

STAKEHOLDER WORKSHOP REPORT

The role of free movement
of persons agreements
in addressing disaster
displacement in Africa

with focus on ECOWAS,
IGAD and SADC regions

27-28 November 2019
Stellenbosch
South Africa



PLATFORM
ON DISASTER
DISPLACEMENT

FOLLOW-UP TO THE NANSEN INITIATIVE



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The Stakeholder Workshop on 'The role of free movement of persons agreements in addressing disaster displacement in Africa' (PDD Free Movement Stakeholder Workshop) was organized by the Platform on Disaster Displacement in partnership with the Development of the Rule of Law Programme (DROP), Stellenbosch University and the Norwegian Refugee Council (NRC). The workshop organizers express their sincere thanks to:

- the governments of Switzerland and Germany for their generous support to the Stakeholder Workshop;
- Dr Tamara Wood for her work in developing the workshop methodology and authoring the study 'The Role of Free Movement of Persons Agreements in Addressing Disaster Displacement: A Study of Africa' (PDD Free Movement Study), which acted as the basis for this workshop;
- Ms Lucy Daxbacher from the IGAD Secretariat for her facilitation of the workshop;



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The organizers would also like to thank all the participants of the Stakeholder Workshop for their engagement and active participation before and during the workshop as well as in the follow-up.

The organizers are pleased to have been able to support this valuable exchange of experiences within and between Africa's Regional Economic Communities (RECs) regarding the challenges and opportunities that free movement agreements present for addressing disaster displacement in Africa. The organizers are especially encouraged by the identification by workshop participants of strategies for enhancing the role such agreements could play in the future, and priority areas for future research and engagement to support this.

ABOUT THE ORGANIZING PARTNERS

The Platform on Disaster Displacement (PDD) is a State-led initiative working towards better protection for persons displaced across borders in the context of disasters and climate change by supporting States and other stakeholders to strengthen such protection and to prevent or reduce disaster displacement risks in countries of origin. Its main goal is to follow up on the Nansen Initiative and support States and other actors in implementing the Nansen Initiative Protection Agenda that was endorsed by 109 States in 2015. It supports national, regional and international efforts for the integrated implementation of global policy frameworks, policy and normative development to address gaps in the protection of persons at risk of displacement or displaced across borders, exchange of knowledge, strengthening of capacity, and strengthening evidence and data on disaster displacement and its impacts.

The Development of the Rule of Law Programme (DROL), Stellenbosch University is aimed at researching sustainable development law and policy, focusing on reconciling the tensions between environmental sustainability, economic development, and human welfare with a holistic view of current legal, political, economic, social and cultural developments. It integrates public international law (i.e. international economic, social, and environmental law), regional and national law and policy with the goal of enhancing the rule of law around the world and reducing poverty in developing nations. It promotes well-functioning national, regional and global law movements and justice institutions and projects as well as the legal empowerment agenda at national, regional and global levels.

The Norwegian Refugee Council (NRC) is an independent humanitarian organization helping people who are forced to flee, by delivering aid, advocating for displaced people and responding to humanitarian emergencies. It works on issues of climate change and disasters by helping to protect displaced people during and after disasters, prevent displacement by building resilience in countries at risk, deploy experts to strengthen the capacity of international, regional and national partners, expand and share knowledge, and achieve long-term policy solutions through advocacy.

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EXECUTIVE SUMMARY

Africa is a continent that is highly vulnerable to disaster displacement. Natural hazards, such as droughts, cyclones and flooding, and the growing effects of climate change frequently combine with poverty, reliance on agriculture and other pre-existing vulnerabilities to force people from their homes. While much of Africa's disaster displacement is internal, meaning that people displaced stay within their own countries, some people are forced to move across borders in search of safety, security and sustainable livelihoods.

Despite the reality of cross-border disaster displacement, there is no comprehensive international legal framework to address it. This means that those displaced across borders face precarity of legal status and the risks associated with often dangerous travel routes. In Africa, regional and sub-regional agreements for the free movement of persons between States could contribute to addressing this 'protection gap' for disaster displaced people, by allowing citizens of African States to move lawfully across borders without the need to obtain prior authorization or meet other restrictive entry requirements.

In May 2019, the Platform on Disaster Displacement (PDD) published a study authored by Dr Tamara Wood on 'The Role of Free Movement of Persons Agreements in Addressing Disaster Displacement: A Study of Africa' (PDD Free Movement Study). The PDD Free Movement Study explored whether and how agreements for the free movement of persons could assist in addressing the protection gap for disaster displaced persons in Africa. It analyzed opportunities and limitations of such agreements based on the core protection needs of cross-border disaster displaced people, including: access to territory; status and rights during stay; and, opportunities for lasting solutions.

In November 2019, the PDD, in partnership with the Development of the Rule of Law Programme (DROP), Stellenbosch University and the Norwegian Refugee Council (NRC), convened a Stakeholder Workshop on the 'Role of Free Movement of Persons Agreements in Addressing Disaster Displacement in Africa' (PDD Free Movement Stakeholder Workshop) in Stellenbosch, South Africa. The PDD Free Movement Stakeholder Workshop brought together more than 30 policymakers, experts and researchers from three of Africa's Regional Economic Communities (RECs), namely: the Economic Community of West African States (ECOWAS); Intergovernmental Authority on Development (IGAD); and, the Southern African

Development Community (SADC). Participants in the workshop included representatives from government ministries dealing with home affairs, migration, regional integration, disaster management, and civil defense and protection.

Building on the PDD Free Movement Study, the PDD Free Movement Stakeholder Workshop aimed to further explore the role that free movement agreements could play in addressing disaster displacement in Africa by exploring the opportunities and limitations such agreements present, identifying strategies to enhance the role they could play in addressing disaster displacement in the future, and identifying key areas for further research. Through a combination of plenary presentations and group work sessions, workshop participants shared experiences, identified common themes and regional variations, and explored the current status and future potential of free movement agreements in addressing disaster displacement.

WORKSHOP SUMMARY

The workshop began with an evening welcome ceremony, during which the author of the PDD Free Movement Study provided an overview of the study and its key findings. Day 1 of the workshop focused on identifying the opportunities and limitations that free movement agreements in the ECOWAS, IGAD and SADC RECs present for addressing disaster displacement. The day began with opening statements from the workshop organizers and key States supporting the workshop, as well as a keynote presentation from the Envoy of the Chair of the PDD, which focused on international and regional developments on the issue, and set the stage for the discussions to follow. The Day 1 plenary session highlighted the context of disaster displacement in Africa and identified specific free movement arrangements that are in place, or are being considered, within ECOWAS, IGAD and SADC. These included formal multi-lateral agreements as well as smaller-scale bilateral arrangements between States. Group discussions following the plenary session expanded on region-specific experiences of disaster displacement, and the opportunities and limitations presented by free movement arrangements as a matter of law and policy, as well as in practice.

Having identified the key opportunities and limitations of free movement agreements in addressing disaster displacement, Day 2 of the workshop focused on identifying strategies that could enhance the role of free movement agreements in addressing disaster displacement in the future. The Day 2 plenary session provided specific case studies and proposals for future development and implementation of free movement arrangements to better address the predicament and needs of cross-border disaster-displaced persons. The group discussions that followed further elaborated on specific strategies that could be adopted in this regard at the regional, bilateral, and national levels, both within and across Africa's RECs. The closing session drew together key themes and outcomes from the workshop, including the significance of regional and sub-regional variations in experiences of disaster displacement, the need for further data and conceptualization of the links between disasters, climate change, human mobility and livelihoods, and key priorities for future engagement and research.

KEY OUTCOMES AND RECOMMENDATIONS

The workshop was successful in initiating dialogue among policymakers, experts and researchers regarding the role of free movement agreements in addressing disaster displacement, as well as in identifying specific strategies to build on opportunities and address the limitations therein. Key themes and recommendations that emerged from the workshop include:

- Free movement arrangements, including regional, sub-regional and bilateral agreements, as well as informal arrangements between States and national-level frameworks, are already being used by disaster-affected communities in Africa to facilitate movement across borders. However, further research and data are needed to identify the extent of this use and impacts and outcomes for displaced populations as well as the countries and communities that host them.
- There are conceptual and practical challenges in implementing free movement agreements in Africa, including in the context of disasters. These include: lack of reference to disaster displacement in relevant agreements; lack of collaboration between relevant government Ministries; and, technical, resource and data gaps. Experiences of disaster displacement

and the potential role of free movement agreements in addressing disaster displacement differ between Africa's RECs. While cross-regional learning is valuable, strategies must be geared towards the specific circumstances and opportunities in each REC. In particular:

- In the **ECOWAS** region, free movement has been relatively well implemented, and seasonal movement of people across borders, particularly in the context of drought, is common. In this context, displacement is not usually distinguished from voluntary movement, and therefore, the specific assistance and protection needs of displaced persons may not be adequately identified and addressed. National law and policy frameworks will be especially important in enhancing the role of free movement agreements in addressing disaster displacement in the future, and lessons could be drawn by looking at how free movement has facilitated protection and assistance for other displaced populations in the region, including those displaced by conflict and violence. The adoption of an additional protocol to the existing ECOWAS Free Movement agreements, geared specifically towards disaster displacement, could be explored.
- In the **IGAD** region, drought-related displacement is widespread and often complicated by other factors, including conflict, border insecurity and poverty. Changing patterns of movement among pastoral communities put pressure on natural resources and local communities, and displaced populations are often hosted by communities who are themselves experiencing the adverse effects of disasters and climate change. With the upcoming adoption of the IGAD Free Movement Protocol, which includes specific provisions ensuring access and protection for disaster displaced persons, participants explored practical strategies for ensuring the Protocol's effective implementation and benefits for disaster displaced persons. These included: developing and adopting an implementation road map; and, supporting Member States with capacity building, training and simulation exercises. Bilateral arrangements in disaster

displacement 'hotspot' border areas within the IGAD region were also identified as a means to further inter-State cooperation and capacity building.

- In the **SADC** region, flooding, often compounded by underlying drought and the impacts of climate change, is the main driver of disaster displacement. While SADC's regional agreement for the free movement of persons has not yet been formally adopted, many States in the region have begun relaxing their visa entry requirements for citizens of other SADC Member States. Bilateral arrangements have also been developed between some States, and these were identified as a useful avenue for further research and potential development as a strategy for addressing disaster displacement in the region. Participants identified a need for more general awareness-raising related to disaster displacement and applicable legal frameworks, and for further research into regional disaster displacement dynamics. Collaboration between authorities at the national and local levels and across relevant Ministries was also identified as a strategy for future action.
- The need for further research into the role of free movement agreements in addressing disaster displacement in Africa was confirmed during the PDD Free Movement Stakeholder Workshop, and two overarching priorities for such research were identified:
 - First, there is a need for more empirical data and knowledge on disaster displacement dynamics and realities, and the specific needs of disaster displaced people.
 - Second, future research must take into account, and respond to, variations in disaster displacement dynamics, needs and knowledge gaps that exist between Africa's various RECs.
- A number of more specific research needs and questions were identified during the workshop, relating to: the role of national implementation of free movement arrangements in addressing the needs of disaster displaced persons; the conceptualization of disaster displacement in the context of free movement; and, the role of bilateral arrangements between States in addressing specific disaster displacement scenarios.

INTRODUCTION

INTRODUCTION: REGIONAL CONTEXT & BACKGROUND TO THE WORKSHOP

AFRICA AND DISASTER DISPLACEMENT

Natural hazards, disasters and the adverse effects of climate change are now leading drivers of human mobility worldwide. Each year, they displace almost double the number of people displaced by conflict and violence.¹ Many more people decide to migrate in anticipation or in the aftermath of sudden-onset disasters or slow-onset environmental disruptions. Across Africa, a changing climate and widespread reliance on agriculture make the region especially vulnerable to displacement in the context of disasters and climate change. In March 2019, Cyclone Idai displaced around 617,000 people in Mozambique, Malawi, Zimbabwe and Madagascar.² In the Lake Chad region, the combination of diminishing water resources, conflict and poverty has forced huge numbers of people to leave their homes in search of safety and livelihood opportunities.³ In the Horn of Africa, drought is changing patterns of movement among pastoralists and farmers in search of sustainable access to land and water.⁴

Most people displaced in the context of disasters and climate change remain within their own countries. However, some are forced to move further afield in search of assistance and protection. For those displaced across borders, access to assistance and protection can be especially difficult, owing to a lack of legal status in the country of destination and the sometimes dangerous travel routes they are forced to take. For despite the reality of cross-border disaster displacement worldwide, there is no comprehensive legal framework for ensuring that those who move can do so safely, lawfully and with dignity.

¹ See IDMC, Global Report on Internal Displacement 2019.

² IDMC, 'Internal Displacement from January to June 2019' (12 September 2019).

³ Climate Refugees, 'Shrinking Options: The Nexus between Climate Change, Displacement and Security in the Lake Chad Basin' (18 September 2017).

⁴ IDMC, 'Assessing Drought Displacement Risk for Kenyan, Ethiopian and Somali Pastoralists' (26 April 2014).

Against this background, governments, humanitarian agencies and displaced people themselves are looking to existing cross-border migration and humanitarian pathways for opportunities to enter and stay lawfully in another territory. In Africa, regional agreements for the free movement of persons present one opportunity to at least partially address the current 'protection gap' for disaster displaced people, by allowing citizens of African States to move lawfully across borders without the need to obtain prior authorization or meet other restrictive entry requirements. The full implementation of free movement in Africa is yet to be realized and faces considerable political, technical and financial challenges. Nevertheless, many African States have taken steps to relax visa and entry requirements for citizens of other African States, making intra-African migration an increasing option for those who move.

The adoption of free movement agreements in Africa has so far occurred mostly at the sub-regional level within the continent's Regional Economic Communities (RECs). Indeed, regional free movement arrangements have already facilitated the movement of populations affected by, or at risk of, disasters and the adverse effects of climate change. In eastern Africa, Member States of the IGAD region have even begun to develop a law and policy framework for applying free movement in the context of disaster displacement, including specific provisions in the current draft IGAD Protocol for the Free Movement of Persons to ensure access to territory under free movement arrangements for persons at risk of or experiencing a disaster (see below).

While free movement agreements present a significant opportunity for disaster-affected communities to access territory and safety in Africa, challenges remain. Until now, free movement agreements have generally been adopted with economic objectives in mind. They contain limited, if any, human rights protections for those who move and allow for significant State discretion in deciding whom to allow, or refuse, entry to territory. There is also no clear data or evidence on the impacts that using free movement arrangements in the context of disasters have, both on those who move and on destination communities.

PDD FREE MOVEMENT STUDY

In May 2019, the Platform on Disaster Displacement (PDD) published a report authored by Dr Tamara Wood titled 'The Role of Free Movement of Persons Agreements in Addressing Disaster Displacement: A Study of Africa' (PDD Free Movement Study). The study considers whether, and how, agreements for the free movement of persons could assist in addressing the protection gap for disaster displaced persons in Africa. It analyses opportunities and limitations within African free movement agreements with respect to three core protection needs of cross-border disaster-displaced persons – namely, access to territory, status and rights during stay, and opportunities for lasting solutions.

The PDD Free Movement Study identifies some key advantages of free movement agreements in addressing the protection needs of disaster displaced persons in Africa. These include: broad eligibility for entry; opportunities for access to employment and other livelihoods; and, 'scalability', meaning they can be implemented across various levels, including via regional or sub-regional agreements, as well as bilateral arrangements between two states sharing a border. The study also identifies a number of potential limitations of free movement agreements in addressing disaster displacement, including: significant levels of State discretion in the implementation of free movement; the potential exclusion of disaster displaced persons at the national level; onerous procedural requirements for those wishing to access free movement agreements; and, limited protection of human rights.

The PDD Free Movement Study concludes that, ultimately, the extent to which agreements for the free movement of persons could contribute to addressing displacement in the context of disasters and adverse effects of climate change in Africa depends on how they are incorporated and implemented at the national level, where State practice could either reinforce or resolve the potential limitations identified above. As such, the study recommends that further consideration and research are required in order to fully assess the extent to which agreements for the free movement of persons could address disaster displacement in Africa.

PDD FREE MOVEMENT STAKEHOLDER WORKSHOP

In November 2019, PDD, in partnership with the Development and Rule of Law Programme (DROP) at the University of Stellenbosch and the Norwegian Refugee Council (NRC), convened a Stakeholder Workshop on 'The role of free movement of persons agreements in addressing disaster displacement in Africa' (PDD Free Movement Stakeholder Workshop). The PDD Free Movement Stakeholder Workshop built on the PDD Free Movement Study by bringing together more than 30 policymakers, experts and researchers from three key Regional Economic Communities (RECs) in Africa – the Economic Community of West African States (ECOWAS), the Intergovernmental Authority on Development (IGAD), and the Southern African Development Community (SADC) – to further discuss and explore the role that free movement agreements could play in addressing disaster displacement in Africa. Participants in the workshop included representatives from government ministries dealing with home affairs, migration, regional integration, disaster management, and civil defense and protection. The three focal RECs – ECOWAS, IGAD and SADC – were chosen to provide substantial geographical coverage of the continent, while also considering a range of free movement arrangements that currently exist at different stages of adoption and implementation. The represented RECs also reflect pre-existing relationships and cooperation between Africa's RECs and the PDD.



📷 Dr Tamara Wood,
PDD Free Movement Study author,
presented a summary of the Study

THE SPECIFIC OBJECTIVES OF THE PDD FREE MOVEMENT STAKEHOLDER WORKSHOP WERE:

1. **to explore and evaluate opportunities and limitations** that free movement agreements provide for addressing disaster displacement in Africa;
2. **identify and evaluate strategies or solutions** that could enhance the role of free movement agreements in addressing disaster displacement; and,
3. **identify key areas** where further research and engagement could enhance the role of free movement in addressing disaster displacement.

The PDD Free Movement Stakeholder Workshop comprised a combination of plenary presentations and smaller group discussion, in which participants discussed the opportunities and limitations that free movement agreements present for addressing displacement at both a theoretical level – that is, based on the provisions of free movement agreements themselves – and in light of challenges that implementation of free movement presents in practice. Participants shared experiences from across the three RECs, identifying common themes as well as regional variations in both the current status and future potential of free movement in addressing disaster displacement.

The workshop began with an evening welcome ceremony, during which the PDD Free Movement Study was presented in summary. Day 1 of the workshop focused on the sharing of experiences of disaster displacement and free movement among the RECs and exploring opportunities and limitations of free movement in addressing disaster displacement. Day 2 of the workshop explored strategies for enhancing the role of free movement in addressing disaster displacement in Africa. The full Agenda is attached to this report (see Annex 2).

DAY 1

OPPORTUNITIES AND LIMITATIONS OF FREE MOVEMENT AGREEMENTS IN ADDRESSING DISASTER DISPLACEMENT IN AFRICA

OPENING SESSION

OPENING REMARKS

- **Prof Oliver Ruppel**, Director, Development of the Rule of Law Programme, University of Stellenbosch
- **Prof Eugene Cloete**, Vice-Rector (Research, Innovation and Postgraduate Studies), University of Stellenbosch
- **Marie Traisnel**, Cooperation and Cultural Attaché, Consulate General of France in Cape Town
- **Véronique Haller**, Deputy Head of Mission of the Swiss Embassy in South Africa
- **Ulf Neupert**, Team Leader, Strengthening IGAD Migration Policy Implementation (SIMPI) Project, GIZ
- **Mandlenkosi Madumisa**, Chief Director-General of Home Affairs, South Africa
- **George Mwachiro**, Principal Immigration Officer, Kenya
- **Andriamanjato Landy Harifetra**, Ministry of Home Affairs and Decentralization, EDBM, Madagascar

KEYNOTE PRESENTATION

- **Prof Walter Kaelin**, Envoy of the Chair of the PDD



Opening Session. © SCPS

The PDD Free Movement Stakeholder Workshop commenced with **Opening Statements** delivered by the host organization (University of Stellenbosch), the PDD Chair (France), workshop supporters (Switzerland, GIZ), host State government (South Africa) and Member States of the PDD Steering Group (Kenya, Madagascar). Opening statements recognized Africa's vulnerability to the effects of climate change as well as the numerous programs and activities currently being undertaken across the continent to mitigate and respond to the adverse impacts of climate change, including national-level disaster preparedness and response planning, regional cooperation on migration and climate change, and global aid programs. Government representatives expressed their support for the workshop. They emphasized the history and reality of population movement on the continent and the positive benefits that intra-African migration can have for host countries. They also noted some challenges associated with using free movement agreements to address displacement scenarios. Most free movement agreements to date do not specifically deal with displacement, and many governments lack the financial and technical resources to adequately respond to the challenges presented by climate change-related migration, including within free movement frameworks.

Opening statements were followed by the **Keynote Presentation**, delivered by the Envoy of the Chair of the PDD, Professor Walter Kaelin. Professor Kaelin provided an overview of the international policy context for addressing disaster displacement and invited participants to consider the role that African free movement agreements could play. Disaster displacement is already a reality in Africa, though there are regional and sub-regional variations in the scale and nature of movement. Drawing on the 'toolbox' approach set out in the Nansen Initiative 'Protection Agenda',⁵ Professor Kaelin emphasized the need for a range of law and policy response that will help people to: stay at home and effectively deal with the effects of disasters and climate change; move to a place of safety via lawful, regular migration pathways; and, obtain effective protection if they are forced to move in the context of disasters and climate change.



Day 1 Opening Session (ii) - Keynote Presentation by Prof Walter Kaelin, Envoy of the Chair of the PDD. © SCPS

⁵ The Nansen Initiative on Disaster-Induced Cross-Border Displacement, 'Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change' (December 2015).

Professor Kaelin noted that free movement agreements have already been used, and are currently being further developed, as a means of facilitating movement in the context of disasters. In the ECOWAS region, disaster-affected people have used free movement arrangements to gain lawful entry to other States, though so far there is a lack of detailed information or data about the extent of this or the impact and outcomes for those who move. In the IGAD region, the draft IGAD Protocol on Free Movement currently under negotiation specifically calls on IGAD Member States to ensure that disaster-affected people are allowed access to territory under free movement arrangements, and are not forced to return to situations where they remain at risk from disasters.

Professor Kaelin concluded by recalling that, though there are challenges associated with the implementation of free movement in Africa, particularly in disaster contexts, African States have committed via international and regional policy processes – including the Global Compact on Migration and the African Union Migration Policy Framework – to further develop opportunities and pathways for migration for those impacted by environmental hazards, disasters and climate change. The development and implementation of free movement arrangements provides one avenue for fulfilling those commitments.

PLENARY

PLENARY PRESENTATIONS

- **Bogdan Danila**, Senior Emergency and Post-Crisis Specialist, IOM Regional Office for Southern Africa
- **Lena Brenn**, Disaster Displacement Advisor, IGAD Secretariat
- **Nana Dlamini**, Disaster Risk Reduction Liaison Officer, SADC Secretariat

The Plenary Session on Day 1 focused on opportunities and limitations presented by free movement agreements in addressing disaster displacement in Africa. **Plenary presentations** were delivered by representatives from the International Organization for Migration (IOM) and from the IGAD and SADC Secretariats. Presenters shared their regional/organizational experiences of dealing with disaster displacement and perspectives on the topic of the workshop.

Bogdan Danila (IOM Regional Office for Southern Africa) provided a broad context for the plenary discussion, describing environmental migration as a phenomenon which is centuries old, but presents increasingly complex challenges owing to the effects of climate change and population growth. Mr Danila noted that, in Africa, environmental migration occurs mostly in the context of flooding and drought. While floods constitute the majority of disaster events in Africa (64% from 2000-2019), the total number of persons affected by disaster is largest for drought (337 million, or 80%, in the same period). There is an ongoing need for better data relating to environmental hazards, disasters and migration, and to better understand the drivers of displacement in the context of disasters and climate change. The implementation of early and broad-based political action is key for preventing displacement. In order to properly manage disaster displacement, governments and other stakeholders must address all phases of the crisis, including Preventing – Preparing – Managing – Mitigating – Addressing, and should include responses that allow people to stay as well as to move. Addressing disaster displacement is inherently multi-disciplinary



Plenary Session. © SCPS

and calls for a collective effort within humanitarian, development, migration and environmental fields, among others.

Lena Brenn (IGAD Secretariat) provided a more detailed context for disaster displacement in the IGAD region. Ms Brenn highlighted that when IGAD was established in 1996, it succeeded the Intergovernmental Authority on Drought and Development (IGADD), which had been established in 1986 to deal with drought and other disasters in the region. Disaster displacement is therefore a core issue for IGAD, and a common phenomenon in the region, where displacement occurs mostly in the context of drought and seasonal flooding. Ms Brenn introduced participants to the draft IGAD Free Movement Protocol, which is currently undergoing a final round of negotiations and provides significant opportunities for addressing disaster displacement in the region. In particular, Article 16 of the draft Protocol explicitly provides that people experiencing or at risk of disaster should be allowed access to territory, as well as an extension of stay and protection against return where the risk of disaster remains. The draft Protocol is expected to be adopted in early 2020 and IGAD is already looking ahead to implementation, including specific plans to operationalize Article 16.⁶

Nana Dlamini (SADC) provided the context for disaster displacement in the SADC region, describing drought and flooding as the main drivers of displacement in SADC Member States. Ms Dlamini noted that, while the SADC Free Movement Protocol is not yet in force, there are bilateral agreements in place between States in the region and many Member States have already relaxed their visa requirements or reduced the costs of visas for citizens of other African States. Disaster displacement is an emerging issue in the SADC region, and so far, the legal framework has been poorly articulated. Moreover, disaster displacement is often viewed only as a migration issue, while effective responses must incorporate disaster risk reduction and management frameworks as well.

A brief plenary discussion followed the plenary presentations, during which two key issues emerged. The first was the relationship between free movement and livelihoods, and in particular, the question of whether and when people moving under free movement agreements have the right to work, and how this impacts longer-term outcomes for those who move. The second was that lessons could be learned from past experiences with free movement in the context of conflict-related displacement. Particularly in the ECOWAS region, free movement agreements have been used by people displaced by conflict to gain access to territory, sometimes as a precursor to applying for refugee status.

⁶ Subsequently to this Workshop, the Protocol on Free Movement of Persons in the IGAD Region was endorsed by the IGAD Committee of Ambassadors, IGAD Ministers of Interior and Ministers of Labour on 25 February 2020 in Khartoum, Sudan.



Group discussion. © SCPS

GROUP DISCUSSION

Group discussions followed the plenary session and participants continued to **share experiences** and discuss the **opportunities and limitations** of free movement in addressing disaster displacement. Group discussions were organized according to REC, and the following key themes emerged from each region.

ECOWAS

The ECOWAS region is the most advanced of Africa's RECs with respect to implementation of free movement in practice. Free movement agreements provide a framework for regular, well-managed movement across borders between ECOWAS Member States, including in the context of disasters. In many ECOWAS States, free movement includes a pathway to citizenship in the host country after a specific period of stay, usually between five and eight years. The ECOWAS region experiences widespread cross-border movement between States – in particular, circular migration driven by weather patterns is common throughout the region.

Because ECOWAS citizens are largely free to move between ECOWAS Member States, access to territory is not a major challenge, though it is often difficult for States to monitor exactly who is entering their territory and why. Environmental drivers are often hidden within broader patterns of movement, making it difficult to distinguish between different types or causes of movement. Nevertheless, it is possible to identify specific instances where free movement arrangements have

facilitated cross-border movement following a disaster – for example, flooding in the Niger River regularly forces people from Niger into Benin, where they are granted entry under the regional free movement framework.

The relative ease of movement in the ECOWAS region has meant that historically there has not been a significant need for climate-specific considerations in migration policies. However, climate change is increasingly impacting patterns of movement in the region, as a result of which more people are moving, and those who move are staying longer in countries of destination. The increasing challenges posed by climate change-related movement could be addressed via an additional protocol to existing free movement agreements, or by developing national level frameworks that guide implementation of these instruments. For example, Togo is currently drafting a Migration Policy that specifically addresses climate change-related movement.

Another pressing issue in the ECOWAS region is how States can best support those who cross borders, particularly in the context of drought, to become more resilient and to return home where possible. Particular challenges for those who move include language barriers; communal conflict in border regions, including between pastoralists and farmers; and, general border insecurity across the region. Longer-term arrangements for those who move must also be considered. At present, entrants are usually granted stay for 90 days, after which they must apply to change status if they wish to remain. In practice, however, many people become unlawful at this point and remain irregularly in the host country.



Group discussion. © SCPS

IGAD

IGAD is a region where generalized border insecurity has led to significant challenges in implementing and enforcing legal frameworks for cross-border movement. In the past, refugee protection has been applied in situations of disaster displacement – for example, during the 2011 Horn of Africa drought and famine. Refugee protection frameworks have the advantage of being human rights-focused, at least in theory. In practice, however, refugees are often denied freedom of movement within host States and required to live in camps, which does not resolve many of the issues associated with displacement.

While free movement in the IGAD in the region is currently in its infancy, the upcoming adoption of the IGAD Free Movement Protocol could greatly enhance the options for disaster-affected populations by providing choice to people about where they move, and facilitating circular movement between States in a way that promotes self-sufficiency and allows people to adapt. There may be practical challenges associated with using free movement in this way, however, including individuals' lack of access to necessary identification and other documents, and the fact that destination areas are often also affected by disaster and environmental stress. Free movement may also not provide a suitable framework for responding to 'mega-disasters' where destination countries receive large numbers of people in a short amount of time.

SADC

SADC Member States experience regular occurrences of both drought and flooding, however most disaster displacement in the region occurs in the context of flooding. In 2019, more than half a million people were displaced by Cyclones Idai and Kenneth, including approximately 4,000 displaced from Mozambique to Malawi. Visa requirements for entry into SADC Member States hamper emergency response efforts following disasters, by limiting entry into territory for those displaced, as well as emergency personnel from government or other aid agencies.

At present, there is only limited understanding in the SADC region of the phenomenon of disaster displacement, including the specific needs of disaster displaced persons and the response mechanisms required. Among SADC Member States, disaster displacement is viewed mainly as a migration issue. The issue of disaster displacement is either not included, or is poorly articulated, in States' disaster risk management frameworks, despite the fact that cooperation between migration and disaster management is critical to dealing adequately with this issue. However, SADC is currently developing a Protocol on Disaster Risk Management, and there may be opportunities to integrate disaster displacement into this.

The potential role of free movement arrangements in the SADC region requires further consideration. There are obstacles, especially political, to achieving regional integration and free movement within the region. Nevertheless, bilateral arrangements for cross-border movement exist, or are being developed, between some SADC Member States, and these could be developed and implemented in a way that better addresses the needs of disaster displaced persons. A key priority in this regard would be promoting better cooperation, both within States and across borders, and between existing institutional 'silos', including those related to migration, disaster management and security.

DAY 2

STRATEGIES FOR ENHANCING THE ROLE OF FREE MOVEMENT IN ADDRESSING DISASTER DISPLACEMENT IN AFRICA

PLENARY

PLENARY PRESENTATIONS

- **Dr Tamara Wood**, PDD Free Movement Study author; Centre Affiliate, Kaldor Centre for International Refugee Law, UNSW
- **Lucy Daxbacher**, Project Officer – Protocol on Free Movement of Persons & Transhumance, IGAD Secretariat
- **Gemma Norrington-Davies**, Senior Fellow, Agulhas Applied Knowledge
- **Phumza Manqindi**, Liaison Officer to the AU, IGAD and UNECA, IOM Special Liaison Office, Addis Ababa
- **Emmerentia Erasmus**, Independent Researcher

The Plenary Session on Day 2 focused on potential strategies for enhancing the role of free movement agreements in addressing disaster displacement. **Plenary presentations** were delivered by regional experts, researchers and institutional representatives, who provided case studies and proposals for future development and implementation of free movement agreements.

Dr Tamara Wood (PDD Free Movement Study author) opened the session by recapping some of the key themes from Day 1 of the workshop and setting a framework for discussions on Day 2. Dr Wood invited participants to explore the following questions:

1. What can be done to further strengthen governmental co-operation on free movement in the context of disasters and climate change, including at the regional, sub-regional and bilateral levels?
2. What can be done at the national level, via national implementation plans, to strengthen the role of free movement agreements in addressing the needs of disaster displaced persons?

Ms Lucy Daxbacher (IGAD Secretariat) discussed the potential role of the new IGAD Free Movement Protocol, including its Article



Plenary Session. © SCPS

16 provision relating to disaster displacement. Ms Daxbacher emphasized the need to look beyond the text of the Protocol to the very important step of implementation. Effective implementation of the IGAD Protocol in the disaster and climate change context will require Member States to realize policy coherence relating to climate-induced mobility – for example, by integrating national climate change action plans with national migration policy frameworks. States will also need to build the capacity of national institutions to better anticipate, prevent and respond to disaster displacement. There remains an ongoing need to develop climate change and human mobility-related data that will inform and support these strategies.

Ms Gemma Norrington-Davies (researcher) discussed the need to consider the relationship between climate change, mobility and livelihoods in future responses to disaster and climate change-related mobility. Ms Norrington-Davies presented the results of an ongoing study commissioned by the International Labour Organization (ILO) conceptualizing these relationships in the IGAD region, where widespread poverty and high reliance on agriculture make the region especially vulnerable to climate change. The preliminary findings of the ILO study show that the main driver of mobility in the region is the search for a better life and job opportunities, including in the context of climate change. However, migration is not an all-encompassing solution to the challenges posed by disasters and climate change and will not be available to all – in fact, disasters and climate change may increase the risk of chronic immobility among the most vulnerable.

Ms Phumza Manqindi (IOM Special Liaison Office, Addis Ababa) explored some of the broad issues relating to free movement in Africa that should be taken into account when exploring the role it might play in addressing disaster displacement. Ms Manqindi emphasized the benefits of free movement in promoting intra-African trade, commerce and tourism, and in promoting labor mobility and skills transfer, in particular for Africa's large youth population, who currently experience very high levels of unemployment. However, the implementation of free movement can also be hampered by national fears of labor competition and security concerns. Effective implementation of free movement in Africa requires effective border management and the development of cross-border infrastructure.

Emmerentia Erasmus (researcher) presented a case study on effective bilateral cooperation for cross-border mobility in the SADC region. Ms Erasmus described the various Cross-border Collaboration Mechanisms (CBCMs) that had been established between States in the region to improve management and protection of child migrants crossing borders in the region. The establishment of CBCMs has significantly enhanced cross-border cooperation between States on migration, by establishing direct communication between local services in neighboring States and building awareness among governments of issues relating to migrant protection. CBCMs provide a model of cross-border cooperation that could be developed or replicated to address cross-border disaster displacement. Critical to the success of such mechanisms is government ownership of the process from the beginning, regular communication to build relationships and trust, and adaptation to local contexts.

GROUP DISCUSSION

Group discussion followed the plenary session, in which participants were invited to consider strategies for enhancing the role of free movement agreements in addressing disaster displacement.

Participants emphasized that enhancing the role of free movement in addressing disaster displacement requires strategies at all levels of governance – including regional, sub-regional, bilateral and national. Strategies at each level could (and should) support developments at other levels as well. For example, regional agreements may be implemented via smaller-scale bilateral agreements and national implementation plans that respond to the more specific conditions experienced in particular border regions.

The ‘entry level’ for developing strategies to enhance the role of free movement in addressing disaster displacement may differ between regions depending on existing regional frameworks, current status and implementation of free movement and political dynamics. In the IGAD and ECOWAS regions, existing (and soon-to-be-adopted) regional agreements provide a framework for strategies that focus on bilateral cooperation and effective national implementation. In the SADC region, where there is no regional agreement in force, bilateral arrangements could be strengthened and harmonized in a way that may, over time, support the development of a regional framework.

In addition to this multi-level approach to governance, strategies for enhancing the role of free movement in addressing disaster displacement should promote horizontal cooperation and coherence between various fields of policy and institutional responsibility, including migration, disaster management and security. This includes formal law and policy coherence, as well as practical arrangements for increasing dialogue and cooperation between institutions and government agencies.

The following table provides a summary of some of the specific suggestions for further strategies that were put forward during these discussions.

POTENTIAL STRATEGIES FOR ENHANCING THE ROLE OF FREE MOVEMENT IN ADDRESSING DISASTER DISPLACEMENT

Regional strategies

- Establish or build upon regional law and policy frameworks to support States in applying free movement in the context of disasters and climate change.
 - IGAD – develop implementation frameworks for Member States to support implementation of IGAD Free Movement Protocol provisions relating to disaster displacement.
 - ECOWAS – consider the adoption of an additional protocol to existing free movement agreements to deal specifically with the application of free movement in the context of disasters and climate change.
 - ECOWAS – consider what lessons learned from the application of free movement in the context of conflict-related displacement could be used to inform strategies for addressing disaster displacement.
- Increase awareness and understanding of the phenomenon of disaster displacement, the needs of disaster displaced persons and the role of free movement in addressing disaster displacement.
 - IGAD – develop training for States in disaster response and the management of disaster displacement, including cross-border simulation exercises and development of Standard Operating Procedures (SOPs) for national authorities.
 - SADC – build awareness and understanding among national governments of the phenomenon of disaster displacement and the needs of disaster displaced persons, with a focus on the need for collaboration across existing ‘silos’ such as migration, disaster and climate change.
 - ECOWAS – re-consider the conceptualization of ‘disaster displacement’ in the context of

slow-onset disasters (drought) and widespread implementation of free movement to build consensus on the meaning of terms such as 'disaster displacement' and 'displaced person' and identify more precisely people's reasons for moving and their needs in the destination country.

- All regions – establish and build capacity of regional migration observatories to provide data collection and analysis, and support States with policy development and implementation.
- Facilitate regional dialogue and cooperation relating to free movement and disaster displacement.
- All regions – Utilize Regional Consultative Processes (RCPs) on Migration as platforms for increasing awareness among governments of the phenomenon of disaster displacement and inter-State cooperation in developing legal, policy and practical responses.
- Establish regional disaster response mechanisms to facilitate increased inter-State cooperation on disaster risk management and emergency response.

Bilateral strategies

- Develop formal agreements and cooperation mechanisms to facilitate bilateral cooperation on disaster-related cross-border mobility.
 - IGAD and SADC – examine existing bilateral arrangements for cooperation following disasters to identify examples of good practice and protection or assistance gaps for displaced persons.
 - SADC – build on the positive experiences within existing Cross-border Collaboration Mechanisms addressing the management and protection of child migrants to develop similar mechanisms for addressing disaster displacement.
 - IGAD – investigate and develop cross-border cooperation mechanisms in current 'hotspot' areas for disaster displacement.

- Formalize bilateral agreements relating to the return of displaced populations when the risk of disaster has passed.

National strategies

- Embed regional free movement agreements into national policy and legislation, ensuring that the application of free movement in practice facilitates movement for disaster-affected populations.
 - ECOWAS – examine existing national laws and policies to identify examples of good practice and guidelines for harmonization across Member States.
 - All regions – establish migration management systems that permit document waivers for disaster displaced persons or provide access to temporary documentation for displaced persons. Provide pathways to registration/regularization for displaced persons who enter unlawfully.
- Promote policy coherence and enhance inter-agency technical cooperation between fields including migration, disaster response and security, ensuring high-level lead.
 - All regions – Undertake training and capacity building for national authorities on managing cross-border mobility in the context of disasters and climate change – for example, by conducting simulation exercises.
- Develop livelihood strategies that respond to the medium- and longer-term needs of those who move in the context of disasters and climate change. This includes undertaking skills assessments of entrants to host States to ensure recognition of skills and contributions and identify how they can best contribute to local labor markets.

CLOSING SESSION

In the Closing Session, Dr Tamara Wood (PDD Free Movement Study author) summarized key themes from the workshop, including the significance of regional and sub-regional variations in experiences of disaster displacement and the status of free movement agreements, the need to work across existing governance 'silos' to ensure greater cross-institutional cooperation, and the need for strategies to support the implementation of free movement protocols in the disaster context at regional, bilateral and national levels.

Professor Walter Kaelin (Envoy of the Chair of the PDD) invited participants to make final comments about what they identified as the key themes of the workshop and what information and ideas they would take from the workshop back to their governments and institutions. Some of the key ideas that emerged in this discussion included: the need for further data on disaster displacement; the need for further conceptualization of the links between disasters, climate change, human mobility and livelihoods; and, the importance of taking into account both operational and governance issues in addressing disaster displacement.

Professor Kaelin concluded by setting out some of the next steps that PDD intends to take in its work on disaster displacement in Africa. These included: assisting ECOWAS with the framing of a new project on addressing disaster displacement in the region implemented by IOM; continuing to cooperate with IGAD inter alia on the implementation of the IGAD Free Movement Protocol once adopted; and, exploring opportunities to develop increased engagement and cooperation with SADC, in particular on disaster risk reduction.

Professor Oliver Ruppel (Stellenbosch University) formally closed the workshop. Professor Ruppel thanked participants for their engagement and urged that further action on this topic is needed, including engagement with a wider range of stakeholders. Africa is vulnerable to climate change. However, change has played an important role in Africa's past and will prepare it well for the future.



📷 Prof Oliver Ruppel, Director, DROP, University of Stellenbosch, formally closed the workshop.

WORKSHOP OUTCOMES

KEY THEMES AND RECOMMENDATIONS

Participants at the PDD Free Movement Stakeholder Workshop were engaged and positive about the value of exploring the role that free movement arrangements could play in addressing disaster displacement. The following key themes and recommendations emerged from workshop discussions:

- Free movement in Africa comprises all measures undertaken by States to relax or remove entry requirements for citizens of other African States. This includes measures undertaken under formal agreements for the free movement of persons at the REC and continental levels, as well as agreements and informal arrangements at the bilateral level or unilateral measures at national levels.
- Experiences of disaster displacement and the current status of free movement arrangements vary considerably between Africa's RECs:
 - In the ECOWAS region, free movement has been relatively well implemented and seasonal movement occurs regularly between States – particularly in the context of drought, as people move to access more sustainable livelihoods and water resources. The operation of free movement in practice means it is often difficult to distinguish between those who move voluntarily and those who are displaced. It also means that the specific assistance and protection needs of vulnerable displaced persons, beyond mere access to territory, are not adequately identified and addressed. The ECOWAS region also experiences displacement in the context of conflict and violence, and lessons about how free movement has facilitated access to protection and assistance in this context could inform its use in the disaster and climate change context as well.
 - In the IGAD region, disaster displacement occurs mostly in the context of drought, and is frequently complicated by other challenges such as conflict and border insecurity. Changing

- patterns of movement among pastoral communities puts pressure on natural resources and local communities, especially in situations where disaster displaced persons move to host regions that are themselves experiencing the negative effects of disasters and climate change. With the imminent adoption of the IGAD Free Movement Protocol, the focus of the IGAD Secretariat and Member States is on practical actions and strategies to ensure that the Protocol's disaster displacement provisions are effectively implemented.
- In the SADC region, disaster displacement occurs predominantly in the context of flooding, the severity of which is often compounded by underlying drought and the increasing impacts of climate change. Free movement has not yet been adopted at the regional level in SADC, however many States have begun relaxing their visa entry requirements for citizens of other SADC Member States and there are a number of bilateral arrangements or effective practices for cross-border movement in place between States in the region. For example, existing Cross-border Collaboration Mechanisms addressing the management and protection of child migrants provide an example of good practice that could be developed to address disaster displacement. There is a general need for additional research and better understanding of disaster displacement dynamics and needs within the SADC region to inform future efforts.
 - Free movement arrangements are already being used by communities in Africa affected by, or at risk of, disaster displacement to facilitate regular migration to neighboring States and access to protection, assistance and sustainable livelihoods. As yet, there is little data on the extent of this and on the outcomes of such movement for those who move and for host communities.
 - There are challenges associated with the use of free movement in the context of disasters and climate change, including: lack of reference to disaster displacement in most regional and sub-regional free movement agreements; existing governance 'silos' and lack of coordination between migration and disaster risk management institutions; and, more general technical and resource constraints associated with implementing free movement arrangements in practice.
 - Strategies for enhancing the role of free movement in addressing disaster displacement should include both strategies for increasing inter-State cooperation at the regional and bilateral levels, as well as measures that can be undertaken by individual States in their national implementation of free movement agreements. While there is value in cross-regional learning between RECs, strategies should be prioritized based on the specific circumstances and opportunities presented in each REC.
 - In the ECOWAS region, strategies for enhancing the role of free movement in addressing disaster displacement should look beyond access to territory to consider the more specific needs of disaster displaced communities and how they might be addressed in host States. The implementation of free movement in national law and policy frameworks, and its operation in practice, should be examined to identify potential barriers for disaster displaced persons and examples of good practice that could be replicated across the region. The development and adoption of an additional protocol to existing ECOWAS Free Movement agreements that specifically addresses the application of free movement in the context of disasters and climate change could provide a valuable framework for Member States in their own implementation of free movement agreements. Current planning of projects in West Africa by IOM and PDD provides an opportunity to further explore some of these issues.

- In the IGAD region, once the IGAD Free Movement Protocol is adopted, the priority will be supporting IGAD Member States with implementation of the Protocol's specific provisions on disaster displacement. This could include developing and adopting an implementation road map for the Protocol, and supporting Member States with capacity building exercises, such as training and simulation exercises. The further development of bilateral arrangements, in particular in disaster displacement 'hotspot' border areas within the IGAD region, could also promote inter-State cooperation and capacity building.
- The SADC region is at the preliminary stages of considering disaster displacement and free movement and so engagement in this region should focus on building awareness on the phenomenon of disaster displacement and understanding of the applicable legal frameworks. The need for further collaboration between various national and local authorities – including migration, disaster management and security authorities – was a key theme for SADC, as was the opportunity to further develop bilateral agreements in the region to address the needs of disaster displaced persons.

FURTHER RESEARCH

The PDD Free Movement Study recommends that further research is required in order to fully assess how free movement agreements could address disaster displacement. The need for further research was confirmed during the Stakeholder Workshop, and two key priorities for such research were identified. The first priority is that future research include an empirical component, so that the actual needs of disaster displaced persons in Africa can be more specifically and reliably understood. The second is that future research take into account, and address, the varied needs and knowledge gaps that exist among Africa's RECs.

In light of this, the workshop organizers make the following specific recommendations for follow-up research:

1. Disaster displacement and free movement in domestic law, policy and practice

The PDD Free Movement Study recommends that additional research be conducted to assess the extent to which the potential limitations of free movement agreements identified in the study actually limit access and protection for disaster displaced persons in practice (see PDD Free Movement Study, Annex 3). It is recommended that this research be undertaken at the sub-regional level in the ECOWAS region, where there has been sufficient implementation of free movement at the national level to facilitate the relevant analysis. This research should comprise a desk review of relevant national legislation and policy documents, as well as field-based research (in selected case study locations) on the operation of free movement in practice. This research could be used to identify examples of good practice and/or to develop guidelines on the implementation of free movement in the context of disasters and climate change that could inform future developments in the ECOWAS region as well as Africa's other RECs.

2. Bilateral arrangements for free movement in disaster contexts

The current and potential role of bilateral arrangements for managing disaster-related cross-border movement emerged as a priority area for further investigation in both the IGAD and SADC regions. Such arrangements are (or could be) particularly relevant for 'hotspot' border areas – for example, borders between Malawi and Mozambique, Ethiopia and Sudan, Kenya and Uganda, and Kenya and Ethiopia. Further research on bilateral free movement arrangements should examine formal agreements between States relating to entry and stay, as well as practical mechanisms for cross-border cooperation between relevant national and local authorities.

3. Conceptualizing 'disaster displacement' in the context of free movement

Existing conceptualizations of 'disaster displacement' are centered on the critical distinction between voluntary (migration) and forced (displacement) movement, as this distinction is fundamental to determining the applicability (or not) of international and humanitarian protection frameworks. In the ECOWAS region, however, where free movement has been reasonably well implemented and citizens may enter and stay in the territory of other States, the distinction between forced and voluntary movement is less important. In this context, a closer analysis of the reasons why people move in the context of drought may suggest a more nuanced understanding of mobility in the context of disasters and a more fine-grained conceptualization of the nature and types of disaster displacement. Research on the conceptualization of disaster displacement in the context of free movement should examine more closely the reasons why people move in the context of drought or other disasters, analyze how the nature of movement affects the needs of those who move in destination countries, and develop a conceptual framework to guide operational responses, the provision of assistance and cross-border cooperation.

ANNEX 1:

STAKEHOLDER WORKSHOP “THE ROLE OF FREE MOVEMENT OF PERSONS AGREEMENTS IN ADDRESSING DISASTER DISPLACEMENT IN AFRICA” WITH FOCUS ON ECOWAS, IGAD AND SADC REGIONS

PARTICIPANT LIST

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Botswana Dimpho Mathumo	PDD Free Movement Study Author Dr Tamara Wood	

ANNEX 2:

STAKEHOLDER WORKSHOP – “THE ROLE OF FREE MOVEMENT OF PERSONS AGREEMENTS IN ADDRESSING DISASTER DISPLACEMENT IN AFRICA” WITH FOCUS ON ECOWAS, IGAD AND SADC REGIONS

AGENDA

DAY 0, 26 NOVEMBER 2019	
Welcome: Stellenbosch University Museum, 52 Ryneveld Street, Stellenbosch	
17:00	REGISTRATION
18:00	<p>WELCOME AND PRESENTATION OF STUDY</p> <p>Welcome: Prof Oliver Ruppel, Director, Development of the Rule of Law Programme, University of Stellenbosch</p> <p>Presentation of PDD 2019 Free Movement Study: Dr Tamara Wood, Kaldor Centre for International Refugee Law, UNSW (Study author)</p>
19:00	DINNER
DAY 1, 27 NOVEMBER 2019	
Stellenbosch Institute for Advanced Study (STIAS), 10 Marais Road, Stellenbosch	
08:30 – 09:00	REGISTRATION
09:00 – 13:30	<p>OPENING PLENARY</p> <p>Prof Eugene Cloete, Vice-Rector (Research, Innovation and Postgraduate Studies), University of Stellenbosch</p> <p>Marie Traisnel, Cooperation and Cultural Attaché, Consulate General of France in Cape Town</p> <p>Véronique Haller, Deputy Head of Mission of the Swiss Embassy in South Africa</p> <p>Ulf Neupert, Team Leader, Strengthening IGAD Migration Policy Implementation (SIMPI) Project, GIZ</p> <p>Mandlenkosi Madumisa, Chief Director-General of Home Affairs, South Africa</p> <p>George Mwachiro, Principal Immigration Officer, Kenya</p> <p>Andriamanjato Landy Harifetra, Ministry of Home Affairs and Decentralization, EDBM, Madagascar</p> <p>KEYNOTE PRESENTATION</p> <p>Prof Walter Kaelin, Envoy of the Chair of the PDD</p>
10:30 – 11:00	COFFEE BREAK
11:00 – 12:30	<p>PLENARY: Opening statements and sharing of experiences – disaster displacement and free movement in the regions</p> <p>Lena Brenn, Disaster Displacement Advisor, IGAD Secretariat</p> <p>Nana Dlamini, Disaster Risk Reduction Liaison Officer, SADC Secretariat</p> <p>Bogdan Danila, Senior Emergency and Post-Crisis Specialist, IOM Regional Office for Southern Africa</p>
12:30 – 13:30	LUNCH

13:30 – 15:30	GROUP DISCUSSION: Opportunities and limitations of free movement agreements in addressing disaster displacement Group discussion according to RECs 1. ECOWAS 2. IGAD 3. SADC
15:30 – 16:00	COFFEE BREAK
16:00 – 17:30	PLENARY: Opportunities and limitations of free movement agreements in addressing disaster displacement Presentation of outcomes from group discussions
19:00	DINNER

DAY 2, 28 NOVEMBER 2019

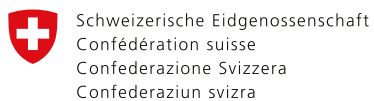
Stellenbosch Institute for Advanced Study, 10 Marais Road, Stellenbosch

09:00 – 10:30	REGISTRATION: Enhancing the role of free movement agreements in addressing disaster displacement Dr Tamara Wood , PDD Free Movement Study Author, Kaldor Centre for International Refugee Law, UNSW Lucy Daxbacher , Project Officer – Protocol on Free Movement of Persons & Transhumance, IGAD Secretariat Gemma Norrington-Davies , Senior Fellow, Agulhas Applied Knowledge Phumza Manqindi , Liaison Officer to the AU, IGAD and UNECA, IOM Special Liaison Office, Addis Ababa Emmerentia Erasmus , Independent Researcher
10:30 – 11:00	COFFEE BREAK
11:00 – 12:30	ROUNDTABLE CONVERSATIONS: Enhancing the role of free movement agreements in addressing disaster displacement Group discussions on regional, bilateral and national strategies for enhancing the role of free movement in addressing disaster displacement.
12:30 – 13:30	LUNCH
13:30 – 14:30	PLENARY: Enhancing the role of free movement agreements in addressing disaster displacement Presentation of outcomes from group discussions.
14:30 – 15:00	PLENARY: Summary and next steps Prof Walter Kaelin , Envoy of the Chair of the PDD Prof Oliver Ruppel , Director, Development of the Rule of Law Programme, University of Stellenbosch
15:00	CLOSING OF THE WORKSHOP

The Stakeholder Workshop was organized by the **Platform on Disaster Displacement** in partnership with the **Development of the Rule of Law Programme (DROP)**, **Stellenbosch University** and the **Norwegian Refugee Council (NRC)**.



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