



THE
NANSEN
INITIATIVE

DISASTER-INDUCED CROSS-BORDER DISPLACEMENT

HUMAN MOBILITY IN THE CONTEXT OF DISASTERS AND CLIMATE CHANGE IN SOUTHEAST ASIA

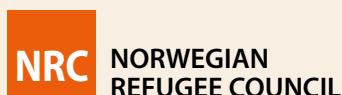
OUTCOME REPORT

Nansen Initiative Southeast Asia Regional Consultation
Manila, Philippines, 15 – 17 October 2014

DISASTERS
CLIMATE CHANGE AND
DISPLACEMENT

EVIDENCE
FOR ACTION

PARTNERS



ACKNOWLEDGEMENTS

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FOREWORD BY THE NANSEN INITIATIVE SECRETARIAT

This report summarizes the outcomes of the fourth Nansen Initiative Regional Consultation, which was hosted by the Government of the Philippines in Manila from 15 – 17 October 2014 to discuss “*Human Mobility in the Context of Disasters and Climate Change in Southeast Asia*.”

The overall objectives of the Nansen Initiative Southeast Asian Regional Consultation were to identify specific challenges and opportunities that the region faces related to disasters, climate change, and human mobility¹ and to develop practical, policy and programmatic recommendations on how to address these challenges at national, regional and international levels. The Consultation brought together more than 100 participants representing governments of nine countries from Southeast Asia, including Brunei Darussalam, Cambodia, Indonesia, Lao PDR, Myanmar, the Philippines, Thailand, Timor-Leste, and Viet Nam, as well as representatives from Australia, Germany, Haiti, Japan, the Nansen Initiative and its Chairmanship, and representatives from regional and international organizations, UN Agencies, civil society and research institutions. On the third day, participants presented the Summary of Conclu-

sions document, which contains recommendations that require action at the community, national, regional and international level (Chapter I.2) to enhance regional and international efforts to address the needs and challenges associated with human mobility in the context of disasters and climate change.

The Consultation was co-organized by the Government of the Philippines, the Nansen Initiative and the Ateneo de Manila University School of Government, with financial support from the European Commission and the Government of Germany. The Regional Consultation was organized back to back with the Disaster Response Dialogue’s Global Conference from 13 – 15 October 2014, which shared its outcomes at the outset of the Nansen Initiative Regional Consultation.

¹ In this document, human mobility includes displacement, migration and planned relocation or resettlement. The term “displacement” refers to situations where people are forced to leave their homes or places of habitual residence. The term “migration” is used to refer to movements that are *predominantly* voluntary. “Planned relocation,” in some countries called “resettlement,” refers to the organized movement, normally of a community, which can be voluntary or involuntary.



Launched by the Governments of Norway and Switzerland in October 2012, the Nansen Initiative is a state-led, bottom-up consultative process intended to build consensus on the development of a protection agenda addressing the needs of people displaced across international borders in the context of natural hazards, including those linked to the effects of climate change.² To feed the Nansen Initiative process with practical experiences and build consensus, inter-governmental Regional Consultations and Civil Society Meetings are taking place in the Pacific, Central America, the Horn of Africa, Southeast Asia, and South Asia over the course of 2013 to 2015. The Southeast Asian Civil Society meeting was held in Bangkok, Thailand from 30 June to 1 July 2014. Outcome documents from all Regional Consultations contain recommendations for further action at the community, national, regional and international levels.

In October 2015 the results of the Nansen Initiative Regional Consultations and Civil Society Meetings will be consolidated and discussed at a global inter-governmental meeting in Geneva, Switzerland to discuss a protection agenda for cross-border displacement in the context of disasters. The Nansen Initiative does not seek to develop new legal standards, but rather to discuss and build consensus among states on the potential elements of a protection agenda, which may include standards of treatment. Its outcomes may be taken up at domestic, regional and global levels and lead to new laws, soft law instruments or binding agreements.

² The Nansen Initiative is funded by the Governments of Norway and Switzerland, with additional financial support from the European Commission, the Government of Germany, and the MacArthur Foundation. It is governed by a Steering Group, which at the time of writing is comprised of nine Member States: Australia, Bangladesh, Costa Rica, Germany, Kenya, Mexico, Norway, the Philippines, and Switzerland. A Consultative Committee informs the process through expertise provided by representatives from international organizations addressing displacement and migration issues, climate change and development researchers, think tanks, and NGOs. The Envoy of the Chairmanship represents the Nansen Initiative throughout the process, providing strategic guidance and input. Finally, the Nansen Initiative Secretariat, based in Geneva, supports the process with additional strategic, research, and administrative capacity.



1. OUTCOMES OF THE NANSEN INITIATIVE SOUTHEAST ASIAN REGIONAL CONSULTATION

1.1 MESSAGE FROM THE GOVERNMENT OF THE PHILIPPINES

Hon. Jesus R. S. Domingo

Assistant Secretary, United Nations and International Organizations, Department of Foreign Affairs

The Philippines is honored to be a member of the Steering Group of the Nansen Initiative and joins the international community in developing a global protection agenda to provide safe passage to people displaced across borders due to natural disasters and advocate ways to enhance the capacity of nations to handle disaster risk reduction and management as well as help drive international effort to mitigate the effects of climate change.

The Southeast Asia Regional Consultation, which gathered over 100 participants from the governments of nine countries in Southeast Asia, including Brunei Darussalam, Cambodia, Lao PDR, Myanmar, the Philippines, Thailand, Timor-Leste and Viet Nam as well as representatives from regional and international organizations such as ASEAN, UN agencies, civil society and research institutions, identified six crucial areas where action was needed, namely:

- ❶ Disaster Risk Management and Climate Change Adaptation;
- ❷ Planned Relocation;
- ❸ Internal Displacement in the Context of Disasters and the Adverse Effects of Climate Change;
- ❹ Cross-Border Displacement in the Context of Disasters and the Adverse Effects of Climate Change;
- ❺ Protecting Migrants Abroad in Disaster Contexts; and
- ❻ Data Collection and Scientific Knowledge.



In the process of hosting the consultations, officials from the Department of Foreign Affairs' United Nations and International Organizations Office (DFA-UNIO) spearheaded the coordination with other executive offices such as the DFA-Office of the Undersecretary for Migrant Workers Affairs (DFA-OUMWA), Department of Social Welfare and Development (DSWD), Department of Justice-Inter-Agency Council Against Trafficking (DOJ-IACAT) and the Office of the Presidential Adviser on Rehabilitation and Recovery (OPARR) as well as the Philippine Representative to the ASEAN Inter-Governmental Commission on Human Rights (AICHR).

These offices presented the country's perspective in terms of services for internally displaced persons, incidents of trafficking of persons in the aftermath of Yolanda, migrant worker protection, rehabilitation and reconstruction efforts and upholding human rights after disasters. The Philippines' hosting also acknowledged repeatedly that prevention, preparedness, and response to human mobility or displacement in the context of disasters and the adverse effects of climate change will require action to be taken at the community, national, regional and international levels.

The recent spate of mega-disasters over the past five years have imbibed the Philippines with a renewed sense of responsibility and vigor to ensure that its disaster management and response plans are well-crafted and implemented responsibly. The Nansen Initiative's way of highlighting the issue of displacement in the context of natural and slow-onset disasters places an added value to the Philippine context as it struggles continually to address the impact of these mega-disasters and the impact of climate change on the lives of ordinary citizens.

We wish the Nansen Initiative success in its next round of meetings in Bangladesh. We hope that our voices will be heard loud and clear in the Global Consultation in Geneva in the latter part of 2015 and will provide the impetus for the international community to join hands in moving toward a solid protection agenda for people affected by disasters around the globe.

1.2 SUMMARY OF CONCLUSIONS: NANSEN INITIATIVE SOUTHEAST ASIAN REGIONAL CONSULTATION

The following Summary of Conclusions from the Nansen Initiative Southeast Asian Regional Consultation was prepared and drafted by a drafting committee comprised of representatives from Cambodia, Indonesia, Lao PDR, the Philippines, Thailand, Timor-Leste, and Viet Nam, based on outcomes from the technical

workshop. Delegates from Indonesia and the Philippines read the text aloud to the plenary on behalf of the drafting committee. The document was considered and subsequently endorsed by participants on the last day of the Regional Consultation.

SUMMARY OF CONCLUSIONS: NANSEN INITIATIVE REGIONAL CONSULTATION MANILA, PHILIPPINES, 15-17 OCTOBER 2014

Human Mobility in the Context of Disasters and Climate Change in Southeast Asia

More than 100 participants representing governments of nine countries from Southeast Asia, including Brunei Darussalam, Cambodia, Indonesia, Lao PDR, Myanmar, the Philippines, Thailand, Timor-Leste, and Viet Nam, as well as representatives from Australia, Germany, Haiti, Japan, the Nansen Initiative and its Chairmanship, and representatives from regional and international organizations, UN Agencies, civil society and research institutions, met in Manila, Philippines from 15 – 17 October 2014 for the fourth Nansen Initiative Regional Consultation under the theme “Human Mobility in the Context of Disasters and Climate Change in Southeast Asia.” The participants expressed their appreciation to the Government of the Philippines for hosting and the Chairmanship of the Nansen Initiative for supporting this important consultation.

The participants welcomed the Nansen Initiative, which is a state-led,³ bottom-up consultative process intended to contribute towards the development of a protection agenda addressing the needs of people displaced across borders in the context of sudden and slow-onset disasters and the effects of climate change. The overall objectives of the Nansen Initiative Southeast Asian Regional Consultation were to identify

specific challenges and opportunities that the region faces related to disasters, climate change, and human mobility⁴ and to develop practical, policy and programmatic recommendations on how to address these challenges at national, regional and international levels. These Conclusions will be submitted to the Nansen Initiative Global Consultation that will take place in Geneva in October 2015, and within relevant regional and international fora.

Participants recognized that Southeast Asia is one of the world’s most vulnerable regions to natural hazards, including typhoons, earthquakes, tsunamis, storm surges, volcanos, floods, droughts, forest fires, and landslides. They acknowledged that given the region’s high exposure, Southeast Asia is also increasingly facing the negative impact of climate change through rising sea levels, ocean acidification, increasing salinity, coastal erosion, land degradation, and the increased frequency and intensity of hydro-metrological disasters that threaten human settlements, infrastructure, natural resources and associated livelihoods.

Participants acknowledged that Southeast Asia is one of the regions most affected by displacement in the context of sudden-onset disasters, with approximately 7.14 million people forced to flee and leave their homes in 2013 alone.⁵ They recalled the devastating expe-

³ The Nansen Initiative Steering Group includes Australia, Bangladesh, Costa Rica, Germany, Kenya, Mexico, Norway, the Philippines, and Switzerland.

⁴ In this document, human mobility includes displacement, migration and planned relocation or resettlement. The term “displacement” refers to situations where people are forced to leave their homes or places of habitual residence. The term “migration” is used to refer to movements that are *predominantly* voluntary. “Planned relocation,” in some countries called “resettlement,” refers to the organized movement, normally of a community, which can be voluntary or involuntary.

⁵ IDMC, *Global Estimates 2014: People displaced by disasters* (Geneva 2014).

rience of the 2013 Typhoon Haiyan/Yolanda, which displaced 918,261 families in the Philippines,⁶ posing continuing challenges for finding durable solutions, and the 7.2 Bohol earthquake that struck the Philippines exactly one year ago on 15 October 2013, displacing some 365,000 people. Other examples presented include the 2010 eruption of Indonesia's Mount Merapi volcano, which forced the evacuation of 365,000 people from their homes, the super Typhoon Ketsana that hit Cambodia in 2009 forcing the evacuation of close to 6,000 households, and the 2008 Cyclone Nargis in Myanmar that displaced approximately 800,000 people. Finally participants highlighted the unprecedented 2004 Indian Ocean Earthquake and Tsunami that displaced over 500,000 people in Indonesia alone.

Participants highlighted existing and envisaged legal frameworks relevant to the protection of internally displaced persons in disaster contexts, citing regional and national legal frameworks to protect fundamental rights, to address disaster management and climate change adaptation, as well as international human rights standards such as the Guiding Principles on Internal Displacement. However, participants expressed concern that the impacts of climate change combined with rapidly growing, densely populated urban areas, and pre-existing vulnerabilities linked to social inequalities and poverty are likely to increase displacement and migration in the future, including across international borders. They noted that while cross-border displacement is rare in Southeast Asia, inadequate national responses to internal displacement and weak recovery efforts may trigger secondary movements across borders.

Participants noted the magnitude of migration in Southeast Asia with some of the states belonging to the biggest countries of origin world-wide and others being among the most important destinations for migrants.⁷ They acknowledged that natural hazards such as recurring floods, sea-level rise and droughts have huge negative impacts on livelihoods, health and human life, and thereby are increasingly becoming factors influencing decisions of individuals and families to migrate abroad. Participants further acknowledged the presence of larger Southeast Asian migrant communities in other regions, and the need to provide for their protection accordingly. However, participants stated that managed properly, migration could be a positive climate change adaptation measure that could help to create livelihood opportunities and support economic development, and thus reduce future displacement.

Participants recognized that natural hazards have led many governments in the region to relocate communities to safer areas, recalling the relocation of pop-

ulations affected by the extensive annual flooding in the Mekong Delta, and planned relocation processes in other parts of Southeast Asia after sudden-onset disasters when areas are deemed unsafe for continued habitation. While identifying the potential to increase vulnerable communities' resilience and security, participants acknowledged the challenges of ensuring adequate livelihood opportunities and social support in relocation processes, emphasizing the importance of inclusive and participatory approaches that include consulting and engaging communities especially at the local level in the planning and implementation process, as well as the need for transparency and financial accountability.

Participants identified the central role of existing national disaster risk reduction plans and strategies, climate change adaptation strategies, and development plans to mitigate and reduce displacement, as well as regional and international processes, such as the ASEAN Agreement on Disaster Management and Emergency Response (AADMER), the ASEAN Climate Change Initiative, and the Hyogo Framework for Action.

Participants expressed concern about the protection challenges facing displaced persons in disaster contexts, identifying challenges such as lost or destroyed documentation, separated families, physical security concerns in crowded evacuation centers, the exacerbation of pre-existing vulnerabilities, the need for psychosocial support, and protracted displacement pending finding a durable solution. They mentioned the heightened risk for woman and children in particular to fall victim to human trafficking and smuggling after disasters. Participants also noted that there is no legal mechanism within Southeast Asia that assures the admission of people potentially displaced across international borders in the context of disasters, and highlighted the lack of international guidelines on the obligations of States when environmentally displaced persons cross international borders.

Participants emphasized the need for recovery and rehabilitation processes to begin as soon as possible after a disaster, noting the importance of ensuring community consultation at all stages of the process. They recognized the challenges of building back better, both safer and faster, to strengthen the resilience of disaster prone communities in the face of future disasters, and to restart and provide support for the development of diversified livelihood opportunities as quickly as possible to support self-reliance.

Participants expressed concern about the specific protection concerns that arise for migrants residing in or transiting through a country when a disaster strikes, such as accessing humanitarian assistance, receiving

⁶ Government of the Philippines, National Disaster Risk Reduction & Management Council (NDRRMC).

⁷ Graeme Hugo, "The Future of Migration Policies in the Asia-Pacific Region," IOM (2010).

consular services, negotiating a release from employment, facilitating departure and safe passage even in an irregular situation, and support for repatriation, noting in particular the risks for undocumented migrants. They identified existing relevant mechanisms and frameworks to respond to such migrants abroad, including national government offices to support migrants abroad, bilateral agreements, the ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers (Cebu Declaration), the Regional Consultative Process on Overseas Employment and Contractual Labor for Countries of Origin in Asia (Colombo Process) and the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.

Participants recognized that comprehensive data collection and analysis is needed to inform relevant national and regional laws and policies on displacement, migration and planned relocation in the context of disasters and climate change in Southeast Asia.

Participants acknowledged that prevention, preparedness, and responses to human mobility in the context of disasters and the adverse effects of climate change require action to be taken at community, national, regional and international levels. They identified six areas where action is needed:

I. Disaster Risk Management and Climate Change Adaptation

- 1 Develop and institutionalize community-based and traditional disaster risk mapping tools and methodologies to identify populations most exposed to natural hazards and at a high risk of displacement, including groups particularly at risk such as children, women, older persons and persons with disabilities.
- 2 Integrate mapping of disaster-related displacement risks with climate change risk scenarios and projections to inform national and regional disaster preparedness and contingency planning, disaster risk reduction, climate change adaptation, planned relocation plans, and development plans.
- 3 Establish early warning information systems, clearly describing the hazard, the populations most at risk of displacement, and evacuation corridors and sites. Distribute such information in ways that affected communities can easily understand.
- 4 Increase general awareness on the importance of climate change adaptation and disaster risk reduction, enhance local capacity in this regard, and encourage local communities to make their own plans with the support of local and national authorities, civil society and the private sector.
- 5 Mainstream disaster risk reduction and climate change adaptation strategies, including with regard to the prevention of displacement, the facilitation

of migration as adaptation, and planned relocation processes, into national and local social, economic and development sectors and plans in order to strengthen resilience.

- 6 Build upon and strengthen the implementation of the ASEAN Agreement on Disaster Management and Emergency Response (AADMER) and the ASEAN Climate Change Initiative (ACCI) with particular regard to human mobility.
- 7 Encourage governments in the region to develop common messaging on the inclusion of displacement and planned relocation issues within the post-2015 disaster risk reduction framework.
- 8 Recognize the relevance of migration as a strategy for individuals and households to adapt to the challenges of climate change and slow- as well as sudden-onset disasters, and the need to train and prepare potential migrants so that they can participate in regional and global labour markets in safety and dignity.

II. Planned relocation

- 1 Prioritize policies and programs that build resilience to natural hazards and allow people to adapt to the adverse effects of climate change. Consider planned relocation only in cases where such measures are insufficient to protect them.
- 2 Develop guidelines, building upon global guidelines such as those used by development banks, but adapted to the local context and supported by strong public policies at national and local levels, to make planned relocation effective and sustainable.
- 3 Increase general knowledge on and understanding of disaster risks and the opportunities for vulnerable communities created by planned relocation.
- 4 In the event that permanent relocation becomes necessary:
 - a. Implement such measures in full respect for the rights of affected people, including host communities, taking into account the potential of planned relocation to achieve development goals;
 - b. Engage communities in consultation, planning, implementation and evaluation of such measures, taking into account community ties, cultural values, traditions and psychological attachments to their original place of residence;
 - c. Ensure the provision of livelihoods, including safe and adequate access to productive land, markets and credit;
 - d. Ensure the provision of adequate housing and secure land tenure, infrastructure, public spaces, education, health and other relevant services;
 - e. Ensure that relocation sites do not expose relocated people to disaster risks and provide for measures protecting them in the event of future disasters.

III. Internal Displacement in the Context of Disasters and the Adverse Effects of Climate Change

- ① Acknowledge that people displaced within their own countries, and in particular women and children, sick and wounded persons or persons with disabilities, may need not only humanitarian assistance but may also face specific protection risks linked to the type of the natural hazard and the involuntary nature of the movement.
- ② Develop, at the national level, clear policy guidance to protect internally displaced people, and consider adopting national legislation on internal displacement.
- ③ Strengthen the institutional capacity of local and national authorities to enhance support for internally displaced persons.
- ④ During the emergency phase:
 - a. Provide for safe evacuation where possible;
 - b. Consult internally displaced people in humanitarian needs assessments;
 - c. Mobilize displaced communities to monitor respect for the rights of their members;
 - d. Consider using thematic clusters to implement the disaster response in a coordinated manner, drawing on the leadership of relevant government entities, and the respective strengths of humanitarian agencies, civil society and the private sector.
- ⑤ Ensure the smooth transition from the emergency to the rehabilitation, recovery and reconstruction phase allowing internally displaced persons to find durable solutions ending their displacement, in particular by
 - a. Considering the use of thematic clusters led by government entities to coordinate relevant development actors;
 - b. Consulting with internally displaced persons and mobilizing them to participate in rehabilitation, recovery and reconstruction activities;
 - c. Working with and through local governments to ensure that the local context, traditions and cultural sensitivities are taken into account;
 - d. Emphasizing the reestablishment of livelihoods and basic services, as well as housing and infrastructure.

IV. Cross-Border Displacement in the Context of Disasters and the Adverse Effects of Climate Change

- ① Encourage the admission, on a temporary basis, of displaced persons in need of assistance and protection abroad when their lives or health are at risk, until return becomes possible;

- ② Examine the possibility of developing temporary protection mechanisms at bilateral, sub-regional or regional levels.
- ③ Consider including cross-border displacement scenarios within AADMER contingency planning exercises.

V. Protecting Migrants Abroad in Disaster Contexts

- ① Building upon the Cebu Declaration, ASEAN Member States should affirm the basic humanitarian principles for all migrant workers affected by disasters, regardless of their status, and develop bilateral or regional standard operating procedures for addressing the needs of migrants abroad in disaster contexts.
- ② Sending countries of migrants affected by disasters in a receiving country should develop public policies on assisting and protecting such persons, and in particular the means to locate persons abroad, facilitating access to consular services, and providing support for safe return.
- ③ Receiving countries when affected by disasters should provide access to emergency assistance for migrants regardless of their status, allow for and facilitate voluntary departure, and ensure safe passage.
- ④ Receiving countries are encouraged to temporarily refrain from deporting migrants from countries seriously affected by disasters.
- ⑤ Consider the creation of an ASEAN migrant relief network at the regional level to help raise resources and finance relief efforts in disaster situations.
- ⑥ Countries are encouraged to ratify relevant international instruments or conventions to protect migrants such as the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families.

VI. Data Collection and Scientific Knowledge

- ① Enhance data collection and scientific knowledge regarding the causes, dynamics, and effects of human mobility in the context of slow- and sudden-onset disasters and the adverse effects of climate change to improve disaster risk analysis, humanitarian response, rehabilitation, recovery and reconstruction plans, and development planning.
- ② Develop a better understanding of the differential gender impacts of climate change and disasters.
- ③ Promote modelling and analysis of climate change and human mobility for individual countries.
- ④ Ensure systematic dissemination of data and knowledge with decision makers at local, national and regional levels, and encourage information exchange among countries.
- ⑤ Dedicate resources to mobilize local expertise and strengthen research capacities in the region, drawing upon regional and international support.

1.3 CLOSING CEREMONY

In closing, **Assistant Secretary, Hon. Jesus Domingo of the Government of the Philippines** welcomed the Summary of Conclusions as an accurate reflection of the discussions during the Regional Consultation. Describing it as a concrete blueprint for future action for all of the participants, he welcomed its focus on displaced persons, and the use of the cluster approach for both the humanitarian as well as the recovery and rehabilitation phase of disaster response. The Assistant Secretary also highlighted references to the need to protect migrant workers abroad, including ensuring their safe passage, and the overall need for additional data and evidence based approaches to the issue of human mobility within the context of disasters and climate change in Southeast Asia. He also welcomed mention of the Convention on the Rights of Migrant Workers and Their Families, AADMER, and the ASEAN Climate Change Initiative, expressing his particular interest in the idea of the creation of ASEAN migrant relief network and the potential that this could emerge from the migrants themselves so that they have a direct stake in the proposal. The Assistant Secretary concluded by thanking all of the participants for their attendance, and congratulated the Nansen Initiative and Ateneo de Manila University on organizing a successful regional consultation.

The Envoy of the Chairmanship of the Nansen Initiative, Prof. Walter Kaelin explained that following the Regional Consultation, a detailed report including more detailed technical recommendations would be prepared. He expressed hope that participants would also follow up on the Summary of Conclusions document at the domestic and regional level, noting in particular Ambassador Manalo's plan to present the Conclusions within the ASEAN Intergovernmental Commission on Human Rights, and the Government of the Philippines' suggestion to develop strategies for feeding common messages within global process such as the post-2015 disaster risk reduction framework and the UNFCCC climate change negotiations, which are both entering a crucial phase at the end of 2014. The Envoy also presented Ms. Kara Devonna Siahaan, seconded by Germany to work for a year with the Nansen Initiative at the German Embassy in Manila for follow up in the region. He said that the Summary of Conclusions from Southeast Asia would be reflected within the protection agenda that will be discussed in the October 2015 Nansen Initiative global consultation in Geneva, to which all governments will be invited. Noting that ultimately the protection agenda will need to be implemented, the Envoy emphasized that the Summary of Conclusions document is most important for the people who are caught up in disaster situations and struggling with the adverse effects of climate change in difficult situations. While recognizing that

disaster risk reduction and climate change are technical in nature, he urged participants not to forget ultimately that all that we do is for real people. The Envoy concluded by expressing his sincere thanks and appreciation to the Government of the Philippines and Ateneo de Manila University School of Government for their support in hosting and organizing the Regional Consultation.

Speaking on behalf of the **Governments of Norway and Switzerland as the Chairmanship of the Nansen Initiative, Mr. Johan Meyer, Refugee Policy Director at the Norwegian Ministry of Foreign Affairs**, expressed concern that Typhoon Haiyan/Yolanda is the new normal in Southeast Asia, and thus foretells the magnitude of future disasters in the region. Emphasizing that climate change is not about the future, he highlighted that sea level rise is already affecting countries in the region like Viet Nam. The Director recalled that there is nothing "natural" about disasters, recognizing that whether a hazard turns into a disaster depends on preparedness and resilience to natural hazards. Noting that the Nansen Initiative emphasizes the need to prepare for the "new normal," he recognized the importance of the Summary of Conclusions document to highlight disaster risk reduction efforts in Southeast Asia and their role in responding to human mobility in disaster contexts, as we all try to prepare for worst case scenarios. However the Director noted that even with the most robust disaster risk reduction efforts, it is inevitable that some people will be displaced in the context of disasters. In such cases, he said efforts should seek to prevent the preventable and manage the unavoidable. In adapting to climate change, the Director also highlighted the potentially positive role that migration can play as an adaptation measure and resilience building. In conclusion, he said that while Norway and Switzerland are not affected immediately by climate change, although some impacts on fisheries and melting glaciers in each country, respectively, the Government of Norway sees the importance of addressing disasters, climate change and cross-border displacement as an issue of solidarity. The Director identified the need for a predictable regime with standard operating procedures to respond to human mobility within disaster contexts, and the need to proactively engage to influence relevant regional and international processes, noting that the Nansen Initiative would have a representative based in Southeast Asia to support such efforts. Finally, on behalf of the Chairmanship, he conveyed his gratitude to the Government of the Philippines and Ateneo de Manila University for their role in hosting and organizing the Regional Consultation.



2. THE TECHNICAL WORKSHOP

2.1 INTRODUCTORY REMARKS

2.1.1 Chairmanship of the Nansen Initiative

H. E. Ambassador Ivo Sieber

Embassy of Switzerland Manila, on behalf of the Chairmanship of the Nansen Initiative

The Ambassador welcomed the participants and expressed his sincere thanks to the Government of the Philippines for hosting the Regional Consultation as a member of the Nansen Initiative Steering Group. He noted that every year, millions of people are forcibly displaced by floods, windstorms, earthquakes, droughts and other natural hazards, highlighting that such movements are likely to increase in the context of global warming. The Ambassador expressed concern that IDMC had identified Southeast Asia as a particular hotspot for displacement in disaster context, with 19 million people newly displaced by disasters in Asia in 2013, some 87 percent of all displacement worldwide. He cited the recent disasters in the Philippines as just a few examples, with 4.1 million people displaced by Typhoon Haiyan/Yolanda, 1.7 million displaced by Typhoon Trami, and 350,000 people displaced by the Bohol earthquake. Recognizing these events as part of a longer-term trend, the Ambassador stated that 81 percent of all displacement took place in Asia over the last five years, and that the risk of displacement in disaster context had doubled during the last four years. He explained that internally displaced persons are protected by national law, human rights law and the Guiding Principles on Internal Displacement, but those fleeing abroad in disaster contexts are not adequately protected because they do not fit within existing categories. Yet, the Ambassador said that there is still little evidence about the relationship between human mobility and disasters and climate change, noting that adequate tools also need to be developed so that states are better equipped to meet needs.

Given this growing challenge worldwide, the Ambassador explained that in October 2012 the Norwegian and Swiss Governments launched the Nansen Initiative to address the need for a more coherent approach to the protection of people displaced across borders in the context of disasters. He said that the Nansen Initiative's overall goal is to build consensus on key principles and elements regarding the protection of such persons, recognizing that national and international responses to this challenge are presently insufficient and that protection for affected people is inadequate. The Ambassador invited all states and regional organizations to join the Group of Friends that meets in Geneva, and explained that the Consultative Committee further supports the Nansen Initiative with research and guidance. However, he said that Regional Consultations are at the core of the process, when participants can share experiences, lessons learned and best practices. The Ambassador concluded by stating that the Chairmanship looked forward to listening to the proposals that will emerge from this fourth Regional Consultation about how to best address these challenges in Southeast Asia, which will be compiled and presented in October 2015 in Geneva as part of the protection agenda. He also expressed his hope that the Consultation's recommendations could be fed within relevant Southeast Asian policies and processes to strengthen the response to the needs of people displaced in disaster contexts.

2.1.2 Government of Germany

H. E. Ambassador Thomas Ossowski

German Embassy Manila, Nansen Initiative Steering Group Member

Ambassador Ossowski welcomed participants and expressed his hope that the consultation would provide a fruitful opportunity to exchange ideas and develop recommendations on cross-border displacement in the context of disasters as a new challenge on the international agenda. He pointed out that climate change threatens the very existence of people in their home areas. Rising sea levels faced by small island developing states, droughts in Africa or floods and typhoons in Asia are destroying the conditions for subsistence. Climate change also contributes to the emergence of new conflicts as shown by scarcity of water in Central Asia or in the Middle East. As a result, the number of displaced persons is on the increase. The Ambassador stated that the Nansen Initiative will be an important tool in helping the international community to find answers about how best stand together in solidarity with affected states and displaced persons when a disaster such as Haiyan strikes, how to build the resilience of disaster affected people, and what steps will need to be taken in 2015, when the Nansen Initiative ends, to create synergies and build upon existing tools, institutions and laws to prepare for future displacement. Germany will continue to support the international commitment in finding answers to address the humanitarian consequences of climate change. He emphasized that this is a new task for international diplomacy as we have to find peaceful solutions for possible conflicts generated by climate change.

2.1.3 Ateneo de Manila University

Atty. Jaime Hofileña

Vice-President for Social Development, Ateneo de Manila University (ADMU)

Hofileña stated that over the past several years, the Philippines has had its share of disasters, most notably with Typhoon Haiyan/Yolanda, nothing that others, including those in all ASEAN Member States, face the bleak prospect of being displaced in the future by other typhoons, storm surges, and drought. As a member of the Philippines Disaster Risk Management Council, he noted the importance of a multi-sector approach, drawing upon the expertise of multiple agencies, to displacement within disaster risk reduction and climate change adaptation efforts, emphasizing the imperative to consider human dignity, human rights, border control, and the capacity of receiving states. Finally, Hofileña highlighted the need for additional information and the wide dissemination of knowledge to inform public policy that

addresses the needs of displaced persons and migrants abroad, not only within the Nansen Initiative protection agenda or for Southeast Asia, but for the whole world.

2.1.4 Government of the Philippines

Hon. Jesus R. S. Domingo

Assistant Secretary, Office of the United Nations and Other International Organizations, Department of Foreign Affairs, Government of the Philippines

Domingo reflected on how the Government of the Philippines' advocacy in Geneva on issues related to disaster risk management, human rights and climate change led to its decision to support Norway and Switzerland by joining the Nansen Initiative Steering Group and agreeing to host the Southeast Asian Regional Consultation. He expressed hope that State engagement in the Nansen Initiative, complemented by the interest of operational organizations such as UNHCR, IOM and UN OCHA, would contribute to a consensus about what needs to be done at the regional and global levels to prepare for the future impact of disasters and climate change on displacement. He concluded by thanking the European Union, MacArthur Foundation and the Government of Germany for their financial support for the Regional Consultation, and said that he looked forward to constructive outcomes from the participants that would build upon those within the Regional Review Conference on the Geneva Declaration on Armed Violence and Development, and the Disaster Response Dialogue.

2.1.5 Envoy of the Chairmanship of the Nansen Initiative

Prof. Walter Kälin

The Envoy welcomed participants on behalf of the Chairmanship of the Nansen Initiative, the Governments of Switzerland and Norway, and noted with appreciation the funding provided by the European Commission and the Government of Germany. He said that he was particularly grateful to the Government of the Philippines for hosting the Regional Consultation with the support of Ateneo de Manila University, recalling the warm welcome he received during his previous visit to the Manila and the region in 2013, as well as the Government of the Philippines' active participation as a member of the Nansen Initiative Steering Group in Geneva.

The Envoy presented the origins and purpose of the Nansen Initiative, citing examples of cross-border displacement in disaster contexts, such as the 2010 – 2011 drought in the Horn of Africa, and the 2010 earthquake in Haiti, when states generously admitted displaced persons, but on an ad hoc basis. He also highlighted the

specific displacement challenges in low-lying island states, such as in the Pacific region, where the effects of rising sea levels, storm surges, and other natural hazards are forcing some atoll states to consider the consequences of where their people could turn when the last village is no longer habitable. The Envoy reported that displacement in disaster contexts is already significant, with 22 million people displaced in 2013 alone and an overall average of 25 million people newly displaced each year- more than the number of refugees or internally displaced persons fleeing because of armed conflict. In general, he stated that most displacement is internal, with a smaller, unknown number of people crossing borders. In Southeast Asia, the Envoy noted that internal displacement is particularly high, but there are few current examples of cross-border displacement in disaster contexts.

The Envoy provided an overview of the main legal and operational gaps in the response to cross-border displacement in the context of disasters, such as a lack of legal standards or criteria regarding admission, status during stay and finding durable solutions, as well as clear institutional accountability. He noted that distinguishing between voluntary migration and forced displacement in disaster contexts was particularly challenging in Southeast Asia, with most international movements understood to be economically driven, although underlying factors often include the negative consequences of drought, floods, typhoons or earthquakes on livelihood opportunities.

Reflecting on the Nansen Initiative consultative process to date, the Envoy said that participating states have welcomed the Initiative as useful and relevant because it provides a home to bring together a cross-cutting discussion across the various silos of disaster risk reduction, development, humanitarian response, migration management, human rights, etc. He provided a brief overview of the outcomes from previous Regional Consultations in the Pacific, Central America and the Horn of Africa, and explained that whenever possible the Nansen Initiative is framing and feeding relevant issues within ongoing processes at the regional and international level. The Envoy concluded that the lessons learnt to date include the findings that: 1) displacement in disaster contexts is multi-causal; 2) regional organizations have a strong role to play given the *predominantly* regional dynamics of displacement; 3) human mobility considerations need to be integrated within disaster risk reduction, climate change adaptation and development plans and strategies; and 4) a comprehensive approach through a toolbox of multiple policy options is needed to adequately address the challenges of cross-border displacement in disaster contexts and includes measures such as preventing displacement when possible through resilience building measures in disaster prone communities, facilitating migration and planned relocation as adaption measures to prevent displacement, and when necessary, providing temporary protection measures for displaced persons linked to durable solutions.

2.2 KEYNOTE ADDRESS

Hon. Jesus Yabes

Acting Secretary of Foreign Affairs, Department of Foreign Affairs, Government of the Philippines

Undersecretary Jesus Yabes welcomed the participants on behalf of the President and the people of the Philippines, stating that the Government takes pride in hosting the Regional Consultation in support of Switzerland, Norway and Germany to address the needs of affected people displaced by sudden and slow-onset disasters. Noting that natural hazards already displace millions of people, prompt others to migrate and impact migrants abroad, he recounted the President's statement during the September 2014 UN Secretary General's Climate Summit, in which he said that countries can quickly demonstrate their commitment to people by arguing over the distribution of work, doing the maximum amount of work, and by asking what more can be done. Yabes said that with the growing frequency and intensity of events in the context of climate change, the Nansen Initiative forces us to answer tough questions such as: How do we manage international displacement? Are existing policies sufficient? What has to be adapted? What can be done to mitigate impacts? How can we build consensus on common issues? How can we develop clear policy framework to protect vulnerability communities, while partnering with the international community? What more can be done? He said that the Nansen Initiative Regional Consultation gives the participants an opportunity to share national and regional experiences and identify common concerns, building upon existing regional and national frameworks and initiatives, such as the ASEAN Agreement on Disaster Management and Emergency Response. Yabes encouraged the participants to be pro-active and think outside of the box, expressing confidence that Southeast Asia's outcomes will make a meaningful contribution to the 2015 global consultation on addressing the protection needs of vulnerable communities all over the world against natural hazards.

2.3 ASEAN PERSPECTIVE AND POLICIES ON HUMAN MOBILITY IN THE CONTEXT OF DISASTERS

Hon. Alicia Dela Rosa Bala

Deputy Secretary-General, ASEAN Socio-Cultural Community, The ASEAN Secretariat

Dela Rosa Bala presented an overview of existing ASEAN policies and processes relevant to the topic of disasters and human mobility and discussed to what extent they reflect the issue, highlighting the ASEAN Agreement on Disaster Management and Emergency Response (AADMER), the Committee on Migrants Workers, the Climate Change Initiative, and the Committee on Human Rights. Noting that human mobility issues were not sufficiently addressed, she proposed that discussions begin now so that human mobility in the context of disasters and climate change could at least be integrated within ASEAN's agenda within the post-2015 discussions at the end of ASEAN integration, as well as within other ASEAN joint statements, such as the UNFCCC COP 15 Meeting.

2.4 PRESENTATIONS AND DISCUSSIONS

2.4.1 Introduction and Structure of the Workshop

Southeast Asia⁸ is one of the world's most vulnerable regions to natural hazards, experiencing numerous disasters annually. Such disasters, including typhoons, earthquakes, tsunamis, volcanos, floods, droughts forest fires, and landslides, often trigger displacement and migration, primarily within national borders but also abroad. Given many countries' high exposure and current adaptive capacity, Southeast Asia is also increasingly facing the negative impact of climate change through rising sea levels and rainfall variability that threaten human settlements, infrastructure, natural resources and associated livelihoods. While recognizing that natural hazards contribute to human mobility in Southeast Asia, in many circumstances such movements occur within a complex environment impacted by wide variety of social, political and economic factors including

poverty, a growing demand for foreign labour, increased urbanization, violence, and conflict.

The number of people internally displaced each year by sudden-onset disasters in Southeast Asia is significant. Over the last five years, a total of 24.55 million people were displaced in Southeast Asia, including approximately 7.14 million people displaced in 2013⁹ alone. Yet in some years the annual total is even higher following a mega-disaster or a succession of large-scale disasters, such as the 2004 Indian Ocean Earthquake and Tsunami that displaced over 500,000 people in Indonesia alone. Cyclone Nargis displaced some 800,000 people in Myanmar in 2008. Flooding in 2011 displaced more than 1.5 million people in Cambodia, Lao PDR, Myanmar, Thailand and Viet Nam, and, most recently, in 2013, Typhoon Haiyan/Yolanda displaced over four million people in the Philippines.

Human mobility is also common during slow-onset disasters, such as during the 2010 drought when hundreds of Cambodians crossed the border irregularly into Thailand in search of work after drought caused food shortages in their home villages.¹⁰ Although the number of people displaced, or even moving irregularly, across international borders in Southeast Asia is not known, displaced people and migrants moving in the context of disasters face numerous protection challenges that are compounded by the human smuggling and trafficking practices prevalent within the region's mixed migratory flows.

To discuss these and other issues, the technical workshop was organized in four parts. The first part provided an overview of disasters and human mobility in the region, including reflections on the underlying causes and characteristics of such movements in Southeast Asia. The second part included panel presentations and discussion on three thematic issues: 1) Preventing and Mitigating the Negative Effects of Internal Displacement; 2) Cross-Border Population Movements; 3) Migrants Abroad in Disaster Contexts. The third part took the form of working groups organized according to the thematic issues, and were tasked with identifying needs and challenges, highlighting existing good practices, and formulating new policy recommendations to respond to the identified gaps. The outcome of each group's deliberation was shared for plenary discussion. Finally, the technical workshop concluded with a discussion about how to incorporate the outcomes from the Regional Consultation within existing processes at the international, regional and sub-regional levels.

⁸ Southeast Asia includes Brunei Darussalam, Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, the Philippines, Singapore, Thailand, and Viet Nam.

⁹ IDMC, *Global Estimates 2014: People displaced by disasters* (Geneva 2014) <http://www.internal-displacement.org/assets/publications/2014/201409-global-estimates.pdf> accessed 25 September 2014.

¹⁰ Tep Nimol, 'Drought prompting cross-border exodus' The Phnom Penh Post (25 August 2010) <http://www.phnompenhpost.com/national/drought-prompting-cross-border-exodus> accessed 26 September 2014.



Key messages and cross-cutting issues from the technical workshop were as follows:

- Climate change is a reality. Projections on the impact of climate change indicate that intense storms such as Typhoon Yolanda/Haiyan may become the “new normal” for Southeast Asia.
- With regard to future displacement, States in the region must undertake measures to prevent the preventable and manage the unavoidable.
- Disasters do not respect borders or boundaries; thus it is important to prepare for potential cross-border displacement in Southeast Asia, including through the consideration of temporary protection measures linked to durable solutions.
- Measures such as managed migration, planned relocation and resilience building activities can all contribute to reducing the number of people displaced in disaster contexts.
- Migrants caught up in another country during a disaster have specific needs related to accessing humanitarian assistance and consular services that need to be addressed.

- All measures to address human mobility in the context of disasters and climate change should be based upon consultation with affected communities, and respond to the specific protection needs of particular groups, such as older persons, people with disabilities, women, and children.
- Overall knowledge about the relationship between disasters and human mobility within Southeast Asia needs to be strengthened.
- Data collection and analysis systems relevant for human mobility in the context of disasters and climate change need to be reviewed and appropriately updated to inform policy responses at all levels.

Country-specific case studies as well as thematic presentations had been prepared by governments, experts and representatives from national, international and civil society organizations. All presentations can be found at: www.nanseninitiative.org.

2.4.2 Presentation of Outcomes from the Disaster Response Dialogue Conference

Charles Antoine Hofmann

Executive Coordinator, Disaster Response Dialogue

Hofmann provided an overview of the two day global Disaster Response Dialogue conference that preceded the Regional Consultation, which was convened by IFRC Societies, OCHA, ICVA and the Swiss Government with the purpose of strengthening trust and coordination between national and international actors to achieve more efficient humanitarian responses, particularly in light of the growing role of regional institutions and the private sector. He explained that key recommendations included the need to include agreements for how to receive international assistance within disaster preparedness plans, that international actors need to improve support for national capacity and its central role in leading the response and setting priorities, and for international coordination mechanisms to be more sensitive to the specific context.

2.4.3 Overview of Human Mobility in the Context of Disasters and Climate Change in Southeast Asia

This session presented the concepts of human mobility (displacement, migration and planned relocation) within the context of disasters and climate change in Southeast Asia. It identified historic and future trends for displacement and migration, provided an overview of the existing legal framework to address potential cross-border displacement in disaster contexts, and reflected on how future policy development to address human mobility in the context of disasters and climate change can apply a people-centered approach. The session was moderated by David Carden, Head of Office of the OCHA Country Office in the Philippines.

Key messages from the presentations and discussion:

- Increased investment in disaster risk reduction and disaster response is essential to prevent displacement when it can be avoided, and to be prepared with displacement is inevitable.
- Governments in Southeast Asia need to prepare for international migration and displacement in light of climate change projections.
- International law does not adequately address the protection and assistance needs of people displaced across international borders in disaster contexts.
- People should be at the center of legal, policy and programmatic responses to the issue of human mobility in the context of disasters.
- Sea level rise, and its resulting loss in state territory, will force states to think about the need to redistrib-

ute populations within their countries, and in some situations, abroad.

- Managed population movements in disaster contexts can help avoid displacement during humanitarian crises.

Presentations

Current and Anticipated Displacement in the Context of Disasters in Southeast Asia

Justin Ginnetti

Senior Advisor, Internal Displacement Monitoring Centre (IDMC)

Ginnetti presented initial findings from the new IDMC report on the risk of displacement in disasters, which concluded that in 2013 more than half of all global displacement occurred in Southeast Asia and China, primarily in China, the Philippines, Thailand and Myanmar, and that globally over the last six years, an average of 24 million people were newly displaced annually. Within Southeast Asia, he reported that a model for future displacement, based upon historical displacement data since 1970, anticipates a high risk of displacement across Southeast Asia, particularly in poorer countries, as more people than in the past are exposed to natural hazards due to population growth and growing urban centres located in low elevated areas and along fault lines. Ginnetti concluded by stressing the importance of improved disaster risk reduction activities, while also emphasizing the need for a greater investment in disaster response activities for displaced persons since saved lives, such as through evacuation, still result in displacement if homes are destroyed and immediate return is not possible.

Migration Dynamics, Climate Change and Environmental Factors in Southeast Asia: Current Trends and Projections for the Future

François Gemenne

Research Fellow, Sciences Po and University of Liege, and Associate Professor, University of Versailles

Gemenne highlighted the key migration trends in Southeast Asia, noting the significant largely rural to urban internal migration in the region, stating that Indonesia, the Philippines and Viet Nam send the immigrants abroad, even though international migration from the region is expensive may cost years of savings. He observed that Southeast Asia rapid urbanization process often occurring in low-lying areas in combination with exposure to natural hazards and the impacts of climate change, particularly sea-level rise that could reach one meter by the end of the century in a best case

scenario, has significant consequences for people living in such areas, emphasizing that 100 percent of Cambodians and Filipinos exposed to flood and cyclones, respectively. Gemenne concluded that as governments address future trends in human mobility, including a likely increase across international borders, they need to be sensitive to the secondary impacts of climate change that will influence mobility, including inequality, poverty, trafficking, conflict and tension, emphasizing that future human mobility patterns in the region can be either displacement or migration- it is up to the States in the region to decide.

Cross-Border Human Mobility in Context of Disasters and Climate Change: Legal Frameworks and Clarifications of Concepts

Dario Carminati

Special Advisor, International Institute of Humanitarian Law

Carminati explained that the concept of human mobility includes displacement, migration, and planned relocation, and focused on the specific protection need of displaced persons in disaster contexts. He said that while internally displaced persons (IDPs) are protected under national law, human rights law and the Guiding Principles on Internal Displacement, highlighting that the Government of the Philippines even has a draft IDP law under consideration, there is no assurance under international law that people displaced across international borders in the context of disasters or the adverse effects of climate change will be admitted or allowed to stay until a durable solution to their displacement has been found. Carminati concluded by noting that while Southeast Asia does not have a temporary protection mechanism, as in other parts of the world like Sweden and Finland, the region does have the ASEAN human rights declaration, and encouraged participants to reflect upon how such relevant national and regional frameworks could be strengthened, for example by preventing displacement through migration as an adaptation strategy, and under what situations temporary protection would be appropriate in the region.

Reflecting on People-Centred Approaches to Human Mobility in the Context of Disasters and Climate Change

Lorraine Elliott

Department of International Relations, School of International, Political & Strategic Studies, ANU College of Asia and the Pacific

Elliott reflected on how a people-centred approach, which she asserts underpins the ASEAN community, could be applied in the context of the people affected by disasters and climate change, arguing for an analysis

that shifts the focus away from “migration” to “migrants” and emphasizing the importance of understanding affected populations’ needs and rights, including the recognition that some people do not want to move. In this process, she also encouraged participants to consider existing knowledge gaps, as well as process and governance questions related to considerations such as the appropriate institutional setting or forum, whether action occur at the national, regional or international level, and what form normative frameworks should take. Elliott concluded by inviting participants to think about how to address challenges related to normative indeterminacy to avoid policy confusion and ensure that policy options reflect the notions of prevention, protection and resilience based upon the affected communities’ own voices.

2.4.4 Perspectives and Case Studies from Southeast Asia

The panel highlighted the experiences of the Philippines, Viet Nam, and Myanmar in addressing the impact of typhoons and seasonal floods on human mobility. Findings from the Asian Development Bank’s 2012 report, *Addressing Climate Change and Migration in Asia and Pacific Region*, were also presented and highlighted other examples of displacement and migration in Southeast Asia. The panel was moderated by Dr. Mary Jean Caleda, Ateneo School of Government, Ateneo de Manila University.

Key messages from the presentations and discussion:

- While pre-existing patterns define post-disaster migration choices, the adequacy of IDP protection may also define secondary movements, including across international borders.
- Planned relocation has the potential to increase the resilience and security of vulnerable households, but must include adequate consultation with affected communities and livelihood opportunities.
- Most IDPs displaced in Myanmar by Cyclone Nargis, who had originally moved to increase their safety and economic opportunity, wanted to stay rather than return to their homes even though their economic circumstances had worsened.
- Climate change, environment, migration, and displacement issues are connected to levels of development, and influenced by multiple factors, including population growth and urbanization in hazard prone areas.
- Disasters often exacerbate pre-existing vulnerabilities and inequalities.

HUMAN MOBILITY IN THE CONTEXT OF DISASTERS AND CLIMATE CHANGE IN SOUTHEAST ASIA



Typhoon Haiyan and Displacement: Implications-Linking IDP Protection and Migration

Cecilia Jimenez

Commission on Human Rights of the Philippines, Head, CHR IDP Project

Jimenez presented the findings of her study on the implications of Typhoon Haiyan/Yolanda on displacement, explaining that the storm exacerbated pre-existing patterns of vulnerability and disadvantage, noting pre-disaster poverty levels as high 59 percent in some affected areas and high-levels of cross-border migration, with the Philippines sending over one million people abroad each year and some 100 million Filipinos currently working overseas. Noting mitigating factors for cross-border movements such as geography, she highlighted government responses following the disaster, including receiving countries expediting applications for permanent residency or changes in immigration status, and overseas labor facilitation by the Government of the Philippines. Jimenez concluded that while pre-existing patterns define post-disaster migration choices, the adequacy of IDP protection may also define secondary movements, explaining that weak IDP protection could lead to internal or cross-border displacement, as well regular or irregular cross-border migration, including a heightened risk of human trafficking and smuggling.

Disasters and Displacement Experience from Viet Nam

Dang Quang Minh

Acting Director of Disaster Management Centre, Ministry of Agriculture and Rural Development (MARD), Government of Viet Nam

Minh presented the Government of Viet Nam's policy frameworks and operational responses to disasters and displacement based upon the country's long history of coping with hazards such as flooding, typhoons, landslides, and now more commonly drought, and the mass temporary displacement that disasters can cause, adding that while cross-border displacement is rare in Viet Nam, the country is prepared to help. In addition to constructing dikes, sea walls and evacuation shelters, he explained the Government's resettlement policy to relocate 130,000 households for environmental reasons, some 70 per cent from the Mekong River Basin, but also from northern mountain areas and Sampan people living on boats. Noting that resettlement has the potential to increase the resilience and security of vulnerable households through the provision of safer housing and access to services, Minh said that while physical safety improves, national and provincial programs need to be further reinforced to enhance living conditions and livelihood opportunities in resettlement sites.

Displacement and Secondary Movements Following Disasters in Myanmar: Presentation of Findings from Post-Cyclone Nargis

Brian Kelly

Regional Emergency and Post-Crisis Advisor for Asia and the Pacific, International Organization for Migration

Kelly presented the findings of an IOM study on displacement and secondary movements in 807 villages in four townships following Cyclone Nargis, which initially displaced some 800,000 people in 2008. Highlighting that assets lost in the cyclone increased vulnerability levels and the possibility for exploitation, he reported that most displaced people wanted to stay in the village within which they were currently located, noting that displaced people perceived that more people had fled their original places of origin than was actually the case, and that 100 per cent of the paddy dwellers were living in village centres. Finding that displaced people from the Irrawaddy Delta had fled to areas that had sent the most migrants to Thailand and thus filled an economic vacuum, Kelly concluded that the displaced people had moved to increase their safety and economic opportunity, and that even though the economic circumstances decreased for most people, the majority wanted to stay rather than return to their original homes.

Addressing Climate-Induced Migration in a Development Agenda: Presentation of a Study on Climate Change and Migration in Asia and the Pacific

Bart W. Édes

Director, Poverty Reduction, Social Development, and Governance Division, Asian Development Bank

Édes presented the Asian Development Bank's 2012 report, *Addressing Climate Change and Migration in Asia and Pacific Region*, which found that climate change, environment, migration, and displacement issues are all intimately connected to the development agenda and poverty reduction, and that migration and displacement in the context of climate change is influenced by multiple factors, such as population growth and urbanization in hazard prone areas. Recognizing Southeast Asia's particular vulnerability to the impacts of climate change, he argued for addressing climate change and migration issues within a development context, emphasizing the importance of strengthening disaster risk management to build resilience and reduce the number of people compelled to leave their homes in extreme circumstances, citing in particular the relevance of the post-2015 disaster risk reduction framework. Édes' recommendations included promoting migration as an adaptation measure, improving the conditions of migration,

increasing the knowledge based about the relationship between migration and climate change, learning from resettlement experiences in the development context and the need to finance appropriate responses, noting the overarching challenges related to urban planning, land tenure and that women are disproportionately affected by disasters.

2.4.5 Prevention, Preparedness and Durable Solutions – Country and Regional Perspectives

This session provided an opportunity to explore the region's experiences in disaster risk reduction, climate change adaption, planned relocation, and protection for internally displaced person sand the role these actions potentially play in preventing cross-border displacement or irregular migration, such as trafficking. The session was moderated by Atle Solberg, Head of the Nansen Initiative Secretariat.

Key messages from the presentations and discussion:

- The success of relocation efforts due to flooding within Viet Nam has been mixed, with notable improvements in reducing exposure to natural hazards, but with the need to improve livelihood opportunities and access to social services.
- Cambodia's climate change strategies and disaster risk management strategies seek to further reduce communities' vulnerability to future natural hazards, particularly in light of unprecedented disasters such as Typhoon Ketsana.
- The response to the needs of internally displaced persons in disaster contexts should apply a rights-based approach, with the Government of the Philippines' draft Guidelines for the Protection of Internally Displaced Persons highlighted as one example.
- Timor-Leste's climate change adaptation projects, which include planting trees, the distribution of cooking stoves, solar panels, hydropower projects, and biogas projects aim to strengthen resilience to natural hazards.
- Achieving durable solutions to internal displacement as a major disaster such as Typhoon Haiyan/Yolanda in the Philippines requires a "whole of government approach" using cross-sectoral coordination based upon common datasets to "build back better" to provide people with more disaster resilient facilities.
- Because Indonesians, such as fisherfolk and farmers, are already experiencing the effects of climate change such as through changing seasonal patterns, the Government is developing its climate change adaptation and disaster risk management strategies accordingly.

- Global standards should be adapted to the local context to make programs and strategies culturally sensitive and based upon local resources and capacities by ensuring effective consultation with the affected communities themselves in languages they understand.
- A network of ASEAN countries should strengthen international collaboration and develop a common approach at the UNFCCC Conference of Parties, based upon lessons learned from experience in the region and needs at the local level.

Additional conclusions from the working group:

- A strong scientific base to anticipate the impact of climate change on human mobility is needed within the region so that States can institutionalize existing methodologies to ensure widespread use of tools to accurately map exposed populations, as well as identify technical and training assistance that may be required to implement required efforts.
- Comprehensive baseline data is essential for the response and recovery phase, but more needs to be done to develop this information, including by tapping into the private sector.
- Community mobilization could support monitoring to ensure the protection and assistance needs of IDPs are met.
- Planned relocation should be approached from a development perspective to ensure needs are fully met.

Presentation of Policy Paper on Migration and Climate Change in Viet Nam

TạThị Thanh Hương

PhD, Policy Officer (Climate Change), Policy Advisory Team, United Nations Development Programme

Hương presented the findings of a joint IOM, UNDP and UNFPA policy discussion paper that explored the relationship between climate change and migration in Viet Nam, and the potential role of migration to strengthen resilience in sending and receiving areas, and resettlement to reduce exposure to natural hazards and reduce vulnerability within the national climate change adaptation strategy and the Living with Floods Policy in particular. She reported that the Living with Floods policy, which included the use of resettlement within “residential clusters” and dykes in the Mekong Delta, was mixed, stating that the success of relocation largely dependent on employment opportunities and access to services in the new settlements, which were impacted by challenges such as weak planning, insufficient financial accountability, limited community participation, and a lack of transparency. Hương concluded that the study recommended strengthening

and reforming relevant policies, such as development plans, to enhance the effectiveness of migration and resettlement as resilience building activities, and the need to reinforce institutional capacities and increase knowledge on the nexus between climate change, disasters and migration.

Presentation of Climate Change Strategies and Climate Change Alliances in Cambodia

Long Rithirak

Deputy Director General, Ministry of Environment, Government of Cambodia

Rithirak presented the Cambodia Climate Change Strategic Plan 2014 – 2023, which sets the country’s ten year vision and mission and includes the goal of “reducing vulnerability to climate change impacts of critical (natural and societal) systems and most vulnerable groups,” through the use of adaptive social protection and participatory approaches and engagement in regional and global processes. He also shared Cambodia’s experience responding to disasters, noting that the most severe flood took place in 2002 causing 19 million USD in damage, killing 900 people and destroying 1,000 homes, as well as drought, explaining that even a short spell of 20-30 days without rainfall, such as the 2002 drought, can affect 100,000 people. Rithirak said that the severity of Typhoon Ketsana was a new experience for Cambodia, stating that the National Committee for Disaster Management, chaired by the Prime Minister, deployed operation teams to respond to assist communities where people had been killed and property destroyed.

Protection and Assistance for Internally Displaced Persons – Country Perspective Philippines

Director Thelsa Biolena, represented by Division Chief Maricel Deloria

Director, Disaster Risk Reduction and Response Operation Office, Department of Social Welfare and Development, Government of the Philippines

Division Chief Deloria explained that within the Philippines’ National Disaster Risk Reduction and Management Act, the draft Guidelines for the Protection of Internally Displaced Persons, and other disaster response laws, the protection of displaced persons are based upon international standards such as the Guiding Principles on Internal Displacement, and the IASC Operational Guidelines on Human Rights and Natural Disasters. She said that the Government of the Philippines’ National Disaster Risk Reduction and Management (NDRRM) Council includes representatives from the Red Cross as

well as academia, the private sector, and civil society, explaining that government agencies use the Cluster Approach to coordinate assistance with the international community, with the Department of Social Welfare and Development leading the response for IDP protection. Ms. Deloria concluded by noting the importance of the 42,026 local level NDRRM Committees to enhance community participation within all stages of disaster risk management.

Experience from Disaster Risk Reduction and Resilience Building Measures in the Context of Disasters

Anacleto Bento Ferreira

Head of Cabinet, State Secretary of Environment, Ministry of Commerce, Industry and Environment, Government of Timor-Leste

Bento Ferreira explained that Timor-Leste is a small island country, 80 per cent comprised of marine areas, that is significantly impacted by disasters and the effects of climate change, such as flooding and landslides that result in lost lives and destroyed paddy fields, drought that dries spring water sources, and acidification that kills marine life. He described existing adaptation projects, which include planting trees, the distribution of cooking stoves, solar panels, hydropower projects, and biogas projects, and explained that the Government is currently revising its NAPA to explore the potential projects related to water and environmental conservation, reforestation, waste management and sea wall construction. Bento Ferreira concluded that relevant national legal instruments to address the impacts of disasters and climate change include national laws for environmental protection, as well as Tara Bandu, traditional laws adopted by the government to strengthen law enforcement at the community level for environmental preservation.

Durable Solutions to Displacement: Experience from Rehabilitation and Rebuilding after Typhoon Haiyan

Lesley Y. Cordero

Undersecretary, Office of the Presidential Assistant for Rehabilitation and Recovery (OPARR), Government of the Philippines

Cordero provided an overview of her government's actions to rebuilding after the 2013 Typhoon Haiyan/Yolanda that displaced 918,000 families, and killed 6,300 people, explaining that when the end of the humanitarian phase was declared, the August 2014 Yolanda Comprehensive Rehabilitation and Recovery Plan was initiating, diving the response, including by

local government, civil society and the private sector, within five thematic clusters: infrastructure, livelihood, resettlement, social services (including durable solutions for displacement), and support (including cross-cutting issues). Including and building upon international development and private sector plans, baseline assessment data, and post-disaster needs assessment, she explained that the Rehabilitation and Recovery Plan seeks to build back better (faster and safer) based upon the resources available, for example by ensuring infrastructure can withstand a 250km/hr storm, improving social, education, and health services within "integrated communities" in safer areas, and developing typhoon resilient cash crops that can be sold on domestic and international markets. In preparation for future disasters, Cordero identified the need for readily available baseline data, the importance of participatory disaster risk reduction activities and institutionalized public information early warning systems in a language affected people understand, the prepositioning of goods in safer areas, strengthened coordination, and continued use of the "Open Data/Foreign Aid Transparency Hub (FAiTH)" on financial assistance.

Integrating Climate Change and Disaster Risk Reduction Policies and Practice

A. Rachmi Yulianti

Adaptation Working Group, National Council on Climate Change Indonesia (DNPI)

Yulianti said that Indonesia is already feeling the effects of climate change, citing examples of fisherman needing to sail further for fishing, and shifting seasons that make it difficult for farmers to know when to plant, noting that the government is drafting a new National Plan on Climate Change Adaptation based upon climate change vulnerability assessments. She also provided an overview of the Indonesia's disaster management laws that had been drafted based upon the country's experience following the 2004 Indian Ocean Earthquake and Tsunami, and the 2005 Nias earthquake, explaining that the new National Plan on Disaster Reduction under development for 2015 – 2019 addresses natural, non-natural and social disasters. Yulianti concluded by highlighting the Coastal Village Resilience Development Program to support the rehabilitation of climate change impacted coastal communities, and the Disaster Mitigation, Climate Change Adaptation and Environment Information System (SI-MAIL) that distributed disaster risk information at the community level using SMS and public monitors.

2.4.6 Cross-Border Population Movements: National and Regional Challenges and Opportunities

The panel discussions on cross-border population movements addressed issues such as cross-border displacement in disaster contexts, international migration as a form of adaptation to climate change, the feminization of international migration in the region, efforts to guard against trafficking after disasters, and the role of human rights in protecting people when they cross international borders. Two panels addressed the topic. The first was moderated by Professor Lorraine Elliott, from the Australian National University of the College of Asia and the Pacific.

The second panel on the topic was led by Professor Walter Kaelin, Envoy of the Chairmanship of the Nansen Initiative. Prior to the panel presentations, he explained that while national, bilateral and international legal frameworks address migration and internal displacement, there is a gap international law to protect people displaced across international borders in disaster contexts, although some states in other parts of the world apply domestic provisions to admit or stay deportations. Kaelin said that cross-border displacement often starts with internal displacement followed by migration abroad because of a lack of reconstruction assistance, which may also make individuals more vulnerable to trafficking. He concluded by stating that although they are not necessarily persecuted by their governments, protection problems for displaced persons during disasters commonly include: i) overcrowded shelters that pose dangers for women, ii) lost documents that may result in an infringement of their right to access health services and education or problems with the police, iii) an exacerbation of pre-existing social patterns of discrimination, and iv) housing, land and property rights.

Key messages from the presentations and discussion:

- The Philippines has a long history of providing asylum for people fleeing persecution, and protecting internally displaced persons in disaster contexts.
- International migration from Southeast Asian states is a growing trend, many staying within the region, while a large number of migrants particularly from South Asia also move to the region.
- A knowledge and operational gap on the specific issue of gender and migration in the context of disasters and climate change needs to be addressed by building upon the existing literature on migration drivers and the more robust attention to gender issues at local levels.
- Developing a definition of a person displaced across borders in disaster contexts is challenging given the multiple drivers.
- The protection gap for people displaced across international borders in the context of the disasters and climate change should be addressed within the ASEAN Intergovernmental Commission on Human Rights.
- Disaster response should include efforts to prevent trafficking, including illegal recruitment as a precursor, during the emergency as well as the recovery and reconstruction phase.
- In the context of emergency evacuation and planned relocation, States often face the challenge of balancing the freedom of movement with the need to preserve human life.
- Multilateral frameworks, as opposed to bilateral agreements, for migration management and the protection for rights of migrants are on the rise and increasingly try to address the migration pull factors so that people do not have to move.

Additional conclusions from the working group:

- Countries should be encouraged to continue amending or enacting new laws to carry out a Convention on Trafficking to make a distinction between trafficking and smuggling.
- Governments could anticipate and plan for potential labour gaps following disasters and develop bilateral agreements for regular movement. New labour migration regulations could also facilitate migration channels in the context of slow-onset disasters or environmental degradation, and also address border management issues.

National and Regional Protection Mechanisms in Southeast Asia: Opportunities and Challenges for Protection in the Context of Mixed Migration

Bernhard Kerblat

Country Representative, United Nations High Commissioner for Refugees (UNHCR)

Kerblat reviewed the Philippines' history of providing asylum for people fleeing persecution, and protecting internally displaced persons in disaster contexts, highlighting that within the region only the Philippines, along with Cambodia and Timor-Leste, has ratified the Refugee Convention, and that the Philippines had not only ratified but had participated in drafting the Statelessness Convention. He observed that there is no shortage of internally displaced persons within the region due to both disasters and conflict, highlighting that the Philippines is expected to soon adopt national IDP legislation that could serve as an example of good practice for other states in the region seeking to address displacement. Noting that the Philippines' draft legislation is modelled on the Guiding Principles on Internal



Displacement, Kerblat reflected on the concept of state responsibility within Principle 3 of the Guiding Principles and the challenges this poses for states struggling to balance an identified need for a mandatory or preventive evacuation to protect human life in the face of a natural hazard with the need to respect their citizens' right to freedom of movement, recalling Principles 5-7 that set the conditions under which states can evaluate when preventive displacement to protect human life is necessary.

New Developments and Trends in Labour Migration and Human Development

Marco Boasso (Presented by Rex Alamban)

Chief of Mission the Philippines, International Organization for Migration

Alamban presented an overview in the increasing trend since 1990 for international migration from Southeast Asian states citing the different contributing factors, including aging populations, economic growth, labour shortages, wage differentiation, political developments, and disasters. In particular, he said that some 500,000 migrants come to Southeast Asia from South Asia, while some 40 per cent of the ASEAN population (5.3 million) is based in other ASEAN member countries in the Malay region and the greater Mekong sub-region, with 2.5 million migrant workers in Thailand from within the SEA region. Alamban explained that while Asia is also the largest receiver of total global remittances through official and unofficial channels, most to the Philippines and Viet Nam, protection challenges for migrants including unethical recruitment practices have highlighted the importance of processes such as the Colombo Process and the Asia and EU Dialogue Process to look at issues from the perspective of both sending states and receiving states.

Gender and the Feminization of Migration in the Context of Climate Change and Disasters in the Asia-Pacific Region

Bernadette P. Resurreccion

Senior Research Fellow, Stockholm Environment Institute Asia Centre

Resurreccion explained that while gender issues have now be integrated within migration research and processes surrounding international environment and climate change agreements, including gender specific programmes in Cambodia and the Philippines, there is still a knowledge and operational gap on the specific issue of gender and migration in the context of disasters and climate change that needs to be addressed. Highlighting the unequal capacity of women and men to adapt to climate change and the growing feminization of international migration, she argued for the need to build upon the existing literature on migration drivers to explore the impact of disasters on female migration as embedded within a complex web of reasons motivating migration. Resurreccion highlighted the particular challenges for people seeking to use migration as a way to diversify livelihood in the context of environmental degradation, migrants settling in peri-urban location-swath insecure land tenure, the needs of women left behind by migrating family members, support for returning migrant women, and resettlement schemes that may not match gender concerns.

Mitigating and Addressing the Risk of Trafficking in Disasters: The Yolanda Anti-Trafficking in Persons Trafficking Taskforce

Jan Chavez Arceo

Executive Officer, Inter-Agency Council against Trafficking (IACAT), Department of Justice, Government of the Philippines

Chavez Arceo explained how the Government of the Philippines created the Inter-Agency Council against Trafficking (IACAT) Rapid Response Task Force following the 2013 Typhoon Haiyan/Yolanda in response to concerns that massive irregular and risky migration from disaster affected areas could lead to trafficking, including illegal recruitment as a precursor. She explained how the Survivor Processing Centre staff were trained using a simplified ad hoc system to rapidly identify potential cases of trafficking, noting the need for family tracing and reunifications systems to not immediately brand a child moving with a non-family member as trafficking as custody may have been granted due to a guardian's desperate situation, and also highlighted the Department of Labour and Overseas Employment job fairs in survivor camps and evacuation centres to assist with job placement of displaced persons through skills

registration and mapping. Arceo cited preparedness and flexibility to adapt tools to the local situation as key lessons learned, and highlighted that ASEAN is currently drafting a convention against trafficking in persons, especially woman and children, that includes irregular migration.

Perspectives of the Philippine Representative to the ASEAN Intergovernmental Commission on Human Rights

Rosario G. Manalo

Representative of the Philippines to the ASEAN Intergovernmental Commission on Human Rights (AICHR)

Manalo said that she was grateful to the Nansen Initiative for highlighting the protection gap for people displaced within the context of the disasters and climate change given that they fall outside existing legal categories and conventions, stating that she would work for the enactment of a soft law within AICHR for a general set of recommendations of how to provide protection. Noting the particular needs of displaced women and children in disaster contexts, she identified the potential to address the issue with Heads of State and Foreign Ministers of the ASEAN community within other fora, such as the ASEAN Committee on the Rights of Women and Children, discussions on the 2015 ASEAN Economic Community, as well as the Beijing Plus 20 process. Manalo stated that because the issue is a reality and relevant for the region, it could first be addressed in Asia and Pacific and then taken to the international level.

2.4.7 The Situation of Migrants Abroad in Disaster Contexts: Country Perspectives

This panel provided an overview of the protection challenges facing migrants when they are abroad in a country that is affected by a disaster. The session was moderated by Hon. Jesus R. S. Domingo, Assistant Secretary, Office of the United Nations and Other International Organizations, Department of Foreign Affairs, Government of the Philippines, who explained that protecting the rights of migrants abroad is one of his country's three main foreign policy priorities.



Key messages from the presentations and discussion:

- Migrants abroad in disaster contexts may face difficulty accessing humanitarian assistance because they are not included within disaster response plans, or the migrants may fear deportation.
- Migrants seeking to return home in the aftermath of a disaster may need assistance to negotiate release from their employment contracts, or otherwise arrange for exit and return travel.
- A number of good practices, many highlighted within the Migrants in Countries in Crisis initiative, have been identified to support such migrants, although more needs to be done to ensure widespread implementation.

Additional conclusions from the working group:

- Measures should be undertaken to better inform and train migrants prior to departure including advisories on disaster risk, trafficking, cultural acclimation and integration in the receiving country.
- Consider the creation of disaster insurance scheme for migrant workers.

Public Policies to Promote and Protect the Rights of Migrants Abroad, Including Access to Consular Protection

Renato Villa

Special Assistant, Office of the Undersecretary for Migrant Workers Affairs, Department of Foreign Affairs, the Government of the Philippines

Villa presented the Government of the Philippines' international, regional, and bilateral initiatives to protect overseas Filipino workers in distress, including documented and undocumented workers and their dependents, emphasizing the challenging nature of the work and the necessity to closely collaborate with other parts of government to maintain tools such as a database on migrant workers, contingency plans, and Overseas Preparedness and Response Teams, as well as the 34 Overseas Migrant Worker Centres that assist with the negotiation of workers' release from employers and advocating for the rights of migrants abroad. He said that the Philippines is also leading efforts to create international agreements and advocate for other measures to protect migrants rights, including employers waiving returns in crisis situation, the provision of safe spaces for migrants in crisis situations, and eased immigration procedures, including for irregular migrants, in crisis situations to allow repatriation, particularly for women and children.

Experiences from the Return of Migrants in Disaster and Crisis Situations

Brian Kelly

Regional Emergency and Post-Crisis Advisor for Asia and the Pacific, International Organization for Migration

Kelly presented the US and Philippine-led Migrants in Countries in Crisis process that brings together states and other interested partners to look at what can be done to support migrants before, during and after countries are affected by crisis, highlighting key concerns such as debt to travel abroad, lack of appropriate legal identification, or concern about turning to government agencies for help for fear of arrest or deportation, and making better use of remittances. He highlighted potential policy responses including standard operating procedures for assisting migrant workers in crisis such as the facilitation of repatriation, accountability for private sector for recruitment processes, emergency funding mechanisms, micro-insurance schemes, and training migrants for contingency planning at the pre-departure phase. Kelly concluded by noting that Colombo Process mentions climate change, but the issues is not sufficiently addressed with ASEAN disaster or migrants' agreements and policies.

Presentation of Conclusions from the Nansen Initiative Regional Consultation in Central America

Abel Nazaire

Deputy Chief of Staff, Prime Minister's Office, Government of Haiti

Nazaire thanked the Nansen Initiative for the invitation to participate in the Southeast Asian Regional Consultation and the opportunity to share the outcomes of the Central American Regional Consultation through a short film. He provided a brief overview of the Haiti's experience with cross-border displacement following the 2010 earthquake, and noted that other countries face similar problems.

2.4.8 Opportunities for Addressing Cross-Border Displacement in Disaster Contexts in National and Regional Processes in Southeast Asia and Beyond

The last panel discussion provided participants an opportunity to identify opportunities to contribute the findings from the Southeast Asian Regional Consultation within other relevant processes underway at the regional and international level. The session was moderated by the Ambassador Ivo Sieber, Embassy of Switzerland Manila, Chairmanship of the Nansen Initiative.

Key messages from the presentations and discussion:

- Continued and coordinated engagement on the issue of human mobility, disasters and climate change among ASEAN Member States within relevant regional and international fora is important.
- More evidence is needed to enhance understanding on human mobility in the context of disasters to, in turn, support policymakers and operational actors.
- While humanitarian responses to displaced persons in disaster contexts has improved, more needs to be done across sectors to strengthen resilience and address the underlying causes of displacement.

Perspectives from the Government of the Philippines

Hon. Jesus R. S. Domingo

Assistant Secretary, Office of the United Nations and Other International Organizations, Department of Foreign Affairs, Government of the Philippines

Domingo called upon all participants to stay engaged on the issue of human mobility in the context of disasters and climate change, noting that Foreign Ministries in particular could work together within the region to develop common messages, and perhaps even joint messages, within relevant international fora, such as the preparatory meetings for the March 2015 conference on disaster risk reduction in Sendai, Japan, and the post-2015 sustainable development goals. He also encouraged participants to introduce the work of the Nansen Initiative to other departments in their home country, as well as to other governments.

¹¹ Please also note that each presentation from the technical workshop has been uploaded to the Nansen Initiative website: www.nanseninitiative.org

Red Cross/Red Crescent Climate Centre

Donna Mitzi D. Lagdameo

Technical Adviser, Red Cross/Red Crescent Climate Centre

Lagdameo discussed the need to help communities move away from high risk areas before the disaster happens, emphasizing the importance of community consultation and resilience building. She provided examples of activities conducted within the Red Cross family, citing activities such as capacity building, disaster risk reduction measures, forecast-based financing, and other disaster preparedness actions to reduce people's risks and better respond to their humanitarian needs. She stressed that it is best to avoid forced displacement in the first place by using science and early warning systems to develop actions that build resilience, especially for the most vulnerable communities

World Humanitarian Summit

David Carden

Head of Office, OCHA Country Office, Philippines

Carden highlighted the importance of the Nansen Initiative within the consultative process leading up to the 2016 World Humanitarian Summit (WHS) in Istanbul, presenting the recommendations from the Regional Meeting for North and South-East Asia met in Tokyo in July 2015 that discussed the four overall themes within the WHS process: humanitarian effectiveness; reducing vulnerability and managing risk; transformation through innovation; and serving the needs of people in conflict. Noting that one of the recommendations included, "The development of regional conventions for the protection of and assistance to internally displaced persons and migrants should be proposed for inclusion in the Secretary-General's report to the World Humanitarian Summit in 2016," he invited participants to engage in the WHS consultative process by continuing to raise awareness and amplify messages that emerged from the regional consultation, encouraging colleagues to participate in online consultations, and organizing their own consultations on humanitarian effectiveness.

Climate Change and Fragility: Report & Global Knowledge Platform for G7 Foreign Ministries

Dennis Tänzler

Director of International Climate Policy, Adelphi

Tänzler presented the joint project on Climate Change and Fragility that will be presented in April 2015 to a summit of G7 Foreign Ministers that aims to: understand the links between climate change, fragility and conflict; analyze the existing policy processes and institutions; identify lessons learned; and develop recommendations for G7 foreign policy makers. He explained that the process includes four regional consultations, and expert country survey, and the development of a knowledge platform, identifying that throughout the process there was a need to establish links between foreign policy fields and other policy fields to strengthen adaptation and resilience.

Research and Modelling Networks

Justin Ginnetti

Senior Advisor, Internal Displacement Monitoring Centre (IDMC)

Ginnetti explained the relevance of the Nansen Initiative to IDMC, stating that before people cross borders, they are often first internally displaced. Emphasizing the need for better data specifically on the impacts of disaster on displacement, he said that IDMC monitors displacement and provides evidence and tools to support policy makers and operational organization to prevent displacement when possible and to manage the response to displacement when it is unavoidable. Ginnetti encouraged participants to engage on issues related to disasters and displacement within different regional and international fora, such as within the UNFCCC process where displacement can not only be viewed as a non-economic loss, but can also be presented as a catalyst for the need for action by giving a human face to the impacts of climate change.

Regional Migration Management Mechanisms and Opportunities

Rex Arnold Alamban

Senior Operations Officer, International Organisation for Migration

Alamban shared IOM's experience in responding to displacement in the context of disasters in its role as the global cluster lead for camp coordination and camp management, which include support for the management of evacuation centres. He identified the Colombo Process, the Asian and European Dialogue, and processes surrounding disaster risk reduction as important frameworks within which policies and standards could be developed to safeguard the rights and protect labour migrants and prevent displacement, while also highlighting the need to prepare when movement cannot be avoided.



2.5 EXAMPLES OF EXISTING PRACTICE AND POLICIES

The Consultation provided opportunities to learn from practice and initiatives that have responded to challenges of human mobility in the context of disasters and the adverse effect of climate change in Southeast Asia. Throughout the Consultation, participants and presenters identified or referred to initiatives and actions at the community, national, regional and international levels that strengthened preparedness, adaptation and resilience, and responded to some of the protection needs and challenges faced by those who moved.

The following list of examples from Southeast Asia was not formally endorsed by the participants, and is neither exhaustive nor necessarily representative of the breadth of practice presented and discussed during the Consultation. It also does not do justice to the complexity, richness and wider consequences and impact of the actions. Nevertheless, these brief descriptions pulled out of participants' presentations and discussions may provide inspiration for action elsewhere.¹¹

Community level

- The implementation of community or home-owner driven approaches to planned relocation should be supported is being piloted in the Philippines following Typhoon Haiyan/Yolanda.
- The success of relocation efforts due to flooding within Viet Nam has been mixed, with notable improvements in reducing exposure to natural hazards, but with the need to improve livelihood opportunities and access to social services.
- Information on human rights issues is distributed at the community level in collaboration with civil society organizations and the Government of Myanmar's capacity development managers.
- Indonesia encourages communities at the village level to make their own contingency plans by drawing upon online information from the Ministry of Environment.
- Lao PDR mainstreams disaster risk reduction efforts within different sectors, such as urban development plans, applying guidelines that address long-term development goals.

National Level


- The Philippines' draft Guidelines for the Protection of Internally Displaced Persons address disaster contexts, and are based upon international standards such as the Guiding Principles on Internal Displacement and the IASC Operational Guidelines on Human Rights and Natural Disasters.
- Thailand's Disaster Risk Management Guidelines assign roles and responsibilities for camp management at the national, provincial and local level.
- Screening to guard against potential trafficking can take place in IDP evacuation or processing centres with law enforcement officers accompanied by social workers was organized by the Government of the Philippines following Typhoon Haiyan/Yolanda.
- Timor-Leste's climate change adaptation projects, which include planting trees, the distribution of cooking stoves, solar panels, hydropower projects, and biogas projects aim to strengthen resilience to natural hazards.
- Achieving durable solutions to internal displacement as a major disaster such as Typhoon Haiyan/Yolanda in the Philippines requires a "whole of government approach" using cross-sectoral coordination based upon common datasets to "build back better" to provide people with more disaster resilient facilities.
- Cambodia's climate change strategies and disaster risk management strategies seek to further reduce communities' vulnerability to future natural hazards, particularly in light of unprecedented disasters such as Typhoon Ketsana.

Regional level

- Cambodia, Viet Nam and Thailand have signed an agreement to address emergencies, which includes temporary admission in disaster contexts for sea dwellers.
- The Mekong River Commission shares metrological information to manage risks from natural hazards in the Mekong River Basin, including the exchange of information for early warning purposes.

International

- Migrants in Countries in Crisis has identified a number potential policy responses relevant to disaster contexts, including standard operating procedures for assisting migrant workers in crisis such as the facilitation of repatriation, accountability for private sector for recruitment processes, emergency funding mechanisms, micro-insurance schemes, and training migrants for contingency planning at the pre-departure phase.
- The Asia Pacific Refugee Rights Network maintains a database on resources, good practices and materials related to protection and displacement.



3. ANNEXES

3.1 SOUTHEAST ASIAN REGIONAL CONSULTATION AGENDA

Day 1 / Wednesday, 15 October 2014	
08:00 – 08:30	Registration
08:30 – 09:00	Welcome and Opening Ceremony H. E. Ambassador Ivo Sieber Embassy of Switzerland Manila, Chairmanship of the Nansen Initiative H. E. Ambassador Thomas Ossowski German Embassy Manila, Nansen Initiative Steering Group Member Atty. Jaime Hofileña Vice-President for Social Development, Ateneo de Manila University (ADMU) Hon. Jesus R. S. Domingo Assistant Secretary, Office of the United Nations and Other International Organizations, Department of Foreign Affairs, Government of the Philippines Master of Ceremony Ms Sharon Johnnette Agduma, Department of Foreign Affairs, Government of the Philippines
09:00 – 09:20	Keynote Address – Government of the Philippines Hon. Jesus Yabes, Acting Secretary of Foreign Affairs, Department of Foreign Affairs, Government of the Philippines
09:20 – 09:40	ASEAN Perspective and Policies on Disaster Risk Management and Human Mobility in the Context of Disasters Hon. Alicia dela Rosa-Bala, Deputy Secretary-General, ASEAN Socio-Cultural Community, The ASEAN Secretariat
09:40 – 10:00	Presentation of the Nansen Initiative and Background for the Southeast Asian Regional Consultation Prof Walter Kälin, Envoy of the Chairmanship of the Nansen Initiative
10:00 – 10:30	Coffee Break/Press Conference
10:30 – 10:45	Regional Consultation Facilitation Team Presentation of Participants and Methodology for the Consultation
10:45 – 11:00	Mr Charles Antoine Hofmann, Executive Coordinator, Disaster Response Dialogue Presentation of Outcomes from the Disaster Response Dialogue Conference
11:00 – 12:30	Overview of Human Mobility in the Context of Disasters and Climate Change in Southeast Asia – Current and Anticipated Displacement in the Context of Disasters in Southeast Asia Mr Justin Ginnetti, Senior Advisor, Internal Displacement Monitoring Centre (IDMC) – Migration Dynamics, Climate Change and Environmental Factors in Southeast Asia: Current Trends and Projections for the Future Dr François Gemenne, Research Fellow, Sciences Po and University of Liege, and Associate Professor, University of Versailles – Cross-Border Human Mobility in Context of Disasters and Climate Change: Legal Frameworks and Clarifications of Concepts Mr Dario Carminati, Special Advisor, International Institute of Humanitarian Law – Reflecting on People-centred Approaches to Human Mobility in the Context of Disasters and Climate Change Prof Lorraine Elliott, Department of International Relations, School of International, Political & Strategic Studies, ANU College of Asia and the Pacific Moderator: Mr David Carden, Head of Office, OCHA Country Office, Philippines

12:30 – 14:00	Lunch Each country to nominate delegate representative to the Drafting Committee Photo Session at 13.55 (TBC)
14:00 – 15:30	Overview of Disasters, Climate Change and Human Mobility in Southeast Asia: Perspectives and Case Studies – Typhoon Haiyan and Displacement: Short Term and Medium Term Implications Atty. Cecilia Jimenez, Commission on Human Rights of the Philippines, Head, CHR IDP Project – Disasters and Displacement Experience from Viet Nam Mr Dang Quang Minh, Acting Director of Disaster Management Centre, Ministry of Agriculture and Rural Development (MARD), Government of Viet Nam – Displacement and Secondary Movements Following Disasters in Myanmar: Presentation of Findings from Post-Cyclone Nargis Mr Brian Kelly, Regional Emergency and Post-Crisis Advisor for Asia and the Pacific, International Organization for Migration – Addressing Climate-Induced Migration in a Development Agenda: Presentation of a Study on Climate Change and Migration in Asia and the Pacific Mr Bart W. Édes, Director, Poverty Reduction, Social Development, and Governance Division, Asian Development Bank Moderator: Dr Mary Jean Caleda, Ateneo School of Government, Ateneo de Manila University
15:30 – 16:00	Coffee Break
16:00 – 17:30	Panel 1. Prevention, Preparedness and Durable Solutions – Country and Regional Perspectives – Presentation of Policy Paper on Migration, and Climate Change in Viet Nam Ms Tạ Thị Thanh Hương, PhD, Policy Officer (Climate Change), Policy Advisory Team, United Nations Development Programme – Presentation of Climate Change Strategies and Climate Change Alliances in Cambodia Mr. Long Rithirak, Deputy Director General, Ministry of Environment, Government of Cambodia – Protection and Assistance for Internally Displaced Persons – Country Perspective Philippines Ms Thelsa. Biolena, Director, Disaster Risk Reduction and Response Operation Office, Department of Social Welfare and Development, Government of the Philippines (represented by Maricel Deloria) – Experience from Disaster Risk Reduction and Resilience Building Measures in the Context of Disasters Country Perspectives (TBC) Moderator: Nansen Initiative
17:30 – 18:00	Q & A with the Envoy of the Chairmanship of the Nansen Initiative
18:00 – 18:15	Nomination of Drafting Committee (one delegate from each country)
18:15 – 18:45	Submission of Individual Questionnaires
18:45 – 21:00	Reception at the Diamond Hotel
Day 2 / Thursday, 16 October 2014	
08:00 – 08:15	Summary of Day One
08:15 – 08:45	Panel 1. Prevention, Preparedness and Durable Solutions – Country and Regional Perspectives Continued. – Integrating Climate Change and Disaster Risk Reduction Policies and Practice Ms A Rachmi Yulianti, Adaptation Working Group, National Council on Climate Change Indonesia (DNPI) – Durable Solutions to Displacement: Experience from Rehabilitation and Rebuilding after Typhoon Haiyan Hon. Lesley Cordero, Undersecretary, Office of the Presidential Assistant for Rehabilitation and Recovery (OPARR)
08:45 – 10:00	Working Groups (Three) Participants will be asked to analyze gaps, identify existing practices and put forward recommendations
10:00 – 10:30	Working Groups Report to Plenary
10:30 – 11:00	Coffee Break
11:00 – 12:30	Panel 2. Cross-Border Population Movements: National and Regional Challenges and Opportunities – National and Regional Protection Mechanisms in Southeast Asia: Opportunities and Challenges for Protection in the Context of Mixed Migration Hon. Bernhard Kerblat, Country Representative, United Nations High Commissioner for Refugees (UNHCR) – Labor Migration in Southeast Asia: Scope, Trends, Characteristics and Frameworks Mr Marco Boasso, Chief of Mission the Philippines, International Organization for Migration – Gender and the Feminization of Migration in the Context of Climate Change and Disasters in the Asia-Pacific Region Dr Bernadette P. Resurreccion, Senior Research Fellow, Stockholm Environment Institute Asia Centre Moderator: Prof Lorraine Elliott, Department of International Relations, School of International, Political & Strategic Studies, ANU College of Asia and the Pacific
12:30 – 13:30	Lunch

13:30 – 14:30	<p>Panel 3. Cross-Border Population Movements: National and Regional Challenges and Opportunities Continued</p> <ul style="list-style-type: none"> – Mitigating and Addressing the Risk of Trafficking in Disasters: Report from the Yolanda Taskforce for the Inter-Agency Council Against Trafficking Mr Jan Chavez Arceo, Executive Officer, Inter-Agency Council Against Trafficking (IACAT), Department of Justice, Government of the Philippines – Perspectives of the Philippine Representative to the <i>ASEAN Intergovernmental Commission on Human Rights (AICHR)</i> Ambassador Rosario G. Manalo, Representative of the Philippines to the ASEAN Intergovernmental Commission on Human Rights (AICHR) <p>Moderator: Prof Walter Kaelin, Envoy of the Chairmanship of the Nansen Initiative</p>
14:30 – 15:30	<p>Panel 4. The Situation of Migrants Abroad in Disaster Contexts: Country Perspectives</p> <ul style="list-style-type: none"> – Public Policies to Promote and Protect the Rights of Migrants Abroad, Including Access to Consular Protection Mr Renato Villa, Special Assistant, Office of the Undersecretary for Migrant Workers Affairs, Department of Foreign Affairs, the Government of the Philippines. – Experiences from the Return of Migrants in Disaster and Crisis Situations Mr Brian Kelly, Regional Emergency and Post-Crisis Advisor for Asia and the Pacific, International Organization for Migration <p>Moderator: Hon. Jesus R. S. Domingo, Assistant Secretary, Office of the United Nations and Other International Organizations, Department of Foreign Affairs, Government of the Philippines</p>
15.30:16:00	Coffee Break
16:00 – 17:30	<p>Working Group Three and Four</p> <p>Participants will be asked to analyze gaps, identify existing practices and put forward recommendations</p>
17:30 – 18:00	Working Groups Report to Plenary
18:00 – 18:15	Summary of Day Two
Day 3 / Friday, 17 October 2014	
09:00 – 09:05	Opening of Day Three / Feedback from Individual Questionnaires
09:10 – 10:00	<p>Panel Discussion: Opportunities for Addressing Cross-Border Displacement in Disaster Contexts in National and Regional Processes in Southeast Asia and Beyond</p> <ul style="list-style-type: none"> – Perspectives from the Government of the Philippines Hon. Jesus R. S. Domingo, Assistant Secretary, Office of the United Nations and Other International Organizations, Department of Foreign Affairs, Government of the Philippines – World Humanitarian Summit Mr David Carden, Head of Office, OCHA Country Office, Philippines – Research and Modelling Networks Mr Justin Ginnetti, Senior Advisor, Internal Displacement Monitoring Centre (IDMC) – Regional Migration Management Mechanisms and Opportunities Mr Rex Arnold Alamban, Senior Operations Officer, International Organisation for Migration – Red Cross/Red Crescent Climate Centre Ms Donna Mitzi D. Lagdameo, Technical Adviser, Red Cross/Red Crescent Climate Centre – Climate Change and Fragility: Report & Global Knowledge Platform for G7 Foreign Ministries Mr Dennis Tänzler, Director of International Climate Policy, Adelphi <p>Moderator: H. E. Ambassador Ivo Sieber, Embassy of Switzerland Manila, Chairmanship of the Nansen Initiative</p>
10.00:10.30	<p>Presentation of Conclusions from the Nansen Initiative Regional Consultation in Central America (Video)</p> <p>Introduction: Mr Abel Nazaire, Deputy Chief of Staff, Prime Minister's Office, Government of Haiti</p>
10:30 – 11:00	Coffee Break
11:00 – 11:45	<p>Presentation of draft Summary Conclusions</p> <p>Representative of the Drafting Committee</p>
11:45 – 12:00	Statements by Government Representatives
12:00 – 12:30	<p>Closing Ceremony</p> <p>Prof Walter Kälin Envoy of the Chairmanship of the Nansen Initiative</p> <p>Mr. Johan Meyer Refugee Policy Director at the Norwegian Ministry of Foreign Affairs</p> <p>Hon. Jesus R. S. Domingo Assistant Secretary, Office of the United Nations and Other International Organizations, Department of Foreign Affairs, Government of the Philippines</p> <p>Master of Ceremony Ms Sharon Johnnette Agduma, Department of Foreign Affairs, Government of the Philippines</p>
12:30	Lunch

3.2 PARTICIPANT LIST

No	Country / Organization	Institution	Sal	Name of Invitees	Title
1	ASEAN	ASEAN Secretariat	Hon.	Alicia dela Rosa-Bala	Deputy Secretary-General, ASEAN Socio-Cultural Community
2	Brunei Darussalam	Embassy of Brunei Darussalam	Mr.	Mr Ak Amin Iskandar Pg Hj Sulaiman	Second Secretary
3	Cambodia	Ministry of Environment	Mr.	Long Rithirak	Deputy Director General
4	Cambodia	Ministry of Environment	Mr.	Sovichea Leang	Official, General Secretariat for Green Growth National Council on Green Growth
5	Cambodia	Ministry of Environment	Ms.	Sokhabony Long	Advisor
6	Cambodia	Ministry of Environment	Mr.	Sopheak Sem	Deputy Director
7	Indonesia	Ministry of Foreign Affairs, Republic of Indonesia	Mr.	Yohpy Ichsan Wardana	Deputy Director for Humanitarian Affairs, Directorate of Human Rights and Humanitarian Affairs
8	Indonesia	National Council on Climate Change Indonesia (DNPI)	Ms.	A Rachmi Yulianti	Adaptation Working Group
9	Indonesia	Ministry of Marine Affairs and Fisheries	Mr.	Suryo Prasjo	DNPI Adaptation Working Group / Analyst on Disaster Mitigation and Climate Change Adaptation
10	Indonesia	Embassy of Indonesia, Philippines	Ms.	Basriana Basrul	Second Secretary
11	Lao PDR	Ministry of Foreign Affairs	Mr.	Lee Yongyee Sayaxang	Desk Officer of International Organizations Dept.
12	Lao PDR	Ministry of Natural Resources and Environment	Mr.	Chantavone Keomanouvong	Desk Officer of Dept. of Disaster Management and Climate Change
13	Lao PDR	Ministry of Natural Resources and Environment	Mr.	Chantaviphone Inthavong	Deputy Director General, Dept of Disaster Management and Climate Change
14	Lao PDR	Ministry of Labour and Social Welfare	Mr.	Kindavong Luangrath	Deputy Director of Disaster Management Division
15	Myanmar	Ministry of Social Welfare, Relief and Settlement	Mr.	Thein Htay Aung	Director
16	Philippines	Office of the Executive Secretary, Office of the President	Hon.	Teofilo Pilando	Deputy Executive Secretary
17	Philippines	Presidential Human Rights Committee, Human Rights Committee	Hon.	Severo Catura	Undersecretary
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DISASTERS
CLIMATE CHANGE AND
DISPLACEMENT



**EVIDENCE
FOR ACTION**

This is a multi-partner project funded by the European Commission (EC) whose overall aim is to address a legal gap regarding cross-border displacement in the context of disasters. The project brings together the expertise of three distinct partners (UNHCR, NRC/IDMC and the Nansen Initiative) seeking to:

- 1 › increase the understanding** of States and relevant actors in the international community about displacement related to disasters and climate change;
- 2 › equip them to plan for and manage** internal relocations of populations in a protection sensitive manner; and
- 3 › provide States and other relevant actors tools and guidance** to protect persons who cross international borders owing to disasters, including those linked to climate change.

**THE
NANSEN
INITIATIVE**

DISASTER-INDUCED CROSS-BORDER DISPLACEMENT

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