



MAPPING HUMAN MOBILITY IN NATIONAL AND REGIONAL DISASTER RISK REDUCTION STRATEGIES AND RELATED INSTRUMENTS



PLATFORM
ON DISASTER
DISPLACEMENT

FOLLOW-UP TO THE NANSEN INITIATIVE



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- Office of the United Nations High Commissioner for Refugees (UNHCR)
- United Nations Office for Disaster Risk Reduction (UNDRR)
- Platform on Disaster Displacement (PDD)

This report is a follow-up to the study *Mapping the Baseline: To What Extent Are Displacement and Other Forms of Human Mobility Integrated in National and Regional Disaster Risk Reduction Strategies?* which was commissioned by PDD in cooperation with UNDRR in 2018. Together with its accompanying dataset, it provided a baseline for monitoring progress regarding integrating displacement and other forms of human mobility in national and regional DRR strategies. This report builds directly on the 2018 Mapping, compares its findings and highlights the key similarities and conclusions emerging from the 2023 Mapping dataset.

In 2023, UNDRR, in cooperation with UNHCR, commissioned a small team of independent researchers from Humanitarian & Development Consulting Pty Ltd to prepare this report with guidance from the project organisations.

A reference group comprising representatives from the Global Network of Civil Society Organisations for Disaster Reduction (GNDR), the Internal Displacement Monitoring Centre (IDMC), the International Federation of Red Cross and Red Crescent Societies (IFRC), the International Organization for Migration (IOM), the Norwegian Refugee Council (NRC), and PDD supported the consulting team.

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LIST OF ACRONYMS

APDIM	Asia and Pacific Centre for the Development of Disaster Information Management
APMCDRR	Asia-Pacific Ministerial Conference on Disaster Risk Reduction
APP-DRR	Asia-Pacific Partnership for Disaster Risk Reduction
DRM	Disaster risk management
DRR	Disaster risk reduction
ECOWAS	Economic Community of West African States
EP	European Parliament
ESCAP	Economic and Social Commission for Asia and the Pacific
EU	European Union
FRDP	Framework for Resilient Development in the Pacific
GCM	Global Compact for Safe, Orderly and Regular Migration
GCR	Global Compact on Refugees
GNDR	Global Network of Civil Society Organisations for Disaster Reduction
HLP	Housing, land and property
IDMC	Internal Displacement Monitoring Centre
IDPs	Internally Displaced Persons
IFRC	International Federation of Red Cross and Red Crescent Societies
IGAD	Intergovernmental Authority on Development in Eastern Africa
IOM	International Organization for Migration
NAP	National Action Plan
NRC	Norwegian Refugee Council
NDC	Nationally Determined Contribution
PDD	Platform on Disaster Displacement
SADC	Southern African Development Community
SNAP	Strategic National Action Plan
UNDRR	United Nations Office for Disaster Risk Reduction
UNFCCC	United Nations Framework Convention on Climate Change
UNHCR	United Nations High Commissioner for Refugees
UNISDR	United National International Strategy for Disaster Reduction (<i>now UNDRR</i>)
UNSG	United Nations Secretary General

1 Background to this report



1.1

WHY SHOULD HUMAN MOBILITY BE INCLUDED IN DISASTER RISK REDUCTION STRATEGIES?

Human mobility, particularly displacement and migration, can be a driver and consequence of disasters, creating or exacerbating specific challenges, vulnerabilities and needs among affected or at-risk populations.¹ Every year, disasters displace millions of people worldwide, and people may be living in situations of displacement for multiple reasons, including the impacts of hazardous events in fragile and conflict-affected settings. Internally displaced persons (IDPs) and refugees, as well as migrants in vulnerable situations, are often among those most exposed and vulnerable to multiple hazards and for whom disaster risk reduction (DRR) measures are important. Emergency evacuations and planned relocations to safe settlement areas are among the human

mobility measures that may be taken to reduce or manage disaster risk, which may be temporary or long-lasting. Other issues should also be considered in post-disaster settings to address vulnerabilities and risks, human rights and protection, and for finding durable solutions.

Integrating human mobility in DRR strategies aligns with the **Sendai Framework for Disaster Risk Reduction 2015-2030** (Sendai Framework),² emphasising people-centred and rights-based approaches to DRR and multiple references to displacement and other human mobility issues and measures (*see Box 1 below*). The relevance and importance of human mobility to DRR have been increasingly recognised by policymakers from global to local levels, including in the discussions and outcomes of regional and global platforms for DRR. The **2023 Political Declaration of the high-level meeting on the midterm review of the Sendai Framework for Disaster Risk Reduction 2015–2030**³ calls upon States to strengthen comprehensive disaster risk governance including by promoting DRR

¹ Platform on Disaster Displacement, Mapping the Baseline: To What Extent Are Displacement and Other Forms of Human Mobility Integrated in National and Regional Disaster Risk Reduction Strategies?, 2018. Available at: <https://disasterdisplacement.org/resource/drrmapping/>.

² United Nations Office for Disaster Risk Reduction, Sendai Framework for Disaster Risk Reduction 2015-2030. Available at: <https://www.undrr.org/publication/sendai-framework-disaster-risk-reduction-2015-2030>.

³ See United Nations General Assembly resolution A/RES/77/289, annex 1. Available at: <https://www.undrr.org/media/88061/download>.

policies, strategies and actions that reduce the risk of displacement in the context of disasters. This includes addressing the underlying disaster risk factors and causes of displacement, preparing for its adverse

consequences and supporting durable solutions to disaster-related displacement through international, regional, subregional, transboundary and bilateral cooperation.

Box 1. Displacement and other forms of human mobility in the Sendai Framework⁴

Human mobility is an overarching umbrella term that refers to three forms of population movement: i) Displacement – the primarily forced movement of persons; ii) Migration – the primarily voluntary movement of persons; iii) Planned relocation – the process of settling persons or communities to a new location (see UNFCCC Decision 1/CP.16 Cancun Climate Change Adaptation Framework Paragraph 14f).

The Sendai Framework recognises displacement as a significant, global consequence of disasters (para. 4) and displaced persons are counted among the number of people affected by disasters that Target B aims to reduce. It also recognises the need to manage “displacement risk” through “transboundary cooperation” (para. 28d) and disaster risk assessments, as well as guidance and tools that help to anticipate “demographic and environmental changes” (para. 30f).

It notes the importance of preparing for effective responses through planning and building the capacity of local authorities to implement evacuations and to meet the needs of evacuated or displaced people (para. 33h and m), including through “transboundary cooperation”.

The Sendai Framework further points out the need to formulate public policies, “where applicable”, addressing the preventative relocation “of human settlements in disaster risk-prone zones, subject to national law and legal systems” (para. 27k).

Finally, the framework refers to the need to include, work with and leverage the skills and capacities of “migrants” in DRR and community resilience-building by designing and implementing policies, plans and standards (para. 7, 27h and 36a).

Over the past decade (2014-2023), displacements of people from their homes to avoid or flee the hazardous impacts of weather-related and geophysical events have averaged some 24 million per year, with 92 per cent related to climate shocks in the form of floods, storms, droughts and wildfires.⁵

Most displaced people remain within their own countries (IDPs), yet others flee across borders with specific needs for protection and assistance, as addressed by **The Nansen Initiative’s Agenda for the Protection of Cross-border Displaced Persons in the Context of Disasters and Climate Change**.⁶

While displacement may allow those who are fleeing to avoid immediate risks to life or serious harm, it is also often associated with exposure to further harm during displacement and increased vulnerability over time when displaced people are unable to return safely and with dignity to their former homes or find alternative places to settle and integrate. Displaced people, including refugees and people internally displaced by conflict, as well as migrants in vulnerable situations, are among those likely to be at very high risk from hazardous events, which may also result in onward or increasingly protracted displacement.⁷

⁴ Adapted from PDD, 2018 Baseline Mapping, p. 18.

⁵ Internal Displacement Monitoring Centre, Global Internal Displacement Database. Available at: <https://www.internal-displacement.org/database/displacement-data/>. Accessed on 10 October 2024.

⁶ The Nansen Initiative, Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change, 2015 (endorsed by 109 governmental delegations). Available at: https://disasterdisplacement.org/wp-content/uploads/2014/08/EN_Protection_Agenda_Volume_I_-low_res.pdf.

⁷ United Nations High Commissioner for Refugees, Global Trends Forced Displacement in 2023, pp. 23–24. Available at: <https://www.unhcr.org/global-trends-report-2023>.

On the other hand, human mobility may play an important role in preventing or mitigating disaster risk. For example, safe and timely emergency evacuations save lives, and planned relocation to safer areas improves communities' safety and long-term resilience. Voluntary migration may also strengthen households' resilience by improving their access to income and sustainable livelihoods.

The meaningful participation of displaced people and other migrants in developing and implementing DRR strategies, together with their hosts or receiving communities and communities of origin, enables more resilient and sustainable outcomes while ensuring that human rights are respected and upheld.⁸ This, in turn, may reinforce social cohesion and peaceful coexistence, particularly in fragile contexts, and better support inclusive and sustainable development in line with the **United Nations Secretary General's New Agenda for Peace**⁹ and the **2030 Agenda for Sustainable Development**.¹⁰

Attention to human mobility has also grown with knowledge and decisions on climate change adaptation and responding to climate change-related loss and damage under the **United Nations Framework Convention on Climate Change (UNFCCC)**.¹¹ This shares the common objective with DRR of reducing vulnerability and strengthening resilience, creating important opportunities for stronger synergies and policy coherence between DRR strategies and climate action instruments – notably National Adaptation Plans and Nationally Determined Contributions – supported by coordinated actions across relevant government entities and other stakeholders.¹² Furthermore, the **Global Compact for Safe, Orderly and Regular Migration (GCM)**¹³ and the **Global Compact on Refugees (GCR)**,¹⁴ adopted in 2018, contain specific provisions on the need to include migrants, displaced persons and refugees in DRR strategies. The importance of DRR is also recognised in the **United Nations Secretary General's Action Agenda on Internal Displacement (UNSG's Action Agenda)**,¹⁵ which sets out the United Nations commitment to achieving durable solutions to internal displacement.

⁸ United Nations Office for Disaster Risk Reduction, *Words into Action Guidelines on Disaster Displacement: How to reduce risk, address impacts and strengthen resilience*, 2019, p. 41. Available at: https://www.undrr.org/sites/default/files/2023-03/58821_wiadisasterdisplacement190511webeng.pdf?startDownload=true%20?startDownload=true.

⁹ United Nations, *Our Common Agenda: Policy Brief 9 - A New Agenda for Peace*, 2023. Available at <https://reliefweb.int/report/world/our-common-agenda-policy-brief-9-new-agenda-peace-july-2023>.

¹⁰ See United Nations General Assembly resolution A/RES/70/1. Available at: https://www.un.org/en/development/desa/population/migration/generalassembly/docs/globalcompact/A_RES_70_1_E.pdf.

¹¹ United Nations, *Treaty Series*, vol. 1771, No. 30822. Available at: https://treaties.un.org/doc/source/RecentTexts/unfccc_eng.pdf. See also the work of the Executive Committee of the Warsaw International Mechanism for Loss and Damage Task Force on Displacement. Available at: <https://unfccc.int/process/bodies/constituted-bodies/WIMExCom/TFD>.

¹² UNDRR, *Words into Action Guidelines on Disaster Displacement*, p. 42.

¹³ See United Nations General Assembly resolution A/RES/73/195. Available at: <https://www.ohchr.org/en/migration/global-compact-safe-orderly-and-regular-migration-gcm>.

¹⁴ See Official Records of the United Nations General Assembly A/73/12 (Part II). Available at: <https://reliefweb.int/report/world/global-compact-refugees-a7312-part-ii>.

¹⁵ United Nations, *The United Nations Secretary General's Action Agenda on Internal Displacement: Follow-Up to the Report of the UN Secretary-General's High-Level Panel on Internal Displacement*, 2022. Available at: <https://www.un.org/en/content/action-agenda-on-internal-displacement/>.

1.2

PURPOSE OF THIS REPORT

Box 2. Mapping the Baseline: To What Extent Are Displacement and Other Forms of Human Mobility Integrated in National and Regional Disaster Risk Reduction Strategies? (2018 Baseline Mapping)

In 2018, the PDD, in partnership with UNDRR, commissioned work to develop a baseline for monitoring progress in integrating disaster displacement and other forms of human mobility in national and regional DRR strategies.

The mapping compiled an extensive dataset of national DRR strategies from 154 countries (see below for a description of DRR strategies for this research and many relevant regional instruments). The DRR strategies were prioritized and analysed using key search terms, and the key findings were captured in the **2018 Baseline Mapping**.¹⁶

The 2018 Baseline Mapping report informed engagement on the development or revision of DRR strategies, as well as the development of the **Word into Action Guidelines on Disaster Displacement**,¹⁷ and its accompanying **Checklist**,¹⁸ which make recommendations for the inclusion of disaster displacement in DRR laws, policies, strategies and plans.

This report presents the key findings from a global mapping of national and regional DRR strategies and other related instruments conducted in 2023 to examine the extent to which they integrate disaster displacement and other forms of human mobility following the recommendations of the Sendai Framework and other international instruments. The findings are compared to those undertaken in the 2018 Baseline Mapping, highlighting the key similarities and conclusions emerging from the 2023 Mapping dataset.

This report provides valuable insights for policymakers and other stakeholders working to implement the Sendai Framework. It can inform targeted engagement with States and other relevant stakeholders at the local, national, and regional levels on considering and integrating best practices for the protection of displaced people, migrants, and persons at risk of displacement in developing or revising DRR laws, strategies, and policies. It seeks to support

policymakers and national and global actors to advocate for better integrating human mobility-related provisions across policy processes in the broader disaster risk and climate policy space.

1.3

2023 MAPPING PROCESS

The 2023 Mapping was based on the methodology described in the 2018 study¹⁹ to enable a degree of comparison against the major terms and themes analysed in the 2018 Baseline Mapping, to understand any new trends or developments since 2018, and to more fully include consideration of the relevance of DRR and human mobility in fragile and conflict-affected contexts. As discussed below, important variations were also applied to the 2023 Mapping.

¹⁶ PDD, 2018 Baseline Mapping.

¹⁷ UNDRR, Words into Action Guidelines on Disaster Displacement, p. 41.

¹⁸ Norwegian Refugee Council, PDD, and UNDRR, Addressing Disaster Displacement in Disaster Risk Reduction Policy and Practice: A Checklist, 2020, p. 7. Available at: <https://www.undrr.org/publication/addressing-disaster-displacement-disaster-risk-reduction-policy-and-practice-checklist>.

¹⁹ See PDD, 2018 Baseline Mapping, pp. 20–25.

HOW ARE DISASTER RISK REDUCTION STRATEGIES DEFINED AND INTERPRETED FOR THE PURPOSE OF THIS STUDY?

The monitoring and reporting targets and indicators for Sendai Framework Target E include “Target E-1: Number of countries that

adopt and implement national disaster risk reduction strategies in line with the Sendai Framework”. The key elements that comprise a DRR strategy for this purpose are set out in **Box 3** below.

Box 3. Key elements of Disaster Risk Reduction strategy ²⁰	
1.	Has different timescales, with targets, indicators and timeframes.
2.	Aims to prevent the creation of risk.
3.	Aims to reduce existing risk.
4.	Aims to strengthen economic, social, health and environmental resilience.
5.	Addresses the recommendations of Priority 1, Understanding disaster risk: <i>Based on risk knowledge and assessments to identify risks at the local and national levels of the technical, financial and administrative disaster risk management capacity.</i>
6.	Addresses the recommendations of Priority 2, Strengthening disaster risk governance to manage disaster risk: <i>Mainstream and integrate DRR within and across all sectors with defining roles and responsibilities.</i>
7.	Addresses the recommendations of Priority 3, Investing in disaster risk reduction for resilience: <i>Guide allocation of the necessary resources at all levels of administration for the development and the implementation of DRR strategies in all relevant sectors.</i>
8.	Addresses the recommendations of Priority 4, Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction: <i>Strengthen disaster preparedness for response and integrates DRR response preparedness and development measures to make nations and communities resilient to disasters.</i>
9.	Promotes policy coherence relevant to disaster risk reduction, such as sustainable development, poverty eradication, and climate change, notably with the Sustainable Development Goals and the Paris Agreement.
10.	Has mechanisms to follow up, periodically assess, and publicly report on progress.

While analytics are kept on the number of DRR strategies self-reported by the UN Member States against Sendai Framework Target E-1 within the Sendai Framework Monitor, the system does not include references or links. As a result, both the 2018 Baseline Mapping and the 2023 Mapping required extensive research across various online databases and websites, predominantly available in English, French or Spanish.

The 2018 Baseline Mapping criteria for the identification of national and regional DRR strategies adhered to the following description: “national [or regional] disaster risk reduction or disaster risk management strategies or strategy-like documents (in line with Sendai Framework Target E1) that were multi-hazard, multi-sectoral and national [or regional] in scope” (p. 22). The 2023 Mapping extended this description to include other related instruments, as detailed below.

²⁰ UNDRR, Technical Guidance for Monitoring and Reporting on Progress in Achieving the Global Targets of the Sendai Framework for Disaster Risk Reduction: Collection of Technical Notes on Data and Methodology, 2017, pp. 112–128. Available at: https://www.preventionweb.net/files/54970_techguidancefdigitalhr.pdf.

VARIATIONS BETWEEN THE 2018 BASELINE MAPPING AND THE 2023 MAPPING

At the regional level, the 2023 Mapping analysed only those instruments that had been developed since 2018. While only nine strategies and related instruments were reviewed, they spanned multiple regions.

At the national level, the 2023 Mapping included a limited number of other instruments, such as laws and strategy-like documents focused on a single sector or hazard. Compared to the 2018 study, this more expansive range of documents was mainly to ensure that as many countries as possible could be included. This and other variations are set out in [Table 1](#) below. The complete list of documents analysed is provided in [Annex 2](#).

Table 1. Variation in the collection of national DRR strategies and related instruments between 2018 Baseline Mapping and 2023 Mapping

Methodology	2018 Baseline Mapping	2023 Mapping	Rationale for Variation
Different types of instruments identified as relevant.	Excluded laws. Excluded single sector or single hazard-focused documents.	Included a limited number of laws where they most closely resembled a national DRR strategy-like document for that country (these are indicated in Annex 2). Included a limited number of documents with titles indicating they were sector- or hazard-focused documents, but where their actual content most resembled a national DRR strategy-like document (these are indicated in Annex 2).	To slightly broaden the interpretation of the criteria by including documents from as many countries as possible while retaining the overall purpose and integrity of the analysis.
Inclusion with the core set of national strategies for analysis.	Inclusion of <u>at least one</u> national DRR strategy-like document across as many countries as possible.	Inclusion of <u>only one</u> national DRR strategy-like document across as many countries as possible.	To keep the research and analysis manageable given the time/ resources available and to ensure countries are not over-represented in the statistics by having more than one document attributed to them.
Timeframes used for the collection of national strategies.	Published between 2001-2018. Currently active (as of the 2018 Baseline Mapping).	Published between 2001-2023. Currently active (as of 2023), or which had been active since 2018.	To capture all active strategies or other instruments and any strategies that may have been developed since the 2018 Baseline to enable comparison with the baseline.

HOW WERE THE DISASTER RISK REDUCTION STRATEGIES AND RELATED INSTRUMENTS ANALYSED FOR THIS MAPPING?

A spreadsheet listing all collected strategies, strategy-like documents, and related instruments was compiled and categorised by country, region, date, and other identifying criteria. From this, a core set of 112 national documents was identified, and one primary document per country was selected, as described in the table above. Each one was reviewed to determine whether it included references to human mobility.

It is acknowledged that this methodology does not provide a comprehensive view of a country's DRR strategic framework, which may be contained in multiple documents and instruments. Nevertheless, the intention is to provide a global sense of the status and recognition given to human mobility-related considerations in the context of DRR and disaster risk governance and further indicate opportunities for strengthening provisions and implementation and addressing gaps.

HUMAN MOBILITY TERMINOLOGY AND THEMES USED FOR THE 2023 MAPPING

The analysis of the core set of documents identified references to human mobility terms and critical themes in each instrument. The topics analysed in the 2018 Baseline Mapping were the same or similar, with additional themes and key terms to further elucidate.

Themes common to both mappings included:

- Frequency of explicit and direct references to human mobility based on key search terms, as further explained below, with the addition of 'refugee'.
- Displacement and migration as a consequence of disaster risk.
- Cross-border disaster-related displacement and migration.
- Addressing the specific needs of displaced people and migrants in disaster contexts.
- Displacement and migration as drivers of vulnerability and risk.
- Displacement and disaster risk linked to conflict.
- Preparing for evacuations.
- Relocation (or internal resettlement) as a DRR measure.

For the 2023 Mapping, the scope of analysis includes additional topics and themes. For data collation and analysis, it was also necessary to have clear and structured terminology to ensure consistency. A terminology table was prepared to set out the broader terms with a cascading series of sub-terms nestled below. The terminology was defined and agreed upon at the project's outset with the project management group, and the framework of search terms is included in [Annex 1](#).

1.4

CONSIDERATIONS AND LIMITATIONS

The following are some important considerations for readers of this report about the scope and limitations of the research and findings:

- The findings in this report cannot be considered the complete picture of how States and regions address human mobility issues. Countries may have strategies specifically addressing human mobility and/or detailed considerations of human mobility applied in practice but not documented in DRR strategies and the related instruments identified for this report.
- For readability, the complete references to national and regional DRR strategies and related instruments are included in [Annex 2](#) and [Annex 3](#) of this report rather than as footnotes.
- The search terms used for this mapping are not intended to change or replace any legal definitions nor interpret the meanings given to specific terms within each instrument. Instead, they are used to enable comparison.
- Users of this report may have different views about the terminology used by States and regions in their respective DRR strategies and related instruments, but scrutinising the terminology employed by States and regions is beyond the scope of this report. States have selected their preferred terminology for practical use in the documents they develop, and this necessarily affects the data.
- While the report examines global and regional observations with country-level examples, it does not attempt to assess the quality or effectiveness of individual strategies or related instruments.

2 Human mobility in national disaster risk reduction strategies and related instruments



2.1

GENERAL OBSERVATIONS

For this analysis, 'human mobility' is used as an umbrella term, which includes references to any of the terms and themes examined for this mapping, as described in *Annex 1*.

NUMBER OF DISASTER RISK REDUCTION STRATEGIES AND RELATED INSTRUMENTS

Figures from the global reporting against Sendai Framework Target E indicate that, as of March 2023, 126 countries reported having national disaster risk reduction strategies, compared to 55 in 2015 (two-thirds of the countries in the world and an increase of 130 per cent since the adoption of Sendai Framework).²¹

Differences in the total number of DRR strategies and other related instruments identified between the Sendai Framework Monitor and the mappings of 2018 and 2023

reflect several factors, including the specific criteria and timeframes used for identifying DRR strategies and related instruments (both for this mapping and by the States themselves when self-reporting), as well as the availability of materials online and in English, French or Spanish.

Despite these differences, the overall trend in growth in the number of DRR strategies identified in the Target E monitoring is supported by the current mapping. The 2018 Baseline Mapping identified a total of **82 instruments** whereas the 2023 Mapping found a total of **112 instruments**, a large number of which (a total of 51) were published in 2018 or later.²² For this study, the most significant increases in the total number of national DRR strategies and related instruments were found in **Africa** and **Europe**, to a lesser extent in the **Americas**, and only marginal differences in **Asia** and the **Oceania/Pacific**, which already had many strategies in place in 2018.

²¹ UNDRR, Snapshot of of Sendai Framework Monitoring as of March 2023. Available at: https://www.preventionweb.net/files/54970_techguidancefdigitalhr.pdf, not currently available.

²² Note, a range of instruments were collated for the 2023 Mapping, some of which were published prior to 2018. This mapping identified 51 new strategies or related instruments developed since 2018. A combination of documents developed before and after 2018 were identified as the primary DRR strategy or related instrument that were analysed in the 2023 Mapping.

INCLUSION OF HUMAN MOBILITY REFERENCES

A significant finding is the **total number of instruments referencing human mobility**. The 2023 Mapping identified **88** instruments compared to **68** in the 2018 Baseline Mapping. This **significant increase** of 20 additional instruments, including human mobility references, suggests that more countries may indeed be responding to calls for including human mobility in their DRR instruments.

When considered as a **proportion of each core set**, the 2023 Mapping identified that **78 per cent** of the 112 national DRR strategies and related instruments included some reference to human mobility, as **compared to 83 per cent** of the 82 strategies identified in the 2018 Baseline Mapping, representing a slight decrease. **This is not a significant change, and the overall proportion of instruments analysed referencing human mobility remains high.**

Overall, the 2023 Mapping found a continuing positive trend of governments developing national DRR strategies (or related instruments), of which an increasing number (from 68 to 88 instruments) and a high proportion (78 per cent) contain references to human mobility.

LEVEL OF DETAIL OF HUMAN MOBILITY REFERENCES

The 2023 Mapping also measured the **overall level of detail** used when referencing human mobility terms within each of the DRR strategies and related instruments.

The analysis used the following broad criteria to categorise each of the DRR strategies and related instruments that included references to human mobility:

- **Low level of detail:** Human mobility terms/themes were found in the document but were not clearly defined, and no specific measures were identified.

- **Moderate level of detail:** Human mobility terms/themes were found in the document, some limited definitions were included, and/or measures were identified but not elaborated.
- **High level of detail:** Human mobility terms/themes were found in the document and included detailed definitions and/or specific and detailed measures.

Of the national DRR strategies and related instruments that included some reference to human mobility, the majority (57 of 88 instruments) were assessed as having a low level of detail, with 22 instruments having a moderate level and only nine instruments having a high level of detail.

While it is difficult to draw any firm conclusions from this observation, given that there may be comprehensive references to human mobility found in other national DRR instruments of these countries, it does reveal that **many States are not using their national DRR strategies to elaborate human mobility provisions**. In cases where these DRR strategies are the primary or only national DRR instrument for that country, this would suggest a **continuing need to support and engage with those States to strengthen the inclusion of human mobility in line with global good practice and recommendations of international instruments** (as elaborated in Section 1.1).

USE OF SPECIFIC HUMAN MOBILITY TERMINOLOGY

Another general observation from the 2023 Mapping is that many national DRR strategies and related instruments do not identify or use internationally adopted definitions of human mobility terms. This is an expected consequence of the shallow detail on human mobility found in many instruments, which do not include definitions or clarifications about the different terms used. However, even in cases with definitions or more detailed provisions, these are not always consistent with international use (see **Annex 1** for examples of internationally adopted definitions) and

can create ambiguity about how the State considers and applies them. Examples of this are highlighted throughout the following sections of this report, which discuss the use of specific human mobility terms and themes.

2.2

DISPLACEMENT AND DISASTERS

This analysis uses displacement as a key search, proxy term, and broader human mobility theme. When analysing the use of the specific term, 'displacement' is used in single quotation marks; when discussing the broader theme of displacement, no quotation marks are used.²³

Overall, the 2023 Mapping found that **'displacement' was the most commonly used human mobility term** found in 81 per cent (82 of the 112) of national DRR strategies and related instruments. This is a significant increase from the 2018 Baseline Mapping, which found only 20 per cent of national DRR strategies included references to 'displacement'.

Of the instruments examined in 2023, many national DRR strategies and related instruments did not include a further definition or description of 'displacement', but **generally this term was being used in the context of 'disasters'**. It should be noted that the definition of 'disaster' within each national DRR instrument was not examined in detail, although one of the criteria for identifying the core set of DRR strategies was the inclusion of a multi-hazard definition of disaster. **Further investigation would be required to determine the extent to which these definitions address the full scope of the multi-hazard approach**, expanding beyond natural hazards to address their application across the wider riskscape.

The 2023 Mapping further considered the use of the terms **'disaster displacement'** and similar terms, such as 'disaster-related' or 'disaster-induced'- displacement. In the 2023 Mapping, these terms were referenced in 23 national DRR strategies. The highest number were found in Africa (10 instruments), followed by Asia (seven instruments).

Some national instruments also considered 'displacement' in several other specific contexts, of which the following topics are discussed in further detail below:

- Climate change and displacement
- Internal displacement
- Cross-border displacement
- Urbanisation and rural-rural human mobility

CLIMATE CHANGE AND DISPLACEMENT

As noted previously, there is increasing global recognition of the need to strengthen synergies between national DRR strategies and climate action instruments. The **Words into Action Guidelines on Disaster Displacement** include numerous references as to how linkages to climate change could be made in the context of displacement and disaster risk, including through:

- Including the impacts of climate change in scenario plans as part of preparedness, contingency and response planning.
- Sharing practices on climate change adaptation to build resilience and reduce disaster displacement risk.
- Considering the impacts of climate change on weather and the increasing severity and frequency of hazards, which in turn can increase displacement risk.
- Climate change is among the risks for which planned relocation may be required.

²³ The 2023 Mapping also mapped the use of the terms 'disaster displacement' and proxies, such as 'disaster-related' or 'disaster-induced' displacement, but these terms were not comparatively analysed against the 2018 Baseline Mapping.

For the 2023 Mapping, the national DRR strategies and related instruments were reviewed for references to displacement in the context of climate change, using the specific search term of 'climate (change) displacement' and other similar terms such as 'climate (change)-induced displacement'/'displacement in the context of climate change'. Such references were understood to be referenced in only six national DRR strategies: **Cook Islands, Ghana, Liberia, Micronesia, Nauru** and **Tuvalu**.

Usually, such references were brief in nature, for example:

- **Nauru's Framework for Climate Change Adaptation and Disaster Risk Reduction (2015)** emphasises health risks associated with displacement in climate change.
- **Liberia's National Disaster Management Policy (2012)** highlights that sea erosion in coastal areas exacerbated by changing weather conditions and human activities creates the risk of "climate change displacement".
- **Ghana's National Action Programme to Combat Drought and Desertification 2002-2027** links climate change and displacement in the context of degraded land and pressure on environmental resources.

One of the more comprehensive references, which lends itself more towards the people-centred and rights-based approaches called for by the Sendai Framework, is **Tuvalu's National Climate Change Policy 2021-2030** (which was identified as the instrument most resembling a national DRR strategy, although it is climate change focused). This policy makes the following statement:

"Addressing the issue of climate insecurity requires a human rights based approach to climate-induced migration and displacement at all

levels that provides for the safe movement of our people and their full and meaningful participation in new cultures and societies. Our people's right to make their own choices should also be respected and promoted. Protecting the security of our people and our way of life from the risks of climate change is a necessity not a choice. The rights of people displaced by climate change must be safeguarded, along with Tuvalu's perpetual ownership of and access to land and ocean territories."

Overall, however, the **linkages between climate change, displacement and disaster risk are not well reflected across national DRR strategies and other related instruments** and may require further attention, including further exploration of the cross-links between National Adaptation Plans and Nationally Determined Contributions.

INTERNAL DISPLACEMENT

The **Agenda for Humanity**²⁴ includes the goal of reducing internal displacement by 50 per cent by 2030. Given the enormous impact of disasters in contributing to the current high numbers of internal displacement globally, the potential exists for national DRR strategies to specifically contribute to the reduction of these risks by explicitly identifying and mitigating the potential for internal displacement. The **Words into Action Guidelines on Disaster Displacement** also encourage the alignment of national laws, policies, strategies and plans with the **Guiding Principles on Internal Displacement** and include numerous references to other guidance on addressing internal displacement.

²⁴ See Report of the United Nations Secretary-General for the World Humanitarian Summit A/70/709, annex. Available at: <https://reliefweb.int/report/world/one-humanity-shared-responsibility-report-secretary-general-world-humanitarian-summit>. See also <https://agendaforhumanity.org/>.

The 2018 Baseline Mapping did not analyse internal displacement as a stand-alone topic, except for noting that “[m]ost references to human mobility within national DRR strategies are concerned with internal movements” (p. 29). For the 2023 Mapping, ‘internal displacement’ and ‘internally displaced persons (IDPs)’ were used as specific search terms and were found referenced in **20 of the 112 national DRR strategies and related instruments**. It was most commonly found in **Africa** (11 instruments), followed by **Asia** (four instruments) and **Oceania/Pacific** (three instruments). Only one DRR strategy or related instrument referring to internal displacement was found in **Europe** and one in the **Americas**.

The majority of these references to internal displacement and IDPs were brief and did not elaborate beyond identifying IDPs as an at-risk group requiring protection and assistance; for example, in *Liberia’s National Disaster Management Policy*, the *Maldives’ Strategic National Action Plan (SNAP) for Disaster Risk Reduction and Climate Change Adaptation 2010-2020*, and the *Philippines’ National Disaster Risk Reduction and Management Plan 2020-2030*.

However, some national DRR strategies included more detail, such as:

- **Namibia’s National Disaster Risk Management Plan (2011)** contains **principles and actions** for the various phases of disaster risk management (prevention, preparedness, response and recovery), which **integrate the needs of IDPs** and includes a section dedicated to IDPs and a flow chart on “Flows, Occasions and Priorities for Assistance” for IDPs;
- **Rwanda’s National Disaster Risk Management Plan (2013)** delegates responsibilities to authorities for the **protection and security of IDPs and refugees in settlements**; and

- **Cote d’Ivoire’s National Disaster Risk Management Strategy and Plan (2011)** recognises the need to prepare for and manage internal displacement due to various causes.

Some countries, such as **Cote d’Ivoire**, **Uganda**, and **Liberia**, expressly acknowledge conflict, violence, and/or civil unrest as significant causes of **internal displacement** within their DRR strategies and related instruments (see further discussion in Section 2.4 on the intersection between refugees, conflict-driven displacement and disaster risk).

Several national DRR strategies and related instruments include **institutional responsibilities for IDPs**, such as those of **Chile**, **Namibia**, **Nepal**, **Papua New Guinea**, **Rwanda** and **Sudan**. This is consistent with the **Words into Action Guidelines on Disaster Displacement’s Checklist** recommendation that “roles and responsibilities [should be] designated for managing disaster displacement... across Government ministries and among local authorities”.²⁵

CROSS-BORDER DISPLACEMENT

The 2018 Baseline Mapping found seven national DRR strategies referencing “cross-border disaster-related displacement and migration” (p. 28). The 2023 Mapping found 11 national DRR strategies referencing ‘cross border displacement’ and 10 national DRR strategies referencing ‘cross border migration’. However, some of these references were found in the same instruments. Therefore, the comparative number of unique instruments referencing these terms is **10 in the 2023 Mapping, comprising very few of the total instruments analysed and only a slight increase since 2018**.

²⁵ Norwegian Refugee Council, PDD, adn UNDRR, Checklist on Addressing Disaster Displacement, 2020, p. 7. Available at: <https://www.undrr.org/publication/addressing-disaster-displacement-disaster-risk-reduction-policy-and-practice-checklist>.

With regard to the category of ‘cross-border displacement’ as a stand-alone topic, eight of the 11 references were found in **Africa**, and one in each of the **Americas**, **Asia** and **Oceania/Pacific**. None were found in **Europe**.

Recognising that population movement in and of itself is not considered a disaster risk in international DRR discourse, several countries’ DRR strategies include cross-border displacement as a **potential scenario for implementing preparedness and risk reduction measures**.

- In the case of the **Democratic Republic of Congo**, **Liberia**, **Niger**, **Nigeria**, and the **Philippines**, these primarily concern the identification of large groups of people moving from neighbouring or other countries seeking safety from conflict or disasters.
- In some cases, such as **Rwanda**, cross-border displacement is also considered in the context of an influx of returnees due to cessation clauses of other countries requiring Rwandan nationals to return.

Some countries refer to **specific assistance measures** for cross-border displacement, for example:

- **Uruguay’s National Policy for Comprehensive Emergency and Disaster Risk Management 2019-2030** notes that “[t]he international assistance mechanism will also include the provision and provision of care and accommodation for displaced people in cross-border areas and from other countries, in accordance with the updated Guide for the Coordination of Displaced Persons within the framework of humanitarian action and international standards.”
- **Nigeria’s National Disaster Framework (2010)** considers cross-border displacement in the context of disaster risk assessments, noting that “disaster risk assessment shall be undertaken at all levels of governance for specific hazards or disaster that affect neighbouring countries and have consequences for Nigeria, such

as unplanned cross-border movements [and] events that require humanitarian or their relief assistance.”

2.3

EVACUATION AND RELOCATION OR RESETTLEMENT AS A DISASTER RISK REDUCTION MEASURE

EVACUATION

After ‘displacement’, the term ‘evacuation’ was the second most frequently found human mobility term in national DRR strategies in the 2023 Mapping. Notably, **references to ‘evacuation’ in national DRR strategies increased significantly between the 2018 Baseline and the 2023 Mapping, both in number and percentage** of the total number of national DRR strategies and related instruments.

In 2023, this term was found in 58 of the 112 national DRR strategies and related instruments, whereas in 2018, it was found in only 21. References to this term were found most frequently in the national DRR strategies of **Asia** (73 per cent of national DRR strategies) and **Oceania/Pacific** (56 per cent of national DRR strategies):

- In nearly all cases, ‘evacuation’ was included as a **preparedness measure**, consistent with findings in 2018. For example, **Myanmar’s Action Plan on Disaster Risk Reduction (2017)** plans for pre-emptive evacuation to reduce the population’s exposure to disaster risk.
- Other references to ‘evacuation’ varied in detail. For example, **Mauritius**, in its *National Disaster Risk Reduction and Management Policy 2020-2030*, recommends that local plans should include evacuation plans, but provided no further details.

- Some instruments provide more detailed steps for evacuation where a disaster has occurred or is imminent, such as **Malawi's Disaster Risk Management Act 2023** and **Serbia's Law on Disaster Risk Reduction and Emergency Management Situation (2018)**.

In some cases, references to 'evacuation' were not used in the context of prescribing specific preparedness measures but referenced with **past experiences of disaster**, such as in **Guatemala's National Policy for Disaster Risk Reduction PNRRD 2024-2034**, which refers to the number of people evacuated between 2009-2018 to illustrate the magnitude of the problem.

RELOCATION OR RESETTLEMENT AS A DISASTER RISK REDUCTION MEASURE

Both the 2018 Baseline Mapping and the 2023 Mapping considered the broad theme of relocation or resettlement as a DRR measure (distinct from relocation or resettlement to resolve displacement situations in a post-disaster context, which is discussed further below in Section 2.5).

The 2018 Baseline Mapping report referred to **14** national DRR strategies that fit the "relocation (or internal resettlement) as a DRR measure' criteria". The 2023 Mapping identified **22** such national DRR strategies and related instruments, reflecting a **moderate increase in including this terminology in national DRR strategies. However, overall numbers were still low.**

Consistent with the findings of the 2018 Baseline Mapping, there were **almost no definitions accompanying the use of the different terms**, making it difficult to fully understand how these terms were being applied and whether they were used consistently with internationally adopted definitions. For example, the term 'planned relocation' is more commonly understood as a

measure "to protect [people] from disasters and the impacts of environmental changes, including the effects of climate change".²⁶ However, this was only found in one national instrument and in the context of post-disaster relocation, not as a risk prevention measure.

'**Relocation**' was the most commonly referenced term in the context of preventative or risk reduction measures, as understood in the case of the national DRR strategies of **Bangladesh, Colombia, the Cook Islands, Cote d'Ivoire, Ghana, Guatemala, the Maldives and Uganda**. In other cases, such as **India, Namibia, Nepal, New Zealand, Pakistan and Sri Lanka**, the term 'relocation' was used to describe **prevention and response measures**.

In some cases, the term '**resettlement**' was also used in the context of pre-disaster risk reduction measures. For example, **Colombia, Egypt, Guatemala, Malawi, Myanmar, Namibia, Pakistan, Nepal, Sri Lanka, Tanzania, Uganda, Vanuatu and Vietnam** are understood to have all specifically used the term 'resettlement' this way. **Uganda's Five Year Disaster Risk Reduction Strategic Development Plan 2017-2022** includes actions for the '**resettlement**' of communities, citing resettlement as a **conflict prevention measure** (see further discussion of conflict settings in Section 2.4).

2.4

UNDERSTANDING THE SCALE AND IMPACT OF HUMAN MOBILITY

Human mobility can significantly impact those who have moved, as well as the people and environment in their place of origin and new locations.

²⁶ The Brookings Institution, Georgetown University's Institute for the Study of International Migration, and UNHCR, Guidance on Protecting People from Disasters and Environmental Change through Planned Relocation, 2015, p. 3. Available at: <https://www.brookings.edu/articles/guidance-on-protecting-people-from-disasters-and-environmental-change-through-planned-relocation/>.

The 2023 Mapping analysed how national DRR strategies and related instruments considered these issues in some contexts, described as follows:

COLLECTION OF DISPLACEMENT DATA

Only a few national DRR strategies and related instruments identified in the 2023 Mapping directly address undertaking **data collection on displacement** in the context of the disasters. These include:

- **Cambodia's National Action Plan for Disaster Risk Reduction 2019-2030**, which includes provisions for the collection and recording of disaster data:
 - Damage and loss caused by displacement; and
 - Gender, age, and disability disaggregated data.
- **Namibia's National Disaster Risk Management Plan (2011)**, which includes a rapid assessment form to collect data on displaced families and different disaster scenarios.
- **Nigeria's National Disaster Framework (2010)**, which prescribes – “A disaster risk assessment shall be undertaken at all levels of governance for specific hazards of disaster that: affect neighbouring countries and have consequences for Nigeria, such as unplanned cross-border movements, events that require humanitarian or other relief assistance, etc.”

INTERSECTION BETWEEN REFUGEES, CONFLICT-DRIVEN DISPLACEMENT AND DISASTER RISK

The 2023 Mapping specifically included an analysis of the **use of the term 'refugees'**, which was not included in the 2018 Baseline Mapping. It should be noted that the analysis could not determine whether references to this term in the various instruments applied the same understanding of 'refugee' as defined by the UN 1951 Convention relating to the Status of Refugees. Additional search terms

were also used to address conflict-driven displacement, including 'fleeing persecution or conflict', 'asylum seeker', and 'conflict (driven) displacement', which may also include refugees, although this could not be conclusively determined.

A total of 20 of the 112 national DRR strategies and related instruments specifically **referenced the term 'refugees' or related terms**. **Africa** had the highest number of instruments (13) including such references. Only three instruments in each of the **Americas** and **Asia** contained references, one reference was found in Europe and none were found in **Oceania/Pacific**.

Several national DRR strategies identified the **risk of displacement due to conflict, violence or civil unrest**. For example, **Niger's National Disaster Risk Reduction Strategy 2019-2030** includes the need to anticipate refugee influxes, displaced persons or returnees as a preparedness measure to protect against risks associated with inadequate management of large population movements. Other examples are **Liberia's National Disaster Management Policy (2012)**, the **Democratic Republic of Congo's Disaster Relief Organization Plan (2012)** and **Uganda's Five Year Disaster Risk Reduction Strategic Development Plan 2017-2022**.

In their DRR instruments, some countries identified the ministries responsible for refugees in disaster contexts, including **Uganda, Liberia** and the **Democratic Republic of Congo**.

In **Tanzania** and the **Philippines**, national DRR strategies and related instruments include an intention to ensure that **refugees are included in future disaster risk management and/or planning/policies**.

Complexities relating to refugees are highlighted in **Liberia's National Disaster Management Policy**, which identifies that “a sudden influx of refugees and IDPs can be described as a disaster because of the exceptional measures that are required to be put in place to manage the situation”

while also highlighting the long distances refugees might travel in the pursuit of safety and that these groups “need to be guaranteed protection” and for their basic needs to be met.

Rwanda’s Ministry of Disaster Management and Refugee Affairs published the country’s National Disaster Risk Management Plan, which expressly includes people fleeing conflict and disasters in disaster risk management.

With regard to **conflict-driven displacement**, this was commonly referenced as cross-border displacement with the identification of large groups of people moving from neighbouring or other countries seeking safety from conflict, posing challenges to the government’s capacity to provide protection. For example:

- **Democratic Republic of Congo, Liberia, Niger, Nigeria** and the **Philippines** identify cross-border displacement driven by conflict as a human-made situation entailing risks for affected populations as distinct from a natural hazard.
- **Rwanda’s** national DRR strategy considers potential influxes of returnees due to cessation clauses of other countries as a scenario to prepare to avoid related risks.

URBANISATION AND RURAL-RURAL HUMAN MOBILITY

Urbanisation was a notable theme across several national DRR strategies and other instruments in the context of disaster risk, migration and displacement, suggesting it is of increasing relevance to States.

Many of the national DRR strategies and related instruments addressing this issue refer to the increasing pressures of **rural-to-urban migration** and **displacement to urban areas** and the resulting impacts on the environment and disaster and displacement risks:

- **Djibouti’s National Action Programme to Combat Desertification (2000)** identifies ways human mobility can increase environmental risks and exacerbate risks to already vulnerable groups.

In particular, it notes the impact of migration on urbanisation and its subsequent environmental risks and pressures, as well as impacts of desertification on nomadic herders who are forced to relocate to certain areas for longer durations, which in turn occupies and deteriorates land otherwise used by agricultural communities.

- **Albania’s National Disaster Risk Reduction Strategy (2023)** refers to the impact of urban migration, which interferes with protective infrastructure, particularly around riverbank areas, which increases the risks of flooding.
- **Côte d’Ivoire’s National Disaster Risk Management Strategy & Action Plan (2011)** describes the increasing vulnerability of populations due to uncontrolled urbanisation and their relocation to high-risk, flood-prone and fragile areas.
- **Zambia’s National Disaster Management Policy (2015)** describes rural-to-urban migration as a cause of environmental degradation and disaster vulnerability among the urban poor.
- **Peru’s National Policy on Disaster Management to 2050 (2021)** identifies internal migration to urban areas as a risk driver.
- **Kosovo’s Disaster Risk Reduction Strategy and Plan of Action 2016-2020** refers to the impact of migration on the expansion and overpopulation of cities, as well as other impacts of technological development, climate change, and epidemics, which may create new disaster risks in the future.
- **Uganda’s Five Year Disaster Risk Reduction Strategic Development Plan 2017-2022** describes population growth, migration and increasing urbanization as creating an “accumulated risk and increasing potential for human and economic loss.”

Several strategies also highlight the impacts of **human mobility within rural areas**, for example:

- **Ghana's National Action Programme to Combat Drought and Desertification (2002)** identifies the pressure of rural-urban migration, but also of rural-rural migration, driven by poor economic opportunities, which has led to other rural areas suffering environmental degradation as a result of the over-use of forests for charcoal production, and yam cultivation practices.
- **Sudan's National REDD+ Strategy and Action Plan (2021)** notes the increasing competition for natural resources and farmland in areas inhabited by refugees and IDPs.

NEEDS OF DISPLACED PERSONS, MIGRANTS AND HOST COMMUNITIES

In the 2018 Baseline Mapping, nine national DRR strategies included references to the **needs of displaced persons and migrants**. In the 2023 Mapping, this number increased to 18. The highest number was found in **Africa** (eight instruments), with less than four instruments addressing this in **Asia, the Americas, and Oceania/Pacific, and there was no reference in European instruments**. **In most cases, the references were indirect and/or lacked detail.**

References to host communities were also analysed for the 2023 Mapping and were **only found in three national DRR strategies** in the 2023 Mapping, two in **Africa** and one in **Asia**. These references were generally superficial and identified that host communities might also need support, although **Myanmar's Action Plan on Disaster Risk Reduction (2017)** acknowledges that migration can benefit host communities.

2.5

'DURABLE SOLUTIONS' AND ADDRESSING POST-DISASTER DISPLACEMENT

'Durable solutions' is a term used widely in human mobility discourse, and it is achieved when displaced populations no longer have protection needs or vulnerabilities resulting **from their displacement**.²⁷

For this analysis, the 2023 Mapping considered the use of the term 'durable solutions' as a specific term within national DRR strategies and related instruments and also considered references to **'return', 'reintegration', 'relocation' and 'resettlement'** in the context of **addressing displacement in post-disaster settings**.

Consistent with the 2018 Baseline Mapping, very few national DRR strategies or other instruments use the term 'durable solutions'. The 2023 Mapping found that six of the 112 national DRR strategies and related instruments included references to 'durable solutions', of which **three** were in the **African region, two** were in **Oceania/Pacific** and **one** in the **Americas**. Examples include:

- **Namibia's National Disaster Risk Management Plan (2011)** includes finding "durable solutions to displacement which may include **return to places of origin, local integration or resettlement.**"
- **Somalia's Recovery and Resilience Framework (2018)** identifies durable solutions as a **strategic outcome**, including financing plans and nutrition, education, social protection, and displacement responses. It also directs responsibility to the government to increase capacity to attain durable solutions.

²⁷ Inter-Agency Standing Committee, "What key principles should guide the search for durable solutions", in Quick Reference Guide: IASC Framework on Durable Solutions for IDPs, 2010. Available at: <https://interagencystandingcommittee.org/working-group/quick-reference-guide-iasc-framework-durable-solutions-idps>.

It is noted that in the context of climate change and disaster risk in the **Oceania/Pacific** region, some countries are putting plans in place for access to labour markets and citizenship in other countries, highlighting the need for durable solutions planning,²⁸ for example:

- **Tuvalu's National Climate Change Policy 2021-2030** highlights the need for a national plan that provides durable solutions and considers labour migration schemes and permanent resettlement.
- **Micronesia's Nationwide Integrated Disaster Risk Management and Climate Change Policy** specifically uses the term 'environmental migration'. It seeks adaptation strategies "while addressing human mobility associated with natural disasters and climate change through durable solutions" and also discusses labour migration within the context of eventual resolution strategies.

The 2018 Baseline Mapping considered the topic of "post-disaster relocations of households or communities already displaced from their homes by disaster and unable to return" (p.35) under the broader heading of "relocation (or internal resettlement) as a DRR measure" (p. 34). The 2023 Mapping considered this same topic as '**resettlement or relocation**' following a displacement situation.

Of the 112 national DRR strategies and related instruments reviewed in the 2023 Mapping, 23 included references to resettlement or relocation. The highest number of instruments addressing this were found in **Asia** and **Africa** (seven instruments each), with four or fewer found in the **Americas**, **Europe** and **Oceania/Pacific**.

While some critical topics are addressed, this remains at a cursory level. For example:

- **Rwanda's National Disaster Risk Management Plan (2013)** and **India's**

National Disaster Management Plan (2019) emphasise the importance of consultation with affected communities when planning resettlement/relocation post-disaster.

- **India's** plan lists specific considerations and activities in the planning of resettlement/relocation, including ensuring gender sensitivity, consent of affected communities, and housing, land and property (HLP) considerations.

2.6

MIGRANTS AND MIGRATION

As noted previously, the 2018 Baseline Mapping considered "displacement and migration as a consequence of disaster risk" (p. 29) a category for analysis. The 2023 Mapping separately analysed the terms 'disaster displacement' (considered more directly comparable to the 2018 Baseline Mapping) and 'migration', a distinct category of analysis for this Mapping. No directly comparable results exist between the 2018 and 2023 Mapping using this term. Nevertheless, given the interrelated impacts of migration and disaster risk, it is considered relevant to include this analysis.

For the 2023 Mapping analysis, migration is a broad term that covers all the specific sub-types and search terms for migration referred to in **Annex 1**. Specific themes and contextual references are also discussed in this section.

Of the 112 national DRR strategies and related instruments in the 2023 Mapping, 32 (28 per cent) included references to migration as a broad term, with several sub-types analysed separately.

²⁸ International Organization for Migration and International Labour Organization, Pacific Climate Change Migration and Human Security: Climate Change and Labour Mobility in Pacific Island Countries Policy Brief, 2022. Available at: https://environmentalmigration.iom.int/sites/g/files/tmzbd11411/files/documents/wcms_856083.pdf.

References to migration were found in the national DRR strategies and related instruments of the following countries:

- Algeria
- Bangladesh
- Botswana
- Cook Islands
- Costa Rica
- Cote d'Ivoire
- Djibouti
- Ghana
- Guatemala
- India
- Kiribati
- Kosovo
- Mali
- Marshall Islands
- Mexico
- Micronesia
- Myanmar
- Namibia
- Nepal
- Niue
- Norway
- Pakistan
- Panama
- Papua
- New Guinea
- Philippines
- Türkiye
- Tuvalu
- Uganda
- Uruguay
- Zambia

When considered across the region, the greatest number of national DRR strategies and related instruments with references to migration were found in **Africa** (10), followed by **Asia** and **Oceania/Pacific** (seven each), the **Americas** (six) and **Europe** (two).

The most common sub-type of migration was '**internal migration**', found in 18 strategies, followed by 'cross-border migration', found in 10 strategies.

Among the 32 national DRR strategies and related instruments which included reference to migration, the majority of these include only brief mentions, often comprising an acknowledgement that migration can be triggered by the occurrence of disasters or the perception of disaster risk and that migration can itself create or exacerbate other risks.



© UNHCR/Andrew McConnell. The village of Nhier, home of 160 people. The village is surrounded by sandbags in an attempt by locals to stem the floodwaters that are slowly rising around them.

Some examples include:

- **Guatemala's National Disaster Risk Reduction Policy 2024-2034** notes that impacts of disasters, like loss of housing and livelihoods without timely recovery, are a trigger for migration and can be caused by weak management of preparedness, response, rehabilitation and reconstruction.
- **Panama's Strategic Plan for Comprehensive Disaster Risk Management 2022-2030** comments on ongoing rural migration to the Panama Canal Basin and associated impacts with population growth in the area that increases disaster risk through environmental degradation and unplanned development.
- **Bangladesh's National Plan for Disaster Management (2021-2025)** identifies riverbank erosion as a common problem that causes migration, noting that "the majority of slum dwellers in large urban and metropolitan towns and cities are victims of erosion."
- **Ghana's National Action Programme to Combat Drought and Desertification 2002-2027** addresses "increased" migration, noting that rural-rural and rural-urban migration occur. According to Ghana's strategy, rural-rural migration "has resulted in extensive exploitation of the forests for charcoal production", and rural-urban migration creates "pressure on the environmental resources in and around the cities with a resultant degradation." Concerning increased migration, Ghana's strategy "causes labour out-migration in the rural areas and unemployment with its attendant social problems in the urban areas".
- **Uruguay's National Policy for Comprehensive Emergency and Disaster Risk Management in Uruguay 2019-2030** stipulates that its policy is built on an inclusive approach to reduce inequalities to avoid exclusion based on characteristics such as migration status and gender.

However, it does not specify actual measures or provisions to achieve this; instead, it sets the intention of the country's approach.

As also referenced above in Section 2.4 concerning the needs of displaced persons, migrants and host communities, **Myanmar's Action Plan on Disaster Risk Reduction (2017)** acknowledges both positive benefits and adverse effects of human mobility: that migration can be beneficial for both migrants and the host community; and that migration entails risks such as social conflict, environmental degradation, and separation of family members and communities.

Some Pacific nations have identified impacts from migration outflows as being a threat to sustainable development, which may, in turn, impact national capacities to address disaster risks:

- **Cook Islands' 2nd Joint National Action Plan 2016-2020** identifies outward migration as a major threat to its sustainable development due to its declining population.
- **Niue's Joint National Action Plan for Disaster Risk Management and Climate Change (2012)** identifies the negative impacts of out-migration and a declining population on human capital and national development.

Other references to migration are included in the previous sections on:

- Urbanisation and rural-rural human mobility
- Needs of displaced persons, migrants and host communities
- Durable solutions

3

Human mobility in regional disaster risk reduction instruments and related strategies



3.1

OVERVIEW OF HUMAN MOBILITY IN REGIONAL DISASTER RISK REDUCTION STRATEGIES AND RELATED INSTRUMENTS

The 2018 Baseline Mapping identified 22 regional DRR strategies published between 2004 to 2018. The 2023 Mapping identified nine regional DRR strategies and related instruments for analysis published between 2018 and 2023, elevating the number available to date to 31 regional DRR-associated strategies and instruments.

Notably, all nine regional DRR strategies or strategy-like instruments identified since 2018 and reviewed in the 2023 Mapping are **aligned to the Sendai Framework**, and eight of the nine strategies match the Sendai Framework target timeframe of 2030. All include references to human mobility spanning many terms/themes:

- **Displacement** was referenced in seven of the nine regional DRR strategies and related instruments, including **disaster displacement** (three) and **internal displacement** (two).
- **Evacuation** was referenced in two of the nine regional DRR strategies and related instruments.
- **Planned relocation or relocation as a DRR measure** was not mentioned in any regional DRR strategies or other instruments.
- **Disaster as a driver of displacement risk** was referenced in two out of the nine regional DRR strategies and related instruments.
- **Human mobility (migration and/or displacement) as a driver of disaster risk** was referenced in four out of the nine regional DRR strategies and related instruments.
- **The needs of displaced persons and migrants** were referenced in one of the nine regional DRR strategies and related instruments.
- **Resettlement/relocation** as a solution to displacement was referenced by one of the nine regional DRR strategies and related instruments.

- **Migration** was referenced in four of the nine regional DRR strategies and related instruments; **Internal migration** was referenced once.

The content of these nine instruments is examined further below.

3.2

AFRICA

Three regional DRR strategies and related instruments were analysed in the 2023 Mapping:

- The **Inter-governmental Authority on Development in Eastern Africa (IGAD)**²⁹ *Regional Disaster Risk Management Strategy 2019-2030 (IGAD DRM Strategy)*;
- The **Economic Community of West African States (ECOWAS)**³⁰ *Disaster Risk Reduction Gender Strategy and Action Plan 2020-2030 (ECOWAS Gender Action Plan)*;
- The **Southern African Development Community (SADC)**³¹ *Gender-Responsive Disaster Risk Reduction Strategic Plan and Action Plan 2020-2030 (SADC Gender-Responsive Action Plan)*.

INTER-GOVERNMENTAL AUTHORITY ON DEVELOPMENT REGIONAL DISASTER RISK MANAGEMENT STRATEGY 2019-2030

The IIGAD DRM Strategy is aligned with the Sendai Framework, with a vision “to achieve a region where lives, assets and livelihoods are safeguarded from adverse effects of natural and manmade hazards”.

The IGAD DRM Strategy recognises disaster displacement as a significant and ongoing issue, primarily due to the region’s

high vulnerability, exposure to hazards, and low coping capacities. In addition to hydrometeorological and geological events, it highlights the large number of people displaced by conflict and recognises this as a significant concern for IGAD Member States.

The IGAD DRM Strategy addresses each of the Priority Areas of the Sendai Framework. Human mobility is included within the strategy’s actions for Sendai Framework Priority 1 on understanding risk and Priority 3 on investing in DRR for resilience.

THE ECONOMIC COMMUNITY OF WEST AFRICAN STATES DISASTER RISK REDUCTION GENDER STRATEGY AND ACTION PLAN 2020-2030

The ECOWAS Gender Action Plan underscores the gendered dimensions of human mobility and the impacts of male migration in the region. The ECOWAS Gender Action Plan calls for safe shelter for women and girls during and following disasters, recognising gender-based violence as an issue and threat in these settings:

“Impacts tend to be more pronounced on vulnerable groups, which include women and youth, who are highly represented in the informal sector and in subsistence agriculture. The same issue applies to control and access to finance, which is especially challenging in the case of migration where husbands leave rural areas, and women are left to deal with disaster response, yet do not have access to capital or credit to effectively cope with the aftermath.”

²⁹ IGAD Member States: Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan and Uganda.

³⁰ ECOWAS Member States: Benin, Burkina Faso, Cabo Verde, Cote d’Ivoire, the Gambia, Ghana, Guinea, Guinea Bissau, Liberia, Mali and Niger.

³¹ SADC Member States: Angola, Botswana, Democratic Republic of Congo, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, United Republic of Tanzania, Zambia and Zimbabwe.

“Further, men and boys are much more mobile than women and girls. When disasters strike, they often migrate to urban areas to seek unskilled labouring jobs to finance their recovery.”

While human mobility is referenced in the Gender Action Plan, it does not outline specific mechanisms or activities to address associated needs and risks of human mobility in the context of disasters and climate change, apart from a call to provide safe shelter.

SOUTHERN AFRICAN DEVELOPMENT COMMUNITY GENDER-RESPONSIVE DISASTER RISK REDUCTION STRATEGIC PLAN AND ACTION PLAN 2020-2030

The SADC Gender-Responsive Action Plan was developed to enhance the targeted integration of gender into DRR in the region. The “Plan of Action: for the Implementation of the Gender Responsive Disaster Risk Management Strategy” is aligned with the Sendai Framework and divided into four priority areas, each with several strategic areas of intervention.

Human mobility is integrated into the SADC Gender-Responsive Action Plan but is not a primary consideration. The SADC Gender-Responsive Action Plan considers human mobility in its preparedness and recovery phases, identifying the need to prepare evacuation and temporary shelters in anticipation of future disaster risks.

“Research shows that gender inequities become particularly evident during the onset and recovery from sudden-onset disasters. This can be due to a number of factors including differences in how men and women are informed of early warning systems; the extent to which information is gender nuanced; and, the intra-household decision-making power on when and how to evacuate.”

The Strategic Area of Intervention 4.6 is tied to Sendai Framework “Priority 4: Enhancing disaster preparedness for effective response and to ‘Build Back Better’ in recovery, rehabilitation, and reconstruction”. It recognises that shelter and housing during recovery and reconstruction is a greater challenge for women and girls and includes a priority activity to develop protocols for gender-responsive response activities for use by all emergency response personnel to contain measures for the provision of shelter when persons are forced to leave their place of residence during the phases of a disaster.

“4.6.3 Develop protocols for gender-responsive response activities (e.g. provision of shelter and protection) for use by all emergency responders (Member States, NGOs, international organisations)”.

Migration to urban centres is also understood as a possible contributor to disaster risk, leading to strains on infrastructure and facilities as resources and development struggle or fail to keep pace with growing urban populations.

However, there are no strategies to address or manage urban migration and demands on infrastructure and resourcing other than noting that existing infrastructure is often outdated, implying that it needs to be updated and replaced.

Like the ECOWAS Gender Action Plan, SADC Gender-Responsive Action Plan highlights the differential gender impacts of internal and cross-border migration.

“[I]t has been shown that when rural men migrate to cities because their livelihoods are threatened by the effects of climate change, rural women left behind often face increased risks.”

The SADC Gender-Responsive Action Plan highlights an essential connection between experiences of gender inequality and restrictions or limitations of human mobility. However, there is a gap between recognising these challenges and specific actions to address needs and reduce vulnerability.

Several African countries are included within the framework of the *Arab Strategy for Disaster Risk Reduction 2030*, which addresses disaster displacement issues more directly, notably by including IDPs in local and national DRR plans and frameworks and developing disaster management planning at all levels.

3.3

AMERICAS

One regional DRR strategy and related instrument was included in the 2023 Mapping analysis:

- The **Andean Community's**³² *Implementation Plan of the Andean Strategy for Disaster Risk Management (Andean Strategy)*.

IMPLEMENTATION PLAN OF THE ANDEAN STRATEGY FOR DISASTER RISK MANAGEMENT

The lifespan of the Andean Strategy is 2019-2030 and is aligned to the Sendai Framework, following the structure of the four Priorities. Human mobility is minimally considered throughout the strategy but is included within Thematic Area 2 (Sendai Framework Priority 2 on strengthening disaster risk governance to manage disaster risk) through the promotion of transboundary cooperation for resource sharing and planning to increase resilience and reduce disaster risk, inclusive of displacement:

Thematic Area 2(4):

“Promote transboundary cooperation to facilitate policies and planning for the application of ecosystem approaches concerning “shared resources”, for example, in “river basins” and along coasts, to build resilience and reduce disaster risk, including risk of epidemics and displacement.”

The strategy calls for implementing cross-border cooperation agreements to address displacement concerns under Thematic Area 2 to include DRM in policies and planning.

Human mobility in the context of climate change is also recognised as increasing disaster risk, as it pushes farmers to migrate to urban areas in search of alternative and more profitable employment opportunities. This can increase population density in urban centres, creating issues for housing but also driving up costs of food prices, undermining food security and the well-being and livelihoods of consumers.

“The number of small farmers forced to migrate to urban areas in search of new, more profitable and secure economic opportunities is increasing. However, this displacement not only generates a greater concentration of population in cities, but also an increase in food prices, putting the well-being and food security of consumers at risk.”

Actions, such as infrastructure improvement and updated urban planning, are absent from the strategy that could address aspects of human mobility and its identified challenges. The strategy calls for cross-border coordination and agreements to advance cooperation between Member States. However, it does not prescribe actions or measures to achieve this.

³² Andean community members: Argentina, Bolivia, Brazil, Chile, Colombia, Ecuador, Paraguay, Peru and Uruguay.

3.4

ASIA

Two regional DRR strategies and related instruments were included in the 2023 Mapping analysis:

- *The Asia-Pacific Action Plan for 2021-2024 for the implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 (Asia-Pacific Action Plan);*
- **The Economic and Social Commission for Asia and the Pacific Multi-year Strategic Programme of Work 2021 (ESCAP Strategic Programme).**

ASIA-PACIFIC ACTION PLAN FOR 2021-2024 FOR THE IMPLEMENTATION OF SENDAI FRAMEWORK FOR DISASTER RISK REDUCTION 2015-2030

As the title suggests, this plan is directly aligned with the Sendai Framework. It is divided into the four priorities of the Sendai Framework, with activities identified at the regional, national, and local levels.

The development of the Asia-Pacific Action Plan was delayed due to the onset of the COVID-19 pandemic. The 2020 Asia-Pacific Ministerial Conference on Disaster Risk Reduction (APMCDRR), to be held in Brisbane, Australia, at which the Asia-Pacific Action Plan was planned to be developed, was postponed. In the absence of a new action plan, the action plan for 2018-2020 previously agreed at the APMCDRR in Ulaanbaatar, Mongolia, remained in use, which is considered exceptional by the APMCDRR.

Throughout 2020, with global restrictions on movement and the ability of leaders and delegates to meet, consultations continued virtually. Consultations and the development of the Asia-Pacific Action Plan now consider experiences from the COVID-19 pandemic to integrate into the new strategy. The Action Plan 2021-2024 was launched at the virtual

Asia-Pacific Partnership Disaster Risk Reduction (APP-DRR) Forum in December 2021, when it took effect to prevail over the Action Plan 2018-2020. The Asia-Pacific Action Plan includes rollover actions from the action plan 2018-2020 that are to be continued or scaled up across the lifespan of the new strategy.

The Asia-Pacific Action Plan incorporates human mobility needs and challenges within each Priority Action, specifically including migrants and displaced persons in DRR activities.

ECONOMIC AND SOCIAL COMMISSION FOR ASIA AND THE PACIFIC MULTI-YEAR STRATEGIC PROGRAMME OF WORK 2021

The ESCAP Strategic Programme includes reference to the need to reduce displacement within the mandate of the establishment of the Asia and Pacific Centre for the Development of Disaster Information Management (APDIM):

“Through resolution A/RES/74/218, the General Assembly recognised the importance of promoting policies and planning that build resilience and reduce displacement risk in the context of disasters, including transboundary cooperation.”

However, throughout the actual ESCAP Strategic Programme document, there is no direct reference to human mobility.

ARAB STRATEGY FOR DISASTER RISK REDUCTION 2030

Additionally, as noted in 3.1 for Africa, some Asian countries are included in the Arab Strategy for Disaster Risk Reduction 2030 (**Arab Strategy**).³³

The Arab Strategy anticipates severe migration pressures in the coming years resulting from the combined impacts of climate change

³³ Arab region community members: Member States not listed in the Arab Strategy for Disaster Risk Reduction 2030.

and demographic trends. The Arab Strategy was developed in alignment with the Sendai Framework and is based on outcomes and recommendations of a number of meetings and reports.³⁴

Both migration and displacement are identified as factors shaping disaster risk, and the Arab Strategy highlights concerns of rapid urbanization and migration trends and secondary risks associated with population displacement, in addition to strains of environmental degradation, water scarcity and adding pressure on infrastructure.

Displacement is more directly addressed within the key strategic priority “Strengthening disaster risk governance to manage disaster risk”, which reinforces the Sustainable Development Goals call on Member States to ensure the inclusion of IDPs (among other vulnerable groups) within local and national policies, plans, and frameworks. This key strategic priority also encourages the institutionalisation of national and local cross-sectoral risk management platforms, ensuring the prioritisation of vulnerable sectors, populations and groups most at risk, as well as urban centres and settlements.

“Institutionalizing national and local cross-sectoral risk management platforms while ensuring that they take into account key risk factors, prioritize the most vulnerable sectors, populations and groups most at risk (especially in conflict areas), as well as urban centres and settlements.”

While human mobility is not explicitly mentioned in this sub-priority, IDPs are grouped with vulnerable populations within this key strategic priority.

Ensuring the participation of displaced persons and other vulnerable groups in the development of preparedness, contingency, recovery and reconstruction plans at all administration levels is called for under key strategic priority: ‘Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction’.

3.5

EUROPE

The 2018 Baseline Mapping noted that no independent European regional DRR strategy existed, and Member States were divided on whether such a strategy was necessary. The 2023 Baseline Mapping finds that no European DRR strategy has been developed. However, there have been developments in regional reporting and inter-state coordination mechanisms for DRR, specifically targeting matters of human mobility in the context of disasters.

Two European regional DRR strategies and related instruments were included in the 2023 Mapping analysis:

- The **European Parliament’s Resolution of the Parliamentary Assembly on a legal status for “climate refugees” (EP Resolution)**;
- The **European Union’s³⁵ Reporting Guidelines on Disaster Management, Art. 6(1)d of Decision No. 1313/2013/EU (EU Reporting Guidelines)**.

However, for the purpose of this report, there is no further analysis of the EP Resolution due to its focus on the legal status of ‘climate refugees’ rather than being understood as a DRR or DRR-related strategy or instrument.

³⁴ Including: The Third UN World Conference on Disaster Risk Reduction in Aqaba, the Second Arab Conference on Disaster Risk Reduction, the Third Arab Conference on Disaster Risk Reduction, the Arab Region Meeting on the implementation of the Sendai Framework and results from national reports on the progress of the Hyogo Framework for Action completed by Arab States between 2007 and 2015.

³⁵ EU Member States: Austria, Belgium, Bulgaria, Croatia, Czechia, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Italy, Latvia, Luxembourg, Malta, Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain and Sweden.

REPORTING GUIDELINES ON DISASTER MANAGEMENT, ART. 6(1)D OF DECISION NO. 1313/2013/ EU

This is an information-sharing mechanism for Member States of the EU Reporting Guidelines Union Civil Protection Mechanism (as amended 01/01/2021) for regional and transboundary disaster management. The guidelines simplify and streamline reporting by Member States and provide a template of what is to be included in the report. Human mobility is mostly absent from the EU Reporting Guidelines, except for Questions 17 and 22:

- **Question 17 – Infrastructure, assets and equipment**

In this question, Member States are asked to report on the “capacity to ensure that adequate infrastructure, assets and equipment are in place to mitigate the impact of disasters and respond promptly to disasters”. Examples provided include issues of human mobility, namely evacuation and shelter.

- **Question 22 – Priority prevention and preparedness measures**

This guiding question separates structural and non-structural measures. Human mobility terminology is included in the examples of structural measures (“any physical construction to reduce or avoid possible impacts of hazards, or the application of engineering techniques or technology to achieve hazard resistance and resilience in structures or systems”) for population relocation.

The EU Reporting Guidelines do not consider human mobility outside of these guiding questions.

3.6

OCEANIA/PACIFIC

No Oceania/Pacific-specific regional DRR strategies and related instruments were identified in the 2023 Mapping, but many of these countries are included in the strategies identified for Asia.

Notably, the *Framework for Resilient Development in the Pacific (FRDP): An Integrated Approach to Address Climate Change and Disaster Risk Management 2017-2030* referenced in the 2018 Baseline Mapping is still active, which “takes an integrated approach to DRR, climate change adaptation and sustainable development and highlights a series of specific priorities to address human mobility at regional to local levels by different stakeholders. These cover human mobility in disaster preparedness, response and recovery programs and the strengthening of government capacity to protect people vulnerable to displacement. Actions to support the participatory development of policy and strategy on ‘forced migration’ and relocation are given specific attention.” (p. 11).

4 Conclusions



© UNHCR/Ruben Salgado Escudero. Subsistence farmer's son Jonathan Gutiérrez, 10, peels a stunted corn cob after his family's crop failed in the wake of the latest in a series of droughts in southern Guatemala.

The following conclusions aim to capture the key trends and significant observations emerging from the 2023 Mapping and identify areas where further attention and support could be directed to strengthen the integration of human mobility issues in line with the commitments and recommendations of relevant global instruments, policy processes and platforms. However, **it should be noted that it is difficult to draw firm conclusions about the priorities of States from these findings because national DRR strategies and related instruments were considered in isolation and did not reflect any other strategic and/or policy developments addressing human mobility that States may have in place.**

4.1

CURRENT STATUS OF HUMAN MOBILITY IN DISASTER RISK REDUCTION STRATEGIES AND RELATED INSTRUMENTS

- **A continuing upward trend exists in the development of national DRR strategies and related instruments.** In line with the ambitions of the Sendai Framework, the

total number of national DRR strategies and related instruments included in the core set of instruments has increased from 82 in 2018 to 112 in 2023. Some 51 of these instruments were new, having been developed between 2018-2023. This mirrors the significant upward trend in the development of national DRR strategies identified by the Sendai Framework Monitor (although the exact numbers of strategies are not the same, due to the different timeframes and collection methodology).

- Since the 2018 Baseline Mapping the **number and proportion of references to human mobility remains**, the number and proportion of references to human mobility have remained **high**. The number of national instruments referencing human mobility terms has increased from 68 in 2018 to 88 in 2023. (It is noted that as a proportion of the total instruments examined, the percentage of those instruments referring to human mobility has reduced slightly from 83 per cent in 2018 to 78 per cent in 2023).
- **Most national DRR strategies and related instruments referenced human mobility terms with little detail, often without consistent definitions or further elaboration of measures.** A total of 57 of 88 instruments were found to

have the lowest level of detail in human mobility terms and themes. There is also inconsistency in the use of many key human mobility terms and concepts, which do not reflect accepted international usage. As such, many States are not currently optimising their national DRR strategies to address the global ambitions of strengthening comprehensive disaster risk governance to address the risks and impacts of human mobility in the context of disasters.

- **There is some evidence of increasing recognition that human mobility can play an important role in preventing or mitigating disaster risk.** The number of national DRR strategies and related instruments with references to ‘evacuation’ has increased significantly since 2018, from 21 in 2018 to 58 in the 2023 Mapping, primarily reflected in Asia and Oceania/Pacific. A moderate increase in instruments addressing ‘planned relocation’ and relocation or resettlement as a DRR measure was also identified, although lower in number (found in 22 instruments in 2023) and not addressed in detail.
- **‘Displacement’ is the most frequently found human mobility term and its use has increased significantly since 2018.** In 2018, a total of 20 per cent of the national DRR strategies included references to ‘displacement’ as compared to 81 per cent in 2023. This suggests a significant increasing trend in the acknowledgement of displacement in the context of disaster risk governance. However, the ways in which it is reflected across the different instruments vary greatly.
- **Specific references to internal and cross-border displacements were few and limited in detail.** ‘Internal displacement’ was referenced in 20 instruments, mainly in the context of identifying IDPs as a ‘vulnerable group’ in need of assistance and protection. ‘Cross-border displacement’ was referenced in 11 instruments (as compared to seven instruments referring to cross-border displacement and migration in 2018), primarily in the context of the challenges created by the movement of large groups seeking safety from conflict or disasters in other countries and did not draw links to the need to strengthen transboundary cooperation.
- Climate change was referenced in six instruments, often mentioned as a cause of disaster and displacement. However, **DRR strategies and related instruments lack deeper acknowledgement of the linkages between climate change, displacement and disaster risk** or apparent integration with National Adaptation Plans and Nationally Determined Contributions.
- **There appears to be growing recognition of the intersection between urbanisation and displacement as phenomena which can increase the vulnerability of those already displaced.**
 - **Urbanisation:** referenced in various ways across several national DRR strategies with a frequency suggesting it is an issue of some importance in the context of displacement and disaster risk, either as a cause of or result of disaster and climate-related risks. The risks and consequences of rural-rural human mobility are also identified in some strategies.
- **The intersection between refugees, conflict-driven displacement and displacement is also a significant theme among national DRR strategies:**
 - **Refugees:** referenced in 20 instruments, and often identified as a risk in the context of preparedness and protection. There were also individual examples of instruments that included the assignment of government responsibilities for refugees in disaster settings, as well as the participation of refugees in disaster risk management and planning.

- **Conflict settings:** specifically referenced in six instruments, with others making indirect references. The topics included identifying the risks faced by people displaced by conflict in the context of disasters, the potential for conflict to increase vulnerabilities and the risk of displacement from disaster, and the resettlement or relocation of people displaced by disasters as a conflict prevention measure.
- **While there is evidence of increasing acknowledgement of the needs of displaced persons, migrants and host communities, risk assessments and data collection on human mobility are poorly integrated within national DRR strategies.** References to ‘displacement risk’ were found in 36 instruments, but only a few instruments were identified addressing data collection or conducting risk assessments on displacement either before or after disaster. In the 2023 Mapping, 18 instruments referred to the needs of displaced persons and migrants, as compared to nine instruments in 2018, and the level of detail was low. Only three instruments referred to the needs of host communities.
- **While references to a holistic approach to ‘durable solutions’ are largely absent, some strategies identify the need for post-displacement resettlement or relocation.** A total of 23 instruments included references to resettlement or relocation. Some contain important provisions on consultation, gender sensitivity, and HLP considerations, although a cursory level.
- **References to migration and the inclusion of migrants in national DRR strategies remain limited.** Notably though, linkages between disaster risk and climate-related migration are being considered in the Oceania/Pacific context. As a broad theme, migration was included in 23 national instruments, most frequently in the context of ‘internal migration’, although 10 instruments also referenced ‘cross-border migration’. Limited detail was included and mostly referenced the potential for migration to create or exacerbate risks, or as a phenomenon that can be triggered by the occurrence of disasters, or the perception of disaster risk. Some Pacific nations have identified impacts from migration outflows as being a threat to sustainable development, which may, in turn, impact national capacities to address disaster risks.
- **Regarding regional instruments, all regions have developed at least one new regional DRR instrument since 2018 that include reference to human mobility,** with a total of nine regional instruments developed during this period. The 2023 mapping analysis indicates some positive developments in the **integration of human mobility considerations**, particularly in the strategies of Asia-Pacific and Africa.

4.2

LOOKING AHEAD

The above findings suggest that there have been positive trends and an increase in the number of national DRR strategies and related instruments that reference key human mobility terms over the past several years, some of which point towards a more nuanced understanding of the interrelationship between human mobility, disasters and disaster risk. However, there are also significant gaps in how they integrate the complexities of human mobility and the intersectionality of risks in different contexts. Nor do they adequately address the inclusion, rights and protection of vulnerable people on the move and elaborate the measures that could bring about an end to displacement through durable solutions. As important disaster risk governance tools, national DRR strategies have the opportunity to reinforce and implement many of the global commitments and recommendations made on these issues and as such make a significant contribution to strengthening resilience.

Several approaches could be considered to support the strengthening of DRR strategies in this regard:

- **Scaling up advocacy:** The international community and national civil society should continue to advocate for the need to ensure that the full scope of human mobility considerations is considered and addressed in the context of DRR in line with the Sendai Framework. This includes attention to the need for specific measures such as planned relocation and evacuation to ensure they are adequately addressed and with full respect for human rights, as well as ensuring that linkages between DRR, displacement, climate change, urbanisation and other challenges are not overlooked, particularly in fragile and conflict settings.
 - **Further technical support for strengthening disaster risk governance and ensuring coherence across the diverse international agenda:** Tools and guidance are available to support the strengthening of disaster risk governance, including attention to human mobility: the *Words into Action Guidelines, Checklist and eLearning on Disaster Displacement*,³⁶ the *Displacement Indicators for Disaster Risk Reduction*,³⁷ the *Disaster Resilience Scorecard for Cities: Disaster Displacement Addendum*,³⁸ and regional DRR strategies in line with the ambitions of the Sendai Framework and other global instruments and processes related to sustainable development, climate action, peace and security and urban resilience, including measures to enable effective implementation of DRR strategies such as resource allocation, roles and responsibilities and accountability measures.
 - **Expanding the knowledge base:** There are some areas not addressed through this Mapping, which would enable the development of more robust findings and recommendations on measures needed to strengthen the inclusion of human mobility in DRR strategies. Some suggestions include:
 - The development of a further mapping or series of case studies that reveal the extent to which human mobility in the context of disaster risk is being addressed in other national and potentially sub-national instruments, including land use planning, preparedness/contingency planning, local budgeting for disasters and recovery plans.
 - Research on the extent to which some of the key human mobility provisions included in national DRR strategies are being effectively implemented, with a view to developing a compendium of effective practice.
 - Research considering the extent to which DRR strategies and related instruments 'communicate' or link with other national instruments relating to human mobility or climate change adaptation, including National Adaptation Plans and Nationally Determined Contributions (NDCs), among others, to promote policy coherence.
- Further opportunities should be sought to help embed human mobility into DRR strategies and other instruments to create more inclusive and effective disaster risk reduction systems that protect and respect all individuals living in displacement and other situations of vulnerability.

³⁶ For more information about these resources and tools see <https://www.undrr.org/words-into-action/disaster-displacement-how-reduce-risk-address-impacts-and-strengthen-resilience>.

³⁷ IOM and Internal Displacement Monitoring Centre, *Displacement Indicators for DRR*, 2023. Available at: https://environmentalmigration.iom.int/sites/g/files/tmzbdl1411/files/documents/wcms_856083.pdf.

³⁸ UNDRR and others, *Disaster Resilience Scorecard for Cities: Disaster Displacement Addendum* (2024). Available at <https://mcr2030.undrr.org/disaster-displacement-scorecard>.

5 Annexes



Annex 1: Terminology

The following framework of search terms and proxy terms was developed for the purpose of ensuring consistency when analysing the national and regional DRR strategies. It is not intended to imply any particular definitions or substitute or alter the use of these terms in other contexts.

Key terms and related search terms	Sub-terms and related search terms
Displacement displaced persons / forced displacement / forced migration / involuntary displacement / forced relocation homeless / shelter(ing) / camp / lost or destroyed houses	internally displaced persons / IDP / internal displacement
	cross-border displacement / international displacement/
	refugees / asylum seekers / cross-border displacement in the context of conflict
	disaster displacement / disaster-related / disaster-induced displacement
Migration migrants	international migration / cross-border migration /
	internal migration
Evacuation (emergency) / evacuees / emergency relocation / temporary forced relocation	
Relocation (as a DRR measure) Planned relocation / resettlement (as a DRR measure)	
Host populations / host communities / host families / host households	
Durable solutions Solutions (to displacement)	Return or reintegration
	Relocation or resettlement

INTERNATIONAL DEFINITIONS

For specific international definitions of some of the above terms, please consult the following references (listed in alphabetical order):

Displacement: The movement of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-induced disasters.

This may refer to forced movements within a country (internal displacement) or across international borders (cross-border displacement).³⁹

Disaster displacement: situations where people are forced or obliged to leave their homes or places of habitual residence as a result of a disaster or in order to avoid the impact of an immediate and foreseeable natural hazard. Such displacement results from the fact that affected persons are (i) exposed to (ii) a natural hazard in a situation where (iii) they are too vulnerable and lack the resilience to withstand the impacts of that hazard. It is the effects of natural hazards, including the adverse impacts of climate change, that may overwhelm the resilience or adaptive capacity of an affected community or society, thus leading to a disaster that potentially results in displacement.⁴⁰

Evacuation: “moving people and assets temporarily to safer places before, during or after the occurrence of a hazardous event in order to protect them”.⁴¹

Human mobility: a descriptive umbrella term increasingly used under intergovernmental processes to refer to all forms of population movement and related settlement, including displacement (sometimes associated with international protection needs), migration and measures such as evacuation and planned relocation.⁴²

Internally displaced persons: “persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-induced disasters, and who have not crossed an internationally recognised State border”.⁴³

Migration: the “movement of persons away from their place of usual residence, either across an international border or within a State”.⁴⁴ For the purpose of this document, the term refers to population movements that are primarily voluntary in nature.

Planned relocation: a planned process in which persons or groups of persons move or are assisted to move away from their homes or place of temporary residence, are settled in a new location and provided with the conditions for rebuilding their lives).⁴⁵

Refugee: any person who, “owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country”.⁴⁶ ‘Refugees’ within wider regional definitions might apply to people who are compelled to leave their countries of origin in the context of events or circumstances linked to climate change impacts or disasters seriously disturbing public order.⁴⁷

³⁹ Adapted from the United Nations Office for the Coordination of Humanitarian Action, Guiding Principles on Internal Displacement, 2nd ed (United Nations publication, 2004). Available at: <https://api.internal-displacement.org/sites/default/files/publications/documents/199808-training-OCHA-guiding-principles-Eng2.pdf>.

⁴⁰ Adapted from The Nansen Initiative, Protection Agenda. Available at: https://disasterdisplacement.org/wp-content/uploads/2014/08/EN_Protection_Agenda_Volume_I_low_res.pdf.

⁴¹ See Official Records of the General Assembly A/71/644, chap. 5, p. 18. Available at: <https://www.undrr.org/publication/report-open-ended-intergovernmental-expert-working-group-indicators-and-terminology>.

⁴² See the Glossary of Terms of the Technical Guide on Human Mobility in National Planning (pending publication).

⁴³ OCHA, “Introduction: Scope and Purpose”, in Guiding Principles on Internal Displacement, 2nd ed (United Nations publication, 2004). Available at: <https://api.internal-displacement.org/sites/default/files/publications/documents/199808-training-OCHA-guiding-principles-Eng2.pdf>.

⁴⁴ IOM, International Migration Law No. 34 – Glossary on Migration, 2019, p. 137. Available at: https://publications.iom.int/system/files/pdf/iml_34_glossary.pdf.

⁴⁵ Adapted from Advisory Group on Climate Change and Human Mobility, Human Mobility in the Context of Climate Change: Elements for the UNFCCC Paris Agreement, 2015. Available at: <https://www.unhcr.org/sites/default/files/legacy-pdf/5550ab359.pdf>.

⁴⁶ UNHCR, Text of the 1951 Convention Relating to the Status of Refugees, p. 14. Available at: https://www.un.org/en/development/desa/population/migration/generalassembly/docs/globalcompact/A_CONF2_108.pdf.

⁴⁷ For example, see the Organization of African Unity Convention Governing the Specific Aspects of Refugee Problems in Africa, adopted by the Assembly of Heads of State and Government at its Sixth Ordinary Session in 1969, available at https://au.int/sites/default/files/treaties/36400-treaty-0005_-_oau_convention_governing_the_specific_aspects_of_refugee_problems_in_africa_e.pdf; and the Cartagena Declaration on Refugees, adopted by the Colloquium on the International Protection of Refugees in Central America in 1984, available at https://www.oas.org/dil/1984_cartagena_declaration_on_refugees.pdf.

Annex 2: Table of National Disaster Risk Reduction Strategies or Other Instruments

*Documents indicated with a star have been categorised as 'other instruments'.

Country/Territory	Publication Year	Strategy (title)	Timeframe	Link
Albania	2023	National Disaster Risk Reduction Strategy	2023-2030	https://www.undp.org/sites/g/files/zskgke326/files/2024-01/national_drr_strategy.pdf
Algeria	2003	* National Action Programme to Combat Desertification		https://faolex.fao.org/docs/pdf/Alg170000.pdf
American Samoa	2015	* Multi-Hazard Mitigation Plan: Territory of American Samoa 2015		http://www.wsspc.org/wp-content/uploads/2016/07/AmericanSamoa_mitigationplan15-20.pdf
Anguilla	2013	Comprehensive Disaster Management Policy		https://www.preventionweb.net/files/74856_anguillanationalcdmpolicy.pdf
Argentina	2008	National Plan for Disaster Risk Reduction	2018-2030	https://www.argentina.gob.ar/sites/default/files/pnrd_2018_-_2023.pdf
Armenia	2020	Disaster Risk Management National Strategy and the Action Plan		https://www.preventionweb.net/publication/disaster-risk-management-national-strategy-and-action-plan-republic-armenia
Australia	2018	National Disaster Risk Reduction Framework	2019-2023	https://www.homeaffairs.gov.au/emergency/files/national-disaster-risk-reduction-framework.pdf
Bahamas	2022	Disaster Management Act 2022		https://laws.bahamas.gov.bs/cms/images/LEGISLATION/PRINCIPAL/2022/2022-0039/2022-0039_1.pdf

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Country/ Territory	Publication Year	Strategy (title)	Timeframe	Link
Bangladesh	2020	National Plan for Disaster Management (2021-2025) Action for Disaster Risk Management	2021-2025	https://modmr.portal.gov.bd/sites/default/files/files/modmr.portal.gov.bd/page/a7c2b9e1_6c9d_4ecf_bb53_ec74653e6d05/NPDM2021-25%20DraftVer5_23032020.pdf
Barbados	2019	The Barbados Comprehensive Disaster Management Country Work Programme	2019-2030	https://dem.gov.bb/public/downloads/BarbadosCDMCountryWorkProgramme2019-2023final_2.pdf
Bolivia	2017	National Risk Management Programme of the Vice Ministry of Defence	2016-2020	https://www.preventionweb.net/publication/programa-nacional-de-gestion-de-riesgos-bolivia
Bhutan	2013	Roadmap for Enhancing Disaster Risk Management in Bhutan 2022-2026	2022-2026	https://www.preventionweb.net/publication/disaster-risk-management-strategy-bhutan
Botswana	2013	National Disaster Risk Reduction Strategy 2013-2018	2013-2018	https://www.undp.org/botswana/publications/botswana-national-disaster-risk-reduction-strategy
Brazil	2016	National Disaster Risk Reduction Strategy 2016		https://www.gov.br/mma/pt-br/assuntos/climaazoniodesertificacao/clima/arquivos/pna_estrategia_de_gestao_de_risco_de_desastres.pdf
Bulgaria	2014	Disaster risk reduction strategy	2014-2020	https://www.preventionweb.net/publication/bulgaria-disaster-risk-reduction-strategy
Cambodia	2019	National Action Plan for Disaster Risk Reduction 2019-2030	2019-2030	Soft copy available, translated into English
Canada	2019	Emergency Management Strategy for Canada – Toward a Resilient 2030	2019-2030	https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/mrgncy-mngmnt-strtgyl/index-en.aspx
Chile	2020	National Policy for Disaster Risk Reduction National Strategic Plan 2020-2030	2020-2023	https://www.preventionweb.net/publication/chile-politica-nacional-para-la-reduccion-del-riesgo-de-desastres-2020-2030
China	2016	Comprehensive national plan on disaster prevention and reduction (2016-2020)	2016-2020	http://www.gov.cn/zhengce/content/2017-01/13/content_5159459.htm
Colombia	2022	National Disaster Risk Management Plan 2015-2030	2015-2030	https://www.aerocivil.gov.co/atencion/informaci%C3%B3n/Informacion%20de%20interes%20aerocivil/Segunda%20Actualizaci%C3%B3n%20-%20PNGRD%20-radicado%20enviado%20a%20CNGRD%20-%202019062024.pdf
Comoros	2013	* National Action Plan to Combat Desertification in the Comoros NAP/LCD	2008-2018	https://www.ecolex.org/details/legislation/plan-daction-national-pour-la-lutte-contre-la-desertification-aux-comores-panlcd-lex-faoc149164/
Democratic Republic of Congo	2006	* National Action Programme to Combat Desertification		https://www.preventionweb.net/publication/republic-congo-programme-daction-national-de-lutte-contre-la-desertification

Country/ Territory	Publication Year	Strategy (title)	Timeframe	Link
Democratic Republic of Congo	2012	* Disaster Relief Organization Plan (ORSEC)		https://www.preventionweb.net/publication/democratic-republic-congos-disaster-relief-organization-plan
Cook Islands	2016	Cook Islands Second Joint National Action Plan for Climate Change and Disaster Risk Management 2016-2020	2016-2020	https://www.pacificclimatechange.net/sites/default/files/documents/cok170758.pdf
Costa Rica	2016	National Risk Management Policy 2016-2020	2016-2020	https://www.cne.go.cr/rectoria/politicangr/PNGR%202016%20-2030.pdf
Côte d'Ivoire	2011	National Disaster Risk Management Strategy & Action Plan		https://www.preventionweb.net/publication/cote-divoire-national-disaster-risk-management-strategy-and-plan-action
Croatia	2019	* Law on mitigation and relief of natural disasters		https://disasterlaw.ifrc.org/media/3658?language_content_entity=hr
Djibouti	2000	* National Action Plan to Combat Desertification (NAP)		https://www.unccd.int/documents/djibouti-national-action-programme
Ecuador	2001	National Program for the Prevention-Mitigation of Natural Disasters and Risk Management in Ecuador		https://www.preventionweb.net/english/professional/policies/v.php?id=30587
Egypt	2017	National Strategy for Disaster Risk Reduction 2030, Summary for Dissemination	2017-2030	https://www.preventionweb.net/files/57333_egyptiannationalstrategyfordrrrengli.pdf
El Salvador	2018	National Plan for Civil Protection, Disaster Prevention and Mitigation		https://www.preventionweb.net/files/74892_plannacional27nov18.pdf?startDownload=true
Ethiopia	2013	National policy and strategy on disaster risk management	2013-2023	https://faolex.fao.org/docs/pdf/eth149554.pdf
Fiji	2018	National Disaster Risk Reduction Policy	2018-2030	https://www.preventionweb.net/publication/fiji-national-disaster-risk-reduction-policy-2018-2030
Gambia	2007	National disaster management policy		https://www.preventionweb.net/files/10881_GambiaDisasterManagementPolicyJul07.pdf
Georgia	2017	National Disaster Risk Reduction Strategy of Georgia 2017-2020	2017-2020	https://www.preventionweb.net/files/54533_drrstrategy2017annex1eng.pdf
Germany	2021	* German Recovery and Resilience Plan 2021		https://www.bundesfinanzministerium.de/Content/EN/Standardartikel/Press_Room/Publications/Brochures/2021-01-13-german-recovery-and-resilience-plan.html

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Country/ Territory	Publication Year	Strategy (title)	Timeframe	Link
Ghana	2002	* National Action Programme to Combat Drought and Desertification	2002-2027	https://faolex.fao.org/docs/pdf/gha149618.pdf
Guatemala	2023	Guatemala's National Policy for Disaster Risk Reduction PNRRD 2024-2034	2024-2034	https://conred.gob.gt/wp-content/uploads/pnrrd2023.pdf
Guinea-Bissau	2013	National Strategy for Disaster Risk Management		https://faolex.fao.org/docs/pdf/gbs163718.pdf
Haiti	2019	National Disaster Risk Management Plan 2019-2030	2019-2030	https://www.preventionweb.net/files/72907_plannationaldegestiondesrisquesdeds.pdf
India	2019	National Disaster Management Plan 2019	2019-2030	https://faolex.fao.org/docs/pdf/ind168183.pdf
Iran	2021	National Disaster Management Strategy of the Republic of Iran		https://en.mfa.ir/files/mfaen/newspics/1879803738_140011190947.pdf
Italy	2018	* Civil Protection Code		https://www.protezionecivile.gov.it/en/normativa/legislative-decree-no-1-of-january-2--2018--civil-protection-code/
Jamaica	2015	National Disaster Risk Management Act		https://www.odpem.org.jm/wp-content/uploads/2020/06/DRM-Act-2015.pdf
Japan	2019	Basic Disaster Prevention Plan		https://climate-laws.org/document/disaster-prevention-basic-plan_f58f
Jordan	2003	National comprehensive plan for encountering emergencies & disasters		https://www.preventionweb.net/files/21867_jordan.pdf
Kenya	2021	* National Disaster Risk Management Bill		https://www.kenyalaw.org/kl/fileadmin/pdfdownloads/bills/2021/TheNationalDisasterRiskManagementBill_2021.pdf
Kiribati	2009	Joint Implementation Plan for Climate Change and Disaster Risk Management	2019-2028	https://leap.unep.org/en/countries/ki/national-legislation/kiribati-joint-implementation-plan-climate-change-and-disaster-0
Kosovo	2016	Disaster Risk Reduction Strategy and plan of action 2016 - 2020	2016-2020	https://www.preventionweb.net/publication/kosovo-disaster-risk-reduction-strategy-and-plan-action-2016-2020
Kyrgyzstan	2018	* Law on Civil Protection 2018		https://natlex.ilo.org/dyn/natlex2/r/natlex/fe/details?p3_isn=109567&cs=1DZD-qSml3-sQu408jgsw2qtzdWASQ88pYiaNDWFPIOK9SrW9FsUyANOhThUJ9-WN7AFBPy_Qe6ighDiJlk3aA
People's Democratic Republic of Lao	2021	Strategic Plan on Disaster Risk Management	2021-2030	https://faolex.fao.org/docs/pdf/lao215507eng.pdf

Country/ Territory	Publication Year	Strategy (title)	Timeframe	Link
Lesotho	2011	National Risk Reduction Policy		https://drmims.sadc.int/sites/default/files/document/2020-03/Final%20Lesotho%20DRR%20policy.pdf
Liberia	2012	National Disaster Management Policy		http://www.mia.gov.lr/doc/Web%201%20National%20Disaster%20Risk%20Management%20Policy-clean-12102012.pdf
Madagascar	2016	National Strategy for Disaster Management 2016-2030	2016-2030	https://faolex.fao.org/docs/pdf/mad166143.pdf
Malawi	2023	* Disaster Risk Management Bill 2023		https://www.refworld.org/legal/legislation/natlegbod/2023/en/147705
Maldives	2010	Strategic National Action Plan (SNAP) for Disaster Risk Reduction and Climate Change Adaptation 2010-2020	2010-2020	https://www.preventionweb.net/publication/maldives-strategic-national-action-plan-snap-disaster-risk-reduction-and-climate-change
Mali	2013	National Disaster Risk Reduction Strategy in Mali		[reviewed a soft copy]
Marshall Islands	2014	Joint National Action Plan for Climate Change Adaptation & Disaster Risk Management 2014 - 2018	2014-2018	https://pafpnet.spc.int/attachments/article/782/RMI-JNAP-CCA-DRM-2014-18.pdf
Mauritius	2021	National Disaster Risk Reduction and Management Policy 2020-2030	2020-2030	https://ndrrmc.govmu.org/Pages/NDRRMPolicy.aspx
Mexico	2017	General Civil Protection Law (LGPC), 2012 (REV. 2017)		https://www.gob.mx/indesol/documentos/ley-general-de-proteccion-civil-60762
Federated States of Micronesia	2013	Nationwide integrated disaster risk management and climate change policy		https://www.preventionweb.net/media/81878/download?startDownload=20241007
Mongolia	2014	Medium-Term Strategy for The Implementation Of The Sendai Framework For Disaster Risk Reduction in Mongolia 2017-2030		https://www.preventionweb.net/publication/medium-term-strategy-implementation-sendai-framework-disaster-risk-reduction-mongolia
Montenegro	2017	Risk Reduction Strategy from Disasters with a Dynamic Plan of Activities for Implementation of the Strategy for the Period 2018-2023	2018-2030	https://leap.unep.org/en/countries/me/national-legislation/disaster-risk-reduction-strategy-dynamic-plan-activities
Morocco	2020	National Strategy for Natural Disaster Risk Management	2020-2030	https://www.gestionrisques.ma/web/files/Livret_de_la_SNGRCN.pdf

Country/ Territory	Publication Year	Strategy (title)	Timeframe	Link
Mozambique	2013	Master Plan for prevention and mitigation of natural calamities 2017-2030	2017-2030	https://climate-laws.org/documents/master-plan-for-disaster-risk-reduction-2017-2030_5119?id=master-plan-for-disaster-risk-reduction-2017-2030_99e9
Myanmar	2017	Myanmar Action Plan on Disaster Risk Reduction, 2017	2017-2030	http://themimu.info/sites/themimu.info/files/documents/Core_Doc_Myanmar_Action_Plan_on_Disaster_Risk_Reduction_2017.PDF
Namibia	2011	National Disaster Risk Management Plan (NDRMP) 2011		https://www.preventionweb.net/publication/namibia-national-disaster-risk-management-plan-2011
Nauru	2015	Framework for Climate Change Adaptation and Disaster Risk Reduction		faolex.fao.org/docs/pdf/nau172632.pdf
Nepal	2018	National DRR Policy and Strategic Action Plan - Nepal 2016- 2030	2018-2030	https://www.preventionweb.net/publication/nepal-national-policy-and-strategic-action-plan-disaster-risk-reduction-and-management
Netherlands	2018	* Emergency Coordination Act 2018		https://disasterlaw.ifrc.org/media/3525?language_content_entity=nl
New Zealand	2019	* National Disaster Resilience Strategy		https://www.civildefence.govt.nz/assets/Uploads/documents/publications/ndrs/National-Disaster-Resilience-Strategy-10-April-2019.pdf
Nicaragua	2019	* Decree No. 7 National Policy for Migration and Adaptation to Climate Change and creates the National Climate Change Response System 2019		https://climate-laws.org/document/presidential-decree-7-2019-establishing-the-national-policy-of-climate-change-mitigation-and-adaptation-and-creating-the-national-response-system-to-climate-change_e3d3
Niger	2019	National Disaster Risk Reduction Strategy of Niger 2019-2030	2019-2030	Referred to here: https://www.undrr.org/publication/niger-policy-coherence-between-disaster-risk-reduction-and-climate-change-adaptation
Nigeria	2010	National disaster framework		https://www.preventionweb.net/publication/nigeria-national-disaster-framework
Niue	2012	Joint National Action Plan for Disaster Risk Management and Climate Change		https://www.preventionweb.net/publication/niue-joint-national-action-plan-disaster-risk-management-and-climate-change
Norway	2021	* Strategy for climate adaptation, prevention of climate-related disasters and the fight against hunger		https://disasterlaw.ifrc.org/media/3532
Pakistan	2013	National DRR Policy		https://www.refworld.org/legal/decrees/natlegbod/2013/en/121377
Panama	2022	Strategic Plan for Integrated Disaster Risk Management 2022-2030	2022-20030	https://www.sinaproc.gob.pa/wp-content/uploads/2022/12/Gird-PLAN.pdf

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Country/ Territory	Publication Year	Strategy (title)	Timeframe	Link
Papua New Guinea	2017	Papua New Guinea National Risk Reduction Framework 2017-2030	2017-2030	https://www.undp.org/papua-new-guinea/publications/png-national-disaster-risk-reduction-framework-2017-2030
Paraguay	2018	National Policy for Disaster Risk Management and Reduction		https://www.sen.gov.py/application/files/8015/9188/4586/Politica_Nacional_de_Gestion_y_Reduccin_de_Riesgos_2018.pdf
Peru	2021	National Policy on Disaster Management to 2050	2021-2050	https://cdn.www.gob.pe/uploads/document/file/1862222/D.%20S%20N%20038-2021-PCM%20-%20Politica%20nacional%20de%20gestion%20del%20riesgo%20de%20desastres%20al%202050.pdf
Philippines	2020	National Disaster Risk Reduction and Management Plan 2020-2030	2020-2030	https://leap.unep.org/en/countries/ph/national-legislation/national-disaster-risk-reduction-and-management-plan
Portugal	2021	Portuguese National Strategy for Disaster Risk Reduction 2021-2030	2021-2030	[reviewed a soft copy]
Rwanda	2013	National Disaster Risk Management Plan		https://www.preventionweb.net/publication/rwanda-national-disaster-risk-management-plan-2013
Saint Lucia	2008	Comprehensive Disaster Management Strategy and Programme Framework		https://www.preventionweb.net/publication/saint-lucia-comprehensive-disaster-management-strategy-and-programme-framework
Samoa	2017	Samoa National Action Plan for Disaster Risk Management 2017-2021	2017-2021	https://www.preventionweb.net/publication/samoa-national-action-plan-disaster-risk-management-2017-2021#:~:text=The%20NAP%20also%20provides%20a,Disaster%20Management%20Office%20(DMO).&text=The%20NAP%20highlights%20the%20imperative%20to%20mainstream%20DRM%20across%20all%20sectors
Serbia	2018	Law on Disaster Risk Reduction and Emergency Management Situations 2018		https://disasterlaw.ifrc.org/dmi/dmi_country/92
Seychelles	2021	National Disaster Risk Reduction Strategic Plan 2021-2030	2021-2030	https://www.drmd.sc/download/national-disaster-risk-reduction-strategic-plan-2021-2030/
Sierra Leone	2020	* National Disaster Management Agency Act 2020		https://sierralii.gov.sl/akn/sl/act/2020/3/eng@2020-06-11
Slovenia	2016	Resolution on the Protection against Natural and Other Disasters, 2016-2022	2016-2022	http://www.pisrs.si/Pis_web/pregledPredpisa?id=RESO116
Solomon Islands	2018	National Disaster Management Plan 2018		https://www.rcrc-resilience-southeastasia.org/wp-content/uploads/2020/04/National-Disaster-Management-Plan-2018.pdf

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Country/ Territory	Publication Year	Strategy (title)	Timeframe	Link
Somalia	2018	Somalia Recovery and Resilience Framework		https://www.undp.org/sites/g/files/zskgke326/files/migration/so/Somalia-RRF-Summary-Report_final_layout6July2018-2.pdf
South Africa	2020	* Disaster Management Regulations 2020		https://disasterlaw.ifrc.org/media/3633
South Sudan	2018	Ministry of Humanitarian Affairs and Disaster Management Strategic Plan	2018-2020	https://www.partnersforresilience.nl/downloads/files/Strategic%20Plan%20MHADM%20Final%20PFR%20S-Sudan%202018.pdf
Spain	2019	* National Civil Protection Strategy 2019		https://www.dsn.gob.es/sites/dsn/files/National%20Civil%20Protection%20Strategy.pdf
Sri Lanka	2022	* National Disaster Management Plan DRAFT 2022-2030	2022-2030	https://www.dmc.gov.lk/images/pdfs/NDMP_DRAFT_VERSION_17-03-2022.pdf
Sudan	2021	* National REDD+ Strategy and Action Plan		https://redd.unfccc.int/media/redd_strategy-en.pdf
Switzerland	2018	Management of risks from natural hazards		https://www.planat.ch/en/
Tajikistan	2019	National Disaster Risk Reduction Strategy	2019-2030	https://khf.tj/sites/default/files/pdf/Natsionalnaya-Strategiya.pdf
United Republic of Tanzania	2022	National Disaster Management Strategy 2022-2027	2022-2027	https://www.pmo.go.tz/uploads/documents/sw-1677564328-National%20Disaster%20Management%20Strategy%202022%20%E2%80%93%202027.pdf
Thailand	2015	National Disaster Risk Management Plan 2015		https://www.preventionweb.net/publication/thailand-national-disaster-risk-management-plan
Togo	2020	National Contingency Plan 2021	2020-2021	https://disasterlaw.ifrc.org/sites/default/files/media/disasterlaw/2022-02/National%20Multi-Risk%20Contingency%20Plan%202020-2021%20-%20French.pdf
Tonga	2018	Joint National Action Plan 2 on climate change adaptation and disaster risk 2020 management (20120218-2028) Tonga2022	2018-2028	https://policy.asiapacificenergy.org/node/4358#:~:text=Overall%20Summary%3A-,Joint%20National%20Action%20Plan%202%20on%20Climate%20Change%20and%20Disaster,a%20Resilient%20Tonga%20by%202035
Tunisia	2021	National Strategy of Disaster Risk Reduction Strategy and Action Plan for 2030	2021-2030	https://environnement.gov.tn/fileadmin/Bibliotheque/Environnement_en_Tunisie/strategie_nationale_de_reduction_Finalise.pdf
Türkiye	2020	Disaster Risk Reduction Plan 2022-2030	2020-2030	https://reliefweb.int/report/turkiye/disaster-risk-reduction-plan-turkiye-tarap-came-force
Tuvalu	2021	* National Climate Change Policy 2021-2030	2021-2030	https://www.tuvaluclimatechange.gov.tv/sites/default/files/documents/Climate%20Change%20Policy_FINAL_0.pdf

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Country/ Territory	Publication Year	Strategy (title)	Timeframe	Link
Uganda	2022	Five-Year Disaster Risk Reduction Strategic Development Plan 2017-2022	2017-2022	[reviewed a soft copy]
United States	2021	* Action Plan for Climate Adaptation and Resilience		https://www.sustainability.gov/pdfs/usda-2021-cap.pdf
Uruguay	2019	National Policy for Comprehensive Emergency and Disaster Risk Management in Uruguay 2019-2030	2019-2030	https://www.gub.uy/sistema-nacional-emergencias/sites/sistema-nacional-emergencias/files/documentos/publicaciones/Poli%CC%81tica%20Nacional%20de%20Gestio%CC%81n%20Integral%20del%20Riesgo%20de%20Emergencias%20y%20Desastres%20en%20Uruguay.pdf
Vanuatu	2022	Vanuatu Climate Change and Disaster Risk Reduction Policy 2022-2030	2022-2030	https://www.nab.vu/document/vanuatu-national-cddr-policy-2022-2030-2nd-edition
Vietnam	2007	National Strategy for Natural Disaster Prevention, Response and Mitigation to 2020	2008-2020	https://www.preventionweb.net/publication/vietnam-national-strategy-natural-disaster-prevention-response-and-mitigation-2020#:~:text=The%20general%20goal%20of%20the,the%20damage%20of%20natural%20resources
Zambia	2015	National Disaster Management Policy	2015-2020	https://faolex.fao.org/docs/pdf/zam168308.pdf

Annex 3: Table of Regional Disaster Risk Reduction Strategies or Other Instruments

*Documents indicated with a star have been categorised as 'other instruments'.

Political Region	Publication Year	Strategy (title)	Timeframe	Link
Andean Community	2019	Implementation Plan of the Andean Strategy for Disaster Risk Management	2019-2030	https://disasterlaw.ifrc.org/es/media/2010
Arab League	2018	The Arab Strategy for Disaster Risk Reduction 2030	2018-2030	https://www.preventionweb.net/files/59464_asdrrreportinsidefinalforweb.pdf
Asia-Pacific Partnership for Disaster Risk Reduction	2021	Asia-Pacific Action Plan 2021-2024 for the implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030	2021-2024	https://www.undrr.org/publication/asia-pacific-action-plan-2021-2024-implementation-sendai-framework-disaster-risk
ECOWAS (Economic Community of West African States)	2019	ECOWAS Disaster Risk Reduction Gender Strategy and Action Plan 2020-2030	2020-2030	https://old22.ecowas.int/?page_id=54090
ESCAP (Economic and Social Commission for Asia and the Pacific)	2021	* Multi-year Strategic Programme of Work 2021	2021-2030	https://apdim.unescap.org/sites/default/files/2022-05/APDIM_Multi-year%20Strategic%20Programme%20of%20Work%202021-2030_June%202021.pdf
European Council	2019	* Resolution of the Parliamentary Assembly on a legal status for "climate refugees"		https://www.refworld.org/legal/resolution/coepace/2019/en/122915

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Political Region	Publication Year	Strategy (title)	Timeframe	Link
European Union	2019	* Reporting Guidelines on Disaster Management, Art. 6(1)d of Decision No. 1313/2013/EU		https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52019XC1220(01)&from=NL
IGAD (Inter-Governmental Authority on Development)	2021	Regional Disaster Risk Management Strategy 2019-2030	2019-2030	https://igad.int/wp-content/uploads/2021/07/Report-on-Disaster-Displacement-and-Human-Mobility-in-DRR-Climate-Change-Adaptation-and-development-policies.pdf
SADC (Southern African Development Community)	2020	Gender-Responsive Disaster Risk Reduction Strategic Plan and Action Plan 2020-2030	2020-2030	https://drmims.sadc.int/en/documents/database/gender-responsive-disaster-risk-reduction-strategic-plan-action-plan-2020-2030





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