program Area

MARY ROBINSON FOUNDATION - CLIMATE JUSTICE (MRFCJ)

Mr. Maurice SADLIER

Assistant Director

NORWEGIAN REFUGEE COUNCIL (NRC)

Mr. Jan EGELAND

Secretary General

Ms. Ingrid MACDONALD

Director Geneva, Humanitarian Policy

Mr. Adam COMBS

Head of Asia Regional Department

Mr. Alfredo ZAMUDIO

Director, IDMC

Mr. Justin GINETTI

Head of Department, Data and Analysis, IDMC

Ms. Michelle YONETANI

Senior Strategic Advisor, Disasters, IDMC

Ms. Alexandra BILAK

Head of Department, Policy and Research, IDMC

Ms. Nina M. BIRKELAND

Senior Adviser on Disasters and Climate Change

Ms. Astrid TVETERAAS

Advisor DRR and CCA

Ms. Kelly FLYNN

Partnership Manager, Myanmar Programme

Ms. Lena BRENN

Programme Coordinator, Disasters and Climate Change

PACIFIC CONFERENCE OF CHURCHES (PCC)

Dr. Julia EDWARDS

Climate Change and Relocation Researcher

PROJECT COUNSELLING SERVICE (PCS)

Ms. Pilar TRUJILLO URIBE

Executive Director

QUAKER UN OFFICE

Mr. Patrick ENDALL

Programme Assistant, Food & Sustainability and Climate Change

REFUGEE CONSORTIUM OF KENYA

Ms. Betty MURITHI

Programme Manager

REFUGEES INTERNATIONAL

Ms. Alice THOMAS

Climate Displacement Program Manager

REGIONAL MIXED MIGRATION SECRETARIAT

Ms. Olivia AKUMU

Senior Project Officer

STELLENBOSCH UNIVERSITY

Prof. Oliver RUPPEL

Professor, Faculty of Law

STOCKHOLM ENVIRONMENT INSTITUTE ASIA CENTRE (SEI)

Dr. Bernadette RESURRECCION
Senior Research Fellow

SOUTH ASIAN INSTITUTE OF MEDIA & FILM

Mr. Din Muhammad SHIBLY
Professional Photographer

SWISS VISUAL ARTIST

Ms. Marie VELARDI
Visual Artist

UNITED NATIONS UNIVERSITY

Dr. Koko WARNER
Head of Section, EHS

UNIVERSITY FOR PEACE

Dr. Marcel LEROY
Senior Research Associate

UNIVERSITY OF ARTS LONDON

Prof. Chris WAINWRIGHT
Pro Vice-Chancellor and Head of Camberwell,
Chelsea and Wimbledon Colleges

Prof. Lucy ORTA
Chair of Art in the Environment and Member of
Centre for Sustainable Fashion

Dr. Robin JENKINS
Senior Lecturer at Chelsea College of Arts

Mr. Gorm ASHURST
Arts and Reportage Photographer

Ms. Kate SEDWELL
CCW Project and Development Manager

UNIVERSITY OF BERN

Ms. Vera TRUONG DINH
Doctoral Candidate, Institute of Sociology

UNIVERSITY OF BRITISH COLUMBIA

Mr. Demola OKEOWO
Doctoral Candidate and Teaching Assistant,
School of Law

UNIVERSITY OF LIÈGE

Dr. François GEMENNE
Research Fellow

UNIVERSITY OF LONDON

Dr. David James CANTOR
Director, Refugee Law Initiative

UNIVERSITY OF NAIROBI

Prof. Richard ODINGO
Professor of Geography and Environmental Studies

UNIVERSITY OF NEW SOUTH WALES

Prof. Jane MCADAM
Professor and Director of the Andrew & Renata
Kaldor Centre for International Refugee Law,
Faculty of Law

UNIVERSITY OF OXFORD

Prof. Roger ZETTER
Former Director, Refugee Studies Centre

Ms. Angela PILATH
DPhil Candidate in International Development

Nansen Initiative Secretariat

Prof. Walter KAE LIN
Envoy of the Chairmanship of the Nansen Initiative

Mr. Atle SOLBERG
Head of the Nansen Initiative Secretariat

Ms. Hannah ENTWISLE CHAPUISAT
Research and Partnerships Officer

Ms. Chirine EL-LABBANE
Communication Officer

Mr. Saboor ATRA FI
Events and Information Officer

Ms. Maria BRICEÑO D.
Administrative Assistant

Mr. Ewan CAMERON
Climate Change Support - Secondment

Ms. Kara DEVONNA SIAHAAN
Advisor to South East Asia - Secondment

Mr. Juan Carlos MÉNDEZ BARQUERO
Advisor to Central America - Secondment

Ms. Erica BOWER
Intern

Mr. Robert FREEMAN
Intern

Ms. Madeleine GREEN
Intern

Mr. Luke POTTER
Intern

Mr. Sebastian VON GRAFFENRIED
Intern

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DISPLACEMENT: UNCERTAIN JOURNEYS

Curated by the University of the Arts London, in collaboration with the Nansen Initiative, “DISPLACEMENT: Uncertain Journeys” was devised as an integrated cultural component of the Global Consultation, using art practice and research methodologies.

A key component of the DISPLACEMENT project included an exhibition of Lucy + Jorge Orta’s work *Antarctic Village- No Borders* and *Antarctica World Passport Bureau* at Pavilion Sicli, as well as other artistic interventions during the Global Consultation, including contributions by Rhino Ariefiansyah, Robin Jenkins, Andri Pol, Din M. Shibly, Marie Velardi, Chris Wainwright, and others. On Sunday, 11 October 2015, the general public was invited to roundtable discussions between artists, researchers and policymakers on the topics of disasters and displacement, and the role artistic contributions can make to policy processes such as the Nansen Initiative.

More information about *DISPLACEMENT: Uncertain Journeys* and a full report of the public roundtable discussions can be found at: www.nanseninitiative.org

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BANGLADESH BOOK LAUNCH

During the Global Consultation, H.E. Mr. Abul Hassan Mahmood Ali, M.P., Bangladesh Minister for Foreign Affairs, launched a new book by documentary photographer Din M. Shibly entitled, *A Tale from Climate Ground Zero: Climate Change, Land and People in Bangladesh*.

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