

DISASTER RESILIENCE SCORECARD FOR CITIES

AUGUST 2023

DISASTER DISPLACEMENT ADDENDUM

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Cities should not be seen as only the backdrop where displacement occurs but as a rich ecosystem that can contribute to the resolution of displacement. The presence of markets, infrastructure, services and job opportunities can help internally displaced persons (IDPs) to recover their independence. To fully capitalize on this potential and support both IDPs and cities to flourish, displacement should be considered in both spatial planning of cities and as an important element of sector-based systems and services.

*“Shining a Light on Internal Displacement: A Vision for the Future”
Report of the UN Secretary-General’s High-Level Panel on Internal Displacement,
September 2021*

DISASTER DISPLACEMENT: WHY CITIES NEED TO TAKE ACTION

Disaster displacement¹ is one of the most common and immediate impacts of disasters. Sudden-onset disasters displace an average of 24.5 million people each year around the world (including evacuations).² If slower onset hazards such as drought were included, the figure would be significantly higher. Rapid and unplanned urbanisation, population growth, poverty, conflict, weak governance and environmental degradation drive disaster displacement and heighten the needs of those affected. Climate-related disasters already force millions of people to flee their homes each year, and climate change is projected to increase disaster displacement as extreme weather events become more frequent and intense.

As most disaster displacement occurs within countries — termed internal displacement — municipalities need to take action to reduce displacement risk and to ensure the protection of displaced people. Municipalities should not see displaced people merely as recipients of assistance and protection, however. Displaced people have valuable skills that they can and do use to find solutions for themselves. Many displaced people are eager to rebuild their lives and could do so independently if they had adequate resources.³ Municipalities can, therefore, also benefit from the resourcefulness of displaced people to build together a more resilient municipality.

Municipalities may wish to consider at least three disaster displacement scenarios:

- (i) people are displaced within the municipality;
- (ii) people are displaced to another municipality; and
- (iii) people are displaced elsewhere and join the municipality.

Reality is often more complex than these three scenarios. People could become displaced within their municipality and then become displaced again to another municipality. Others might have joined the municipality driven by a disaster elsewhere and become displaced again within the host municipality.

¹ Please see the glossary of selected terms in Annex I.

² IDMC GRID 2021.

³ See Report of the UNSG High Level Panel on Internal Displacement 2021, and IDMC GRID 2019.

Although this Addendum focuses on *disaster* displacement, municipalities need to prevent and respond to displacement regardless of its cause.⁴ For instance, people may flee conflict or environmental degradation elsewhere and settle in a part of the municipality where their exposure and vulnerability will be heightened. When a disaster strikes they may become displaced again, this time induced by disaster.

Displaced people tend to be more vulnerable and exposed to higher levels of disaster risk, including death, injury, poverty and secondary displacement if their needs are not adequately addressed. They often seek refuge in underserved, marginal or informal settlements, particularly if they have been forced to flee a number of times. They also tend only to be able to find informal, low-paid work, often in unsafe conditions with little or no job security or social protection. Municipalities thus need to provide support that builds on displaced people’s capacities and enables them find a durable solution⁵ to end their displacement.

Municipalities need to consider the needs of everyone affected by displacement—termed displacement-affected communities⁶—including the communities that host displaced people when designing displacement measures. Host communities may be disproportionately affected by disaster-induced human mobility, particularly those that host displaced people for long periods and consequently face additional expense and hardship.

Effective measures to reduce disaster displacement risk can prevent displacement and lessen suffering when displacement does occur. ***Successful disaster risk reduction (DRR) measures limit how long people are displaced*** when displacement is unavoidable, such as when they are evacuated to move them out of harm’s way. DRR measures can also help to ensure that displacement occurs in a dignified manner that protects the rights of those affected without exposing them to other safety and security risks.

⁴ For this reason, this Addendum does not systematically refer to “disaster displacement” and employs “displacement” as relevant.

⁵ Please see glossary in Annex 1

⁶ Please see glossary in Annex 1.

THE ADDENDUM ON DISASTER DISPLACEMENT

This Addendum to the **Disaster Resilience Scorecard for Cities** aims to assist municipalities to assess the extent to which their policies and practices effectively prevent and address disaster displacement. By applying the Addendum, municipalities can identify gaps and areas for improvement in addressing disaster displacement, which could form the basis for a disaster displacement action plan for the city or as an input to be integrated into the city's broader resilience action plan.

The Addendum structure follows that of the **Ten Essentials for Making Cities Resilient** and the **Disaster Resilience Scorecard** to enable municipalities to apply both the Scorecard and the Addendum in parallel or in sequence (See Figure 1). The Addendum comprises 39 questions corresponding to each of the Ten Essentials⁷. Municipalities are invited to answer questions as deemed relevant to their municipal structure and to ignore those that do not apply. Like the Scorecard, the Addendum is supported by an MS Excel spread sheet tool that facilitates scoring. The tool also allows simple recording of comments and suggested actions that may arise during the evaluation or through workshop discussion.

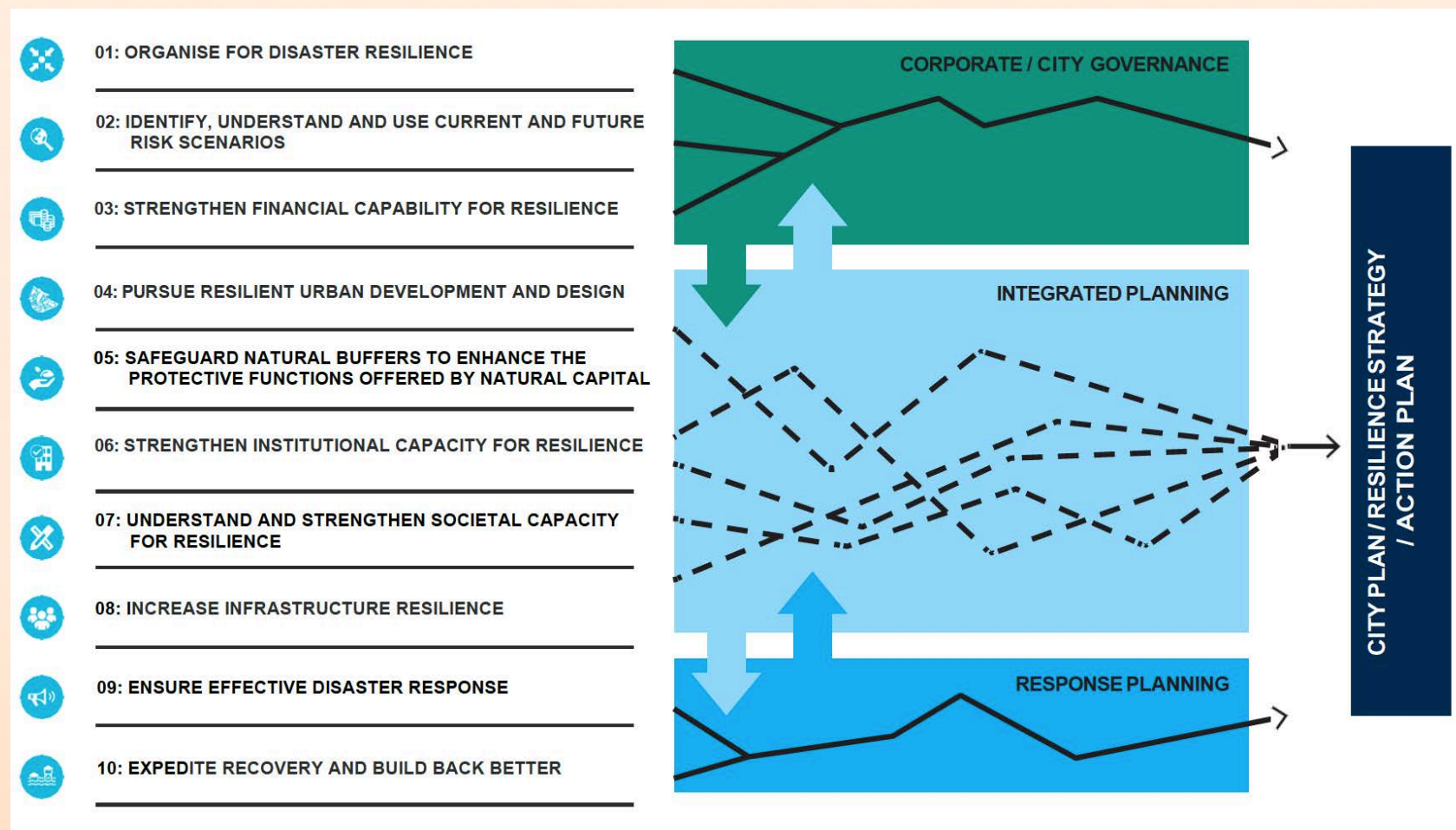
The Addendum builds upon the Words into Action Guideline (Number 5 in the series) ***Disaster Displacement: How to Reduce Risk, Address Impacts and Strengthen Resilience*** (Words into Action on Disaster Displacement) published by the United Nations Office for Disaster Risk Reduction. The Words into Action on Disaster Displacement provides advice for including disaster displacement within new or revised DRR strategies in line with Targets (B) and (E) of the Sendai Framework for Disaster Risk Reduction 2015-2030 (Sendai Framework). The Sendai Framework recognises disaster displacement as an important concern. It also identifies actions to prepare for responses that reduce potential humanitarian needs and strengthen the resilience of those affected until they are able to find a solution to their displacement.

The Addendum is part of a family of tools related to the Words into Action on Disaster Displacement, which includes *Addressing Disaster Displacement in Disaster Risk Reduction Policy and Practice: A Checklist*, published by the Norwegian Refugee Council and which identifies the actions recommended in the Words into Action on Disaster Displacement in a checklist format. A five-hour eLearning course is also available to introduce the topic of disaster displacement through an interactive format at kayaconnect.org and disasterready.org.

Like all the other Words into Action tools on disaster displacement, the Addendum encourages policy makers and practitioners to take action in the areas in which they find gaps in their policies, strategies and practices—supported by the more detailed Words into Action on Disaster Displacement.

⁷ Except Essential 5 on safeguarding natural buffers, as it is considered important but less relevant to the topic of disaster displacement. See considerations in the overview section of Displacement Essential 5.

Figure 1: Ten Essentials for Making Cities Resilient



The **Disaster Resilience Scorecard for Cities** is a self-assessment tool designed to assist countries and local governments in monitoring, reviewing progress and identifying possible challenges in the implementation of the Sendai Framework at the local level. It supports the development of local strategies and plans for risk reduction (Action Plans for Resilience) and is part of the Making Cities Resilient 2030 initiative, launched in 2020 by the United Nations Office for Disaster Risk Reduction (UNDRR) and its partners. This initiative, through the articulation of multiple stakeholders, promotes local resilience through political advocacy, the exchange of knowledge and experiences, and the establishment of learning networks between cities. Simultaneously, it promotes the strengthening of technical capacities, connects multiple levels of government and promotes strategic alliances by promoting the development of local strategies for disaster risk reduction and resilience.

HOW DOES DISPLACEMENT DIFFER FROM OTHER DISASTER IMPACTS?

Displacement may disrupt family, community and cultural life, destroy livelihoods and create unemployment. It may also interrupt education, cause or aggravate health problems, reduce access to basic services, make it difficult to claim property rights, prompt or aggravate safety and security concerns, heighten the risk of trafficking and lead to poverty. Displaced people may not be able to receive Government assistance, obtain a work permit or enrol their children in school if they are unable to replace personal identity documents that were left behind, lost or destroyed in a disaster.

Certain groups, such as women, children and young people, older people, people with disabilities, single-headed households, indigenous communities, migrants, people previously displaced such as refugees, and other marginalised groups, often encounter additional challenges when displaced and in recovering from displacement. *The guiding principle to address the specific needs of people at risk of displacement, people already displaced and displacement-affected communities or host communities, is to consult and meaningfully engage them in DRR planning and practice.*

ACKNOWLEDGEMENTS

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DISPLACEMENT ESSENTIAL 1:

Organization and planning to address disaster displacement in prevention, preparedness, response and recovery

Some considerations for organizing and planning to effectively reduce displacement risk, respond to disaster displacement and strengthen the resilience of people displaced by disaster include:

- **Establishing a legal framework.** The legal framework should designate roles and responsibilities for addressing disaster displacement to facilitate coordination, and ensure that designated authorities have adequate legal and administrative authority and institutional capacity. It should also assign clear roles to public and private actors, and ensure their meaningful participation.
- **Identifying actions needed to address displacement in city plans.** Strategies and plans should empower local authorities to coordinate planning and response activities in collaboration with local communities and community-based organisations. People displaced by disasters and communities affected by displacement should be meaningfully engaged in designing DRR laws, strategies and plans.
- **Establishing a municipal focal point or designated lead** (person or department). The focal point promotes action to address disaster displacement, including reducing existing and future risks and responding to new displacement. The focal point promotes the overall inclusion of disaster displacement considerations in DRR planning and activities. The focal point coordinates implementation strategies by linking the activities of different departments and organisations responsible for assisting displaced people during the response and recovery phases.
- **Creating a cross-departmental working group on disaster displacement.** A working group may be appropriate for developing city plans and strategies to reduce displacement risk or developing disaster response and recovery plans that aim to achieve durable solutions and avoid protracted displacement. Sustained multi-sectoral collaboration, such as on the coordination of recovery and development initiatives, is needed to ensure displaced people find durable solutions.
- **Developing a municipal network.** Municipal participation, or leadership, in networks that include other levels of government and other municipalities provide opportunities to share information on disaster displacement risk, as well as on effective practices and lessons learned in preparing for and responding to disaster displacement at municipal level. Exchanges in the network can help ensure that city measures are aligned with broader instruments and tools, such as national and regional instruments and tools, including agreements on free movement, displaced people's rights, sustainable development, DRR, climate change, human rights and humanitarian action.

Relevant Scorecard Essentials

This displacement essential corresponds to Scorecard Essential 01 and refers to disaster scenarios described in Scorecard Essentials 02 and 10.

REF	SUBJECT/ ISSUE	QUESTION	INDICATIVE MEASUREMENT SCALE	COMMENTS
1.1	Legal framework to address displacement	Is there a legal framework (local, state, national or federal) that regulates displacement prevention and assistance to people displaced by disasters?	<ol style="list-style-type: none"> 5. There is a national legal framework with rules and regulations that is applied at local and sectorial levels. 4. There are national-level provisions and resolutions that apply locally. 3. There are subnational laws, rules and regulations. 2. There are municipal resolutions/policies. 1. There are departmental resolutions at municipal level. 0. There is no legal framework at any administrative level. 	<p>This question refers to Scorecard question 1.1 “Risk consideration in plan making” and 1.2 “Consultation in plan making”.</p> <p>Ideally the legal framework should mandate the meaningful engagement of land planning and management authorities, associations of structural engineers and professions relevant to the built environment, immigration authorities, humanitarian and human rights actors, climate change adaptation specialists, environmental entities, workers’ and employers’ organisations, women machineries and local women’s groups, and representatives of people displaced by disasters and those at risk of displacement.</p>
1.2	Inclusion of displacement in city planning	To what extent do city plans and policies consider disaster displacement prevention, preparedness, response and recovery?	<ol style="list-style-type: none"> 5. City plans and municipal public policies, based on disaster scenarios, address displacement with adequate legal support and linkages to higher administrative levels. 4. There is no public policy in place but plans consider displacement scenarios, associated risks and possible impacts, and describe actions to address them at local level with linkages to the national level. 3. Plans consider displacement scenarios, associated risks and possible impacts, and describe actions to address them but only at national and state levels. 2. Plans consider displacement scenarios, associated risks and possible impacts, but do not describe actions to address them. 1. Plans only mention displacement in general terms and do not describe actions to address it. 	<p>This question corresponds to Scorecard question 1.1 “Risk consideration in plan making”.</p> <p>The displacement scenarios referred to here should be based on those indicated in Scorecard question 2.1.1 and 2.2.1 on hazard, exposure and vulnerability assessment for at least the most probable and most severe events. Municipalities may also wish to consider disaster scenarios for highly exposed areas of the city. The damage and loss estimation called for in Essential 2.2.2 should include an assessment of at-risk housing (destroyed and damaged) to assess risk of displacement.</p> <p>See also Comments section of question 2.1</p>

			0. There are no city plans or policies.	below.
1.3	Focal point for displacement	Is there a focal point/ institution responsible for coordinating prevention, preparedness, response and recovery of disaster displacement?	<p>5. A focal point with a clear role and responsibilities has been designated by the authority. The focal point is responsible for the development of a work programme and periodically reports on its implementation.</p> <p>4. A focal point with a clear role and responsibilities has been designated by the authority. The focal point is responsible for the development of a work programme but does not report on its implementation.</p> <p>3. An area, directorate or department and an individual have been designated. A work plan has been developed.</p> <p>2. An area, directorate or department has been designated but not an individual. A work plan has been developed.</p> <p>1. An area, directorate or department has been designated but not an individual. A work plan has not been developed.</p> <p>0. No focal point has been designated.</p>	This question refers to Scorecard question 1.2.3 “City resources for managing organisation, co-ordination and participation”. As in Scorecard question 1.2.3, the focal point/institution should have authority and convening power. Funding for this function is not assessed here but can be included in the notes section of the Excel worksheet, as well as considered under displacement essential 3 on financial planning, below.
1.4	Institutional collaboration on displacement	Does the city convene/ promote collaboration on disaster displacement among departments, sectors, agencies and institutions?	<p>5. The city, through its protocols and structures, leads and maintains active networks for collaboration among departments, sectors, agencies and institutions on displacement.</p> <p>4. There is a collaborative network co-led by actors from outside the city that is active and permanent but not all the required city protocols and structures are integrated.</p> <p>3. There is a collaborative network promoted by actors from outside the city in which departments and local representatives participate actively and permanently.</p> <p>2. There is a collaborative network promoted by actors from outside the city in which a department or local representative participates sometimes.</p> <p>1. There is a collaborative network promoted by actors from outside the city in which departments and local representatives do not participate.</p> <p>0. There is no collaborative network involving the city.</p>	<p>This question refers to Scorecard question 1.2.1 “Pre-event planning and preparation” and 1.2.2 “Coordination of event response”.</p> <p>Ideally collaboration on displacement is led by the city and fully integrated in its operations to ensure that all departments coordinate among themselves and with other institutions and organizations. If collaboration depends on external leadership there may be coordination with international humanitarian actors but inadequate coordination with local emergency responders, for example.</p>

DISPLACEMENT ESSENTIAL 2: Data, knowledge and risk scenarios on disaster displacement

Data collected on disaster displacement provides a vital evidence base for addressing disaster displacement risk. It can be used to inform risk and impact assessments, early warning systems, preparedness and response plans, humanitarian interventions, development plans, land-use plans, climate change mitigation and adaptation efforts, environmental management, migration management and the promotion of human rights.

In collecting data it is useful to differentiate between different types of movements: before, during and after disasters; life-saving pre-emptive evacuations and spontaneous evacuations; and mid- to -long-term and protracted displacement. The duration of displacement is a key metric for cities to monitor.

The type of information needed to assess disaster displacement risk includes:

- Data on displacement associated with previous disasters, including the displaced people's place of origin, the duration of displacement and incidents of repeated displacement and cross-border flight. Historical data on homelessness or the number of destroyed or heavily damaged homes is sometimes used as a proxy indicator for medium to long-term displacement.
- Historical and real-time analysis of mobility patterns in times without a major disaster, including across international borders (as relevant to municipalities located near national borders or on migration routes). Disaster displacement patterns often mirror mobility in normal times, including small-distance circulation and longer distance migration. This information helps to better inform risk maps.
- Land-use planning, urban development plans and degradation assessments to identify risk-prone areas and structures that are, or may become, unsafe for human settlement.
- Information on populations and geographical areas exposed to frequent, small-scale hazards or slow-onset events that reduce resilience over time and lead to displacement.
- Identification of areas that could be susceptible to cross-border disaster displacement and vulnerable border communities exposed to hazards.
- Projections and trends for the impacts on human mobility of climate change, urbanisation, poverty, population growth and environmental degradation.
- Assessments of groups likely to face higher levels of displacement risk. People living in poverty or in informal settlements, and otherwise marginalised groups, tend to face a higher risk of displacement because they are more exposed and vulnerable to hazards for reasons linked to their poor housing, lack of decent work opportunities, limited social networks and discrimination. Women are also exposed to gender

differentiated risks, making them disproportionately affected by disasters and displacement. Migrants – particularly those with an irregular migration status – and people already displaced may face greater displacement risk still.

- Displacement risks as perceived by vulnerable and marginalised communities as these may differ from official assessments.

All data should ideally be disaggregated by age, gender and health status, and should identify those with specific needs, including women, children, older people, people with disabilities and indigenous and marginalized groups. The tools and systems used to collect and analyse the data should be interoperable to facilitate sharing, exchange and comparison.

Relevant Scorecard Essentials

This displacement essential corresponds to Scorecard Essential 02: Identify, Understand and Use Current and Future Risk Scenarios.

REF	SUBJECT/ISSUE	QUESTION	INDICATIVE MEASUREMENT SCALE	COMMENTS
2.1	Understanding of human mobility patterns	What is the level of knowledge about human mobility patterns in times without a major disaster?	5. There is updated knowledge about human mobility patterns in times without a major disaster. Databases are updated at least once a year. 4. There is updated knowledge about human mobility patterns in times without a major disaster. Databases are updated every two years. 3. There are studies and data was collected about human mobility patterns in times without a major disaster; these were undertaken in the last 5 years. The studies focus on specific groups. 2. There are studies and data was collected about human mobility patterns in times without a major disaster; these were undertaken 5-9 years ago. 1. There are studies and data was collected about human mobility patterns in times without a major disaster but these were undertaken 10 or more years ago. 0. There is no knowledge on human mobility patterns and data is not collected.	This question complements Scorecard question 2.2.2 “Damage and loss estimation” for risk assessment. Patterns for small-distance circulation and longer distance migration in times without a major disaster are likely to be similar to disaster displacement patterns. Understanding these patterns supports comprehensive risk assessment. “Times without a major disaster” acknowledges that some segment of the municipality might be impacted at any time by a small-scale disaster that does not affect the entire municipality.

<p>2.2</p>	<p>Understanding of displaced people’s needs during and after disaster</p>	<p>Are information systems and capacities adequate to understand displaced people’s needs during disaster and during disaster recovery?</p>	<p>5. There are studies and data is collected through interoperable systems on displaced people’s needs during disaster and disaster recovery. There is adequate capacity to interpret the data and enable decisions.</p> <p>4. There are studies and data is collected on displaced people’s needs during disaster and disaster recovery. Information systems are not interoperable but capacity is adequate to interpret the data and enable some decisions.</p> <p>3. There are studies and some data is collected on displaced people’s needs during disaster and during disaster recovery. Information systems are not interoperable but capacity is adequate to interpret the data collected.</p> <p>2. There are studies and some data is collected on displaced people’s needs during disaster but not during disaster recovery. The information systems are not interoperable but capacity is adequate to interpret the data collected.</p> <p>1. Some data is collected on displaced people’s needs during disaster but not during disaster recovery. The information systems are not interoperable and capacity is inadequate to interpret the data collected.</p> <p>0. There is no knowledge and data is not collected on displaced people’s needs during disaster and during disaster recovery.</p>	<p>This question refers to Scorecard question 2.2.2 “Damage and loss estimation”. As in Scorecard Essentials 2 and 10, the scenarios referred to here are “most probable” and “most severe” events.</p> <p><i>During a disaster</i> useful disaggregated (by gender, age, disability) data to collect includes the number of people displaced, their location, specific needs and intentions/ plans for a durable solution to end their displacement.</p> <p><i>During recovery and over time</i> useful data to collect includes the condition of displaced people and displacement-affected communities, including their progress toward durable solutions, duration of displacement, their exposure and vulnerability to future disasters.</p> <p>This question also refers to Scorecard question 9.6 “Interoperability and inter-agency working”. Interoperability of information systems here refers to the ability of different computerized products or systems to readily connect and exchange information with one another. For instance, interoperability among systems for assistance distribution, social security/safety nets, municipal registration, census data, school enrolment and public medical service enrolment would enable the municipality to provide comprehensive services and follow the movements of displaced people to assess their wellbeing over time.</p> <p>Capacity here refers to the skills and equipment/technology required to collect and process the data, as well as to interpret the data to identify appropriate responses.</p>
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2.3	Data integration in risk assessment	To what extent is data collected on human mobility patterns (and disaster displacement specifically) integrated in risk assessment and risk mapping?	<p>5. Data collected on human mobility patterns (and disaster displacement specifically) is integrated in risk assessment and risk mapping, including climate change and environmental degradation impacts.</p> <p>4. Data collected on human mobility patterns (and disaster displacement specifically) is integrated in risk assessment and risk mapping, but information does not include climate change and environmental degradation impacts.</p> <p>3. The information on human mobility collected only addresses climate change and environmental degradation impacts.</p> <p>2. Data is collected but not integrated in risk assessment and risk mapping; in some cases some references to data exist.</p> <p>1. There is a mandate to collect data but it is not applied.</p> <p>0. Data is not compiled.</p>	<p>This question refers to Scorecard question 2.4 “Hazard maps” and 2.5 “Updating of scenario, risk, vulnerability and exposure information”.</p> <p>Data gathered on disaster displacement should be analysed and integrated into disaster risk assessments and risk maps. It should also be made available for land-use planning, urban or spatial development plans, degradation assessments and to inform preparedness and response plans.</p> <p>Risk factors, such as rapid and unplanned urbanisation, population growth, poverty, conflict, weak governance and environmental degradation are expected to increase displacement and heighten the needs of those affected. These risk factors will be exacerbated by climate change impacts, which are projected to increase disaster displacement as extreme weather events become more frequent and intense, particularly in developing countries. Municipalities should thus consider current human mobility patterns and future scenarios in the context of all its risk drivers, including projected climate change impacts and environmental degradation impacts, in their risk assessment and risk mapping.</p>
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DISPLACEMENT ESSENTIAL 3:

Financial planning to address displacement in disaster prevention, preparedness, response and recovery

As disaster impacts including displacement undermine development gains, the city's financial planning needs to include a budget to prevent displacement and to address displacement as to minimize its duration. Financial and human resources are required for all relevant departments and municipal agencies to fulfil their designated displacement risk management responsibilities. Municipal departments should include in their work programmes the displacement-related activities for which they are responsible with a budget, to promote appropriate municipal resource allocation. As often resources are not available at local level, municipalities may use the budgets to negotiate financial support from subnational and national levels or seek international cooperation, as appropriate. Municipalities may consider also:

Applying anticipatory preparedness approaches, such as forecast-based financing and action⁸. Based on pre-defined risk thresholds, risk reduction and preparedness financing would be triggered at an early stage to enable the municipality to implement targeted actions, in close coordination with humanitarian and development organisations, to reduce potential displacement and other negative impacts before a disaster strikes.

Ensuring that development and reconstruction allocations account for the presence of displaced people. Often allocations are based on the permanent resident population and do not account for the presence of displaced people and the use of local services required to help them achieve durable solutions. Budget allocations and levels of investment for development, service provision and land-use management programmes should be adjusted to reflect the entirety of the post-disaster population, including people displaced from other municipalities or districts within the municipality.

Enabling access to a post-disaster recovery fund. Displaced people should have access to a post-disaster recovery fund to support their **safe return** to their place of origin (within or outside the municipality), their permanent **integration** in the community in which they are temporarily settled or their voluntary **relocation** to another area in the municipality.

Establishing a compensation mechanism for housing losses. In order to rebuild their lives, it is essential for displaced people to be able to assert their housing, land and property (HLP) rights⁹, including land occupied and property taken, and losses related to destroyed or damaged housing.

⁸ See Red Cross Red Crescent, Forecast-based Financing Practitioners' Manual.

⁹ See NRC HLP webpage.

Displaced people may require assistance to access compensation. Mechanisms, such as a mass claims commission, can be established to enable displaced people to access compensation for housing losses through the formal assessment of damages and to enforce compensation claims from the local, subnational or national budget.

Providing financial or tax incentives for host families. The specific needs of host communities can be met through additional support, including ongoing humanitarian assistance and financial measures, such as tax breaks as compensation and financial incentives to host displaced people.

Relevant Scorecard Essentials

This displacement essential corresponds to Scorecard Essential 03: Strengthen Financial Capacity for Resilience.

REF	SUBJECT/ ISSUE	QUESTION	INDICATIVE MEASUREMENT SCALE	COMMENTS
3.1	Adequate resources to address displacement	Is the budget adequate to prevent displacement, address the needs of people displaced by disaster and strengthen their resilience?	<p>5. There is an adequate municipal budget for displacement prevention, addressing the needs of displaced people and the implementation of short-term recovery strategies and over time.</p> <p>4. There is an adequate municipal budget for displacement prevention, addressing the needs of displaced people and the implementation of short-term recovery strategies.</p> <p>3. There is an adequate budget, financed by national and international cooperation sources, which enables activities to prevent displacement and address the needs of displaced people.</p> <p>2. There is a small budget to prevent displacement and address some of the needs of displaced people.</p> <p>1. There is a small budget either to prevent displacement or address the needs of displaced people.</p> <p>0. There is no budget to prevent disaster displacement and address the needs of displaced people.</p>	<p>This question refers to Scorecard question 3.2.1 “Adequacy of financial planning for all actions necessary for disaster resilience”.</p> <p>The budget should include financial incentives to build back better and to support voluntary relocation. It should also cover the engagement of departments and agencies responsible for disaster risk reduction and emergency response, social services, education, health, housing, employment and economic development, civil registry, finance and public safety, among others.</p>
3.2	Compensation for housing losses	Is there a (public or private) system to	<p>5. There is an adequate public system financed by the private sector to support all displaced people who have lost housing.</p> <p>4. There is a public system financed by the private sector but</p>	<p>This question refers to Scorecard question 3.3.1 “Domestic insurance coverage”.</p> <p>Measures should be in place in advance to reduce</p>

		provide compensation for housing losses?	<p>it does not support all displaced people who have lost housing.</p> <p>3. There are some compensation mechanisms developed and accessible <i>ad-hoc</i> based on impacts and dependant on the reallocation of existing resources.</p> <p>2. There is a compensation system based on public insurance model but with significant limitations on amounts and scope.</p> <p>1. There is a private compensation system accessible only to policyholders.</p> <p>0. There is no compensation system for housing loss.</p>	<p>administrative hurdles displaced people face in accessing compensation for their damaged or destroyed property. Municipalities might develop a specific outreach campaign, providing guidance and support to complete and file required paperwork to enable access to recovery funding and compensation for displaced people. This information should reach displaced people staying outside of officially designated camps and shelters, as the majority of displaced people stay in rented accommodation and with host families.</p> <p>Through collaboration with the private sector, municipalities can develop and implement measures to encourage resilient housing development, make housing insurance accessible and enable compensation for housing losses to displaced people.</p>
3.3	Host family incentives	Are there financial incentives for host families?	<p>5. There are financial and tax incentives (national and local) for host families.</p> <p>4. There are financial incentives (national and local) for host families.</p> <p>3. There are tax incentives (national and local) for host families.</p> <p>2. Host families receive temporary financial support.</p> <p>1. Host families receive temporary benefits as part of humanitarian assistance.</p> <p>0. There are no financial incentives for host families.</p>	<p>This question refers to Scorecard question 3.2.4 “Contingency fund(s) for post-disaster recovery” as funding to incentivize hosting of displaced people may be allocated from contingency funds.</p> <p>Municipalities may promote hosting by providing: cash incentives to host families to shelter displaced families construction materials and cost-reimbursement to extend the host’s house cash transfers or cash-for-work to hosted families to pay rent or utility bills¹⁰ tax deductions and exemptions for host families.</p>

¹⁰ See Caron, 2017.

DISPLACEMENT ESSENTIAL 4: Land-use planning for disaster displacement in prevention, preparedness, response and recovery

Laws and policies should allocate land as temporary displacement sites and for potential permanent relocation in the event that places of origin are no longer habitable.

Service provision in areas allocated for displaced people should likewise be planned, as people are not likely to stay in areas of difficult access to employment and means of subsistence, education, health and transportation services.

Relevant Scorecard Essential

This displacement essential corresponds to Scorecard Essential 04: Pursue Resilient Urban Development.

REF	SUBJECT/ ISSUE	QUESTION	INDICATIVE MEASUREMENT SCALE	COMMENTS
4.1	Sites for temporary displacement and relocation	Is land allocated and protected from encroachment for use as temporary displacement sites and for potential permanent relocation with necessary services?	5. Land is adequately identified, allocated and protected from encroachment for use as temporary displacement sites and for potential permanent relocation with necessary services. 4. Land is adequately identified, allocated and protected from encroachment for use as temporary displacement sites and for potential permanent relocation but services are not available. 3. Land is adequately identified, allocated and protected from encroachment for use as temporary displacement sites, and essential services are available. 2. Land is adequately identified, allocated and protected from encroachment for use as temporary displacement sites, but services are not available.	This question refers to Scorecard question 4.4.1 “Application of land use zoning” and its related comment “It will be difficult for cities with informal settlements to score highly on this measure”. This question is closely linked to question 8.2 regarding restricted use of critical infrastructure as temporary accommodation, addressed below under “Infrastructure resilience during disaster displacement”. Ideally the city’s land-use plans identify areas for temporary settlement of displaced people and potential relocation other than parks and recreation centres, as those sites serve other

		<p>1. Areas for temporary displacement sites and permanent relocation have been identified.</p> <p>0. Areas for temporary displacement sites and permanent relocation have not been identified.</p>	<p>purposes. Protecting temporary displacement areas from encroachment will require enforcement and public education. The latter is address in Scorecard Essential 07 “Understand and Strengthen Societal Capacity for Resilience”.</p>
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ESSENTIAL 5: Safeguard of natural buffers

Displaced people often settle informally in high-risk areas, such as hillsides and watersheds, where ecosystems may have been degraded or will be degraded by the settlement, reducing the ecosystems’ capacity to act as a natural buffer. As informal settlements often do not benefit from the city’s water and sanitation services, waterways may become polluted, for example.

Displacement sites can have a negative impact on the environment¹¹ if humanitarian assistance leads to waste accumulation or if inadequate land-use planning allocates fragile ecological areas for use as displacement sites.

Protecting ecosystem health and services is a broad DRR measure not specifically related to disaster displacement management. It is comprehensively addressed in Scorecard Essential 05, therefore, this Addendum does not offer additional assessment questions on the safeguarding of natural buffers, while it does acknowledge its importance to reduce disaster risk.

¹¹ See IOM/NRC/UNHCR Camp Management Toolkit, chapter on environment.

DISPLACEMENT ESSENTIAL 6:

Technical and institutional capacity to address displacement in disaster prevention, preparedness, response, and recovery

Capacity here refers to “the combination of all the strengths, attributes and resources available within an organization, community or society to manage and reduce disaster risks and strengthen resilience. It may include infrastructure, institutions, human knowledge and skills, and collective attributes such as social relationships, leadership and management.”¹²

The questions in this displacement essential use the definitions in Scorecard Essential 06 for *institutions, skills, and training*.

Points to consider in assessing capacity, training and public awareness include:

- **Capacity to prepare and manage evacuations as well as longer displacement** requires knowledge of the local context and affected communities. Emergency responders should also have knowledge of human rights principles, as evacuations should ensure the safety and dignity of all, as well as an understanding of the specific vulnerabilities of displaced groups like women, older adults, children and youth.
- **Capacity to manage safe return, local integration and planned relocation** includes:
 - Understanding that the goal is to support people in finding durable solutions, which requires understanding people’s intentions related to their displacement.
 - Understanding that planned relocation must be voluntary. Any planned relocation¹³ processes should be based on compelling reasons and robust evidence; ensure people’s wellbeing, dignity, livelihoods, cultural heritage and rights throughout the process; and guarantee long-term, consistent coordination and the commitment of resources across Government at all levels. A planned relocation initiative would require dedicated, comprehensive and sustained two-way communication throughout the process.

Relevant Scorecard Essential

This displacement essential corresponds to Scorecard Essential 06: Strengthen Institutional Capacity for Resilience.

¹² See UNGA report on DRR terminology.

¹³ See UNHCR “Guidance on Planned Relocation”.

REF	SUBJECT/ ISSUE	QUESTION	INDICATIVE MEASUREMENT SCALE	COMMENTS
6.1	Institutional capacity to prepare and manage evacuations and longer displacement	Is there adequate institutional capacity to prepare for and manage evacuations and longer displacement (including knowledge of human rights principles)?	<p>5. There is adequate institutional capacity to prepare for and manage evacuations and longer displacement, including knowledge of human rights principles.</p> <p>4. There is adequate institutional capacity to prepare for and manage evacuations and longer displacement but limited knowledge of human rights principles.</p> <p>3. There is some capacity to prepare for and manage evacuations and longer displacement in all the relevant institutions.</p> <p>2. There is capacity to prepare for and manage evacuations and longer displacement in some of the relevant institutions but not all that are required.</p> <p>1. There is little capacity to prepare for and manage evacuations and longer displacement.</p> <p>0. There is no capacity to prepare for and manage evacuations and longer displacement.</p>	<p>This question refers to Scorecard question 6.1.1 “Availability of skills and experience in disaster resilience—risk identification, mitigation, planning, response and post-event response”.</p> <p>Note that this question assesses institutional capacity and differs from 8.1 below, which assesses the provision of essential services during disaster, and question 9.2 below, which assesses whether response plans consider prolonged displacement following an evacuation and safe return.</p> <p>Relevant capacities, including emergency responders’ knowledge of human rights principles, are addressed in the Disaster Displacement eLearning module 3 available at kayaconnect.org and disasterready.org)</p> <p>Regarding capacity to manage camps for displaced people, see the Global Camp Coordination and Camp Management (CCCM) Cluster Camp Management Toolkit.</p>
6.2	Institutional capacity to manage safe return, local integration and relocation	Is there adequate institutional capacity to manage safe return, local integration and relocation?	<p>5. There is adequate institutional capacity (at short, medium and long terms) to manage safe return, local integration and relocation.</p> <p>4. There is adequate institutional capacity to manage safe return or local integration or relocation (but not all three).</p> <p>3. There is limited capacity to manage safe return, local integration and relocation in all of the relevant institutions.</p> <p>2. There is capacity to manage safe return, local integration and relocation in some of the relevant institutions.</p>	<p>This question refers to Scorecard question 6.1.1 “Availability of skills and experience in disaster resilience—risk identification, mitigation, planning, response and post-event response”.</p> <p>Note that question 9.2 below assesses whether response plans consider prolonged displacement following an evacuation and safe return.</p> <p>The skills needed would include, among others, the</p>

			<p>1. There is little capacity to manage safe return, local integration and relocation.</p> <p>0. There is no capacity to manage safe return, local integration and relocation.</p>	<p>ability to assess conditions in place of origin and to determine whether return is safe, the ability to communicate this information, the ability to coordinate among departments to support local integration as well as the ability to plan and carry out relocations, including engaging in the required consultation processes.</p> <p><i>Short, medium and long-term capacity (indicator 5) refers to the sustained capacity to manage lengthy processes (for safe return, local integration and relocation) requiring various capacities at different times and over time.</i></p>
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DISPLACEMENT ESSENTIAL 7:

Societal capacity to address displacement in disaster prevention, preparedness, response, and recovery

The whole of society needs to be invested in reducing disaster displacement risk and supporting displaced people to rebuild their lives. In promoting a whole-of-society approach on disaster displacement, some points to consider include:

- **Collaborating with community organizations requires an understanding of their various roles** in disaster prevention and resilience building. Based on this understanding and through coordination with local authorities, community organizations may lead disaster prevention, preparedness, response and recovery actions that address the needs of the whole displacement-affected community by building on collective capacity.
- **DRR programmes should be tailored to the most vulnerable among the displaced people**, as well as the most vulnerable people at risk of displacement. Host populations at risk of displacement should also benefit from DRR programmes as part of the displacement-affected community.
- **Displacement risk communication and awareness-raising campaigns** need to reach people already displaced, as well as people at risk of displacement. Displaced people need to be informed about conditions in places of origin, options for local integration, the status of administrative and legal processes for compensation, and options for relocation, among others. People at risk of displacement (which includes displaced people who could suffer a secondary displacement) need to be informed about risk in their locale, understand how to reduce their risk and learn preparatory actions for evacuation.

Relevant Scorecard Essential

This displacement essential corresponds to Scorecard Essential 07: Understand and Strengthen Societal Capacity for Resilience.

REF	SUBJECT/ ISSUE	QUESTION	INDICATIVE MEASUREMENT SCALE	COMMENTS
7.1	Engagement of community organizations	Is the role of community organizations clear and is their participation in addressing displacement coordinated?	<p>5. Community organizations have clear roles and coordination strategies among them and with government entities at all levels, avoiding gaps and duplication in service provision to displaced people.</p> <p>4. Community organizations have clear roles and they have coordination strategies among them but limited coordination with government entities, creating gaps and duplications.</p> <p>3. Community organizations have clear roles with linkages among them but not with government entities.</p> <p>2. Community organizations are aware of possible disaster displacement but have not defined a role or coordination mechanisms to address it.</p> <p>1. Community organizations participate in (municipal, sectoral or national) government programmes to address displacement.</p> <p>0. Community organizations do not know their role and the coordination mechanism in case of displacement.</p>	This question refers to Scorecard question 7.1.2 “Effectiveness of community network” and particularly 7.1.2.1 on identification and coordination of pre- and post-event roles for community bodies. See also the Comments section of Scorecard question 7.1.1 regarding the characteristics of community organizations.
7.2	Reach of DRR information and programmes to people affected by displacement	Do DRR information campaigns and programmes reach displaced people and the most vulnerable among people at risk of displacement?	<p>5. DRR information campaigns and programmes reach displaced people and the most vulnerable among people at risk of displacement.</p> <p>4. There are DRR information campaigns and programmes but they do not reach all displaced people and all the most vulnerable people at risk.</p> <p>3. There are DRR information campaigns and programmes but they only reach people at risk of displacement.</p> <p>2. There are DRR information campaigns and programmes but they only reach displaced people.</p> <p>1. There are DRR information campaigns and programmes but they do not reach displaced people and the most vulnerable people at risk.</p> <p>0. There are no DRR programmes.</p>	<p>This question refers to Scorecard question 7.1.2 “Effectiveness of community network” and 7.2.2 “Engagement of vulnerable groups of the population”.</p> <p>The mandate of local authorities to carry out DRR programmes may not extend to informal settlements in the municipality, although the people settled therein are particularly vulnerable. Informal settlements may need to be formally recognized or partnerships established with other institutions and organizations to ensure that the most vulnerable people are aware of disaster risk in their settlement and measures to reduce it.</p>

DISPLACEMENT ESSENTIAL 8: Infrastructure resilience during disaster displacement

Scorecard Essential 8 identifies critical infrastructure as transport, vehicle and heating fuel supplies, telecommunication systems, utilities systems, health care centres and hospitals, schools and educational institutes, community centres and institutions, food supply chain, emergency response, jails, municipal administration, computer systems supporting municipal administration and, as resources allow, cultural heritage sites and artefacts. Issues to consider in regards to critical infrastructure and disaster displacement include:

- Displaced people staying in temporary or transitional accommodation or shelters should have ensured access to critical infrastructure in disaster scenarios. As a particularly vulnerable group, displaced people staying in temporary accommodation need to be protected from secondary displacement and increased suffering caused by critical infrastructure failure.
- Use of critical infrastructure as temporary accommodation should be avoided to ensure its proper functioning for the entire municipality. Schools and educational centres are often used to accommodate evacuees during and after disasters, impeding use of the infrastructure for education. To ensure access to critical infrastructure for the municipality, provisions should identify the circumstances under which use of critical infrastructure as temporary accommodation is permitted, for example, as a last resort option in certain disaster scenarios for a specific duration.

Relevant Scorecard Essential

This displacement essential corresponds to Scorecard Essential 08: Increase Infrastructure Resilience.

REF	SUBJECT/ ISSUE	QUESTION	INDICATIVE MEASUREMENT SCALE	COMMENTS
8.1	Access to critical infrastructure for displaced people during disaster	Is access to critical infrastructure ensured for displaced people staying in temporary or	5. The functioning of critical infrastructure is ensured for displaced people in disaster scenarios. 4. The functioning of critical infrastructure is ensured for some displaced people in disaster scenarios. 3. The functioning of critical infrastructure is ensured on a temporary basis and with possible interruptions for displaced people in disaster scenarios.	This question refers to Essential 8 and the critical infrastructure there identified. The disaster scenarios are those described in Scorecard Essentials 2 and 10. Municipalities may wish to also consider highly exposed areas for assessment. See critical infrastructure defined in the

		transitional housing or shelters in disaster scenarios?	<p>2. The functioning of critical infrastructure for drinking water and for other essential infrastructure with possible interruptions is ensured for displaced people in disaster scenarios.</p> <p>1. The functioning of critical infrastructure is ensured only with possible interruptions for displaced people in disaster scenarios; functioning depends on the recovery and/or reconstruction measures implemented.</p> <p>0. The functioning of critical infrastructure cannot be ensured for displaced people in disaster scenarios.</p>	<p>description of this Displacement Essential above.</p> <p>This question addresses access to functioning critical infrastructure for displaced people staying in temporary or transitional housing or shelters. Access to functioning critical infrastructure for displaced people staying in private accommodation and to host communities is addressed in question 9.5 below.</p>
8.2	Restrictions on use of critical infrastructure for temporary accommodation	Are there provisions to avoid use of critical infrastructure as temporary accommodation?	<p>5. There are provisions forbidding the use of critical infrastructure as temporary accommodation to guarantee its functioning.</p> <p>4. There are provisions allowing use of open areas and sports facilities of critical infrastructure for temporary accommodation as a last resort.</p> <p>3. There are provisions allowing use of critical infrastructure for temporary accommodation as a last resort.</p> <p>2. There are no provisions on temporary accommodation. In case of displacement, open areas, school sports facilities, educational centres and other critical infrastructure are an option (but not the first choice⁹ for use for temporary accommodation.</p> <p>1. In case of displacement, open areas, school sports facilities, educational centres and other critical infrastructure are always used for temporary accommodation.</p> <p>0. In case of displacement, schools, educational centres and other critical infrastructure are always used for temporary accommodation.</p>	<p>This question refers to Scorecard Essential 8 “Increase Infrastructure Resilience” as it focuses on the functioning of critical infrastructure during disaster scenarios. It is closely linked to question 4.1 above “Sites for temporary displacement and relocation”, which focuses on temporary accommodation as a land-use issue. This question is also related to question 6.2 above on institutional capacity to manage evacuations and longer displacement.</p>

DISPLACEMENT ESSENTIAL 9: Preparedness for effective response to disaster displacement

Actions to address disaster displacement in preparedness for response include:

- **Ensure response plans enable non-discriminatory disaster response for the whole displacement-affected community.** Services should be available equally to community members residing in the area before the disaster and displaced people arriving in the area to foster community solidarity and integration.
- **Promote community preparedness for disaster displacement.** Early warnings need to reach and be understood by people at risk of displacement and displaced people, and preparedness training offered to them as particularly vulnerable groups. Practical actions that should be communicated to people at risk of displacement (including a second displacement) and who may need to be evacuated include the need to carry legal documents, secure productive assets left behind and bring essential medication.
- **Ensure response plans detail the management of prolonged displacement and safe return** as displacement often becomes protracted.
- **Establish operating procedures to quickly replace displaced people’s lost or destroyed legal documents.** Although access to response services should not require documents, documents such as property titles and education certificates are necessary to enable displaced people to rebuild their lives.
- **Establish arrangements for the protection of displaced people’s property and for communication of the arrangements.** Displaced people will need their belongings to rebuild their lives and may put themselves at further risk by returning home to secure their property.
- **Establish protocols for coordinated response for family reunification.** Displaced children are particularly vulnerable to abuse, violence and exploitation, and face disruption of their education and challenges in accessing essential services. For their protection and to alleviate the family’s suffering, family reunification is a priority and requires seamless communication and coordination among all relevant agencies, institutions and organizations.
- **Assess and communicate conditions in place of origin.** To minimize the duration of displacement and its associated risks, municipalities should have arrangements to assess conditions in places of origin, which change over time, and to communicate the information regularly to displaced people, enabling their decision making about return or relocation.
- **Put in place inter-operable information management systems** to provide comprehensive services during response and follow the movements of displaced people to assess their wellbeing over time.

Relevant Scorecard Essential

This displacement essential corresponds to Scorecard Essential 09: Ensure Effective Disaster Response.

REF	SUBJECT/ ISSUE	QUESTION	INDICATIVE MEASUREMENT SCALE	COMMENTS
9.1	Community preparedness for displacement	Do drills and preparedness trainings for warning response include the whole displacement-affected community and people at risk of displacement?	<p>5. Drills and preparedness trainings for warning response include the whole displacement-affected community and all people at risk of displacement.</p> <p>4. Drills and preparedness trainings for warning response include the whole displacement-affected community and some of the people at risk of displacement.</p> <p>3. Drills and preparedness trainings for warning response include the whole displacement-affected community but do not include all people at risk of displacement.</p> <p>2. Drills are conducted periodically but without adequate planning and implementation.</p> <p>1. Drills are conducted sporadically and without adequate planning and implementation.</p> <p>0. Drills and preparedness trainings for warning response are not conducted.</p>	<p>This question refers to Scorecard question 9.1 “Early warning”.</p> <p>Including host communities in drills and preparedness trainings along with displaced people and people at risk of displacement can foster a sense of community and build resilience. Host communities can share their knowledge and experience of local risks. Preparedness trainings should highlight practical measures to take before evacuation, including carrying legal documents (see question 9.3 below).</p>
9.2	Response plans consider prolonged displacement and safe return	Do response plans consider prolonged displacement following an evacuation and safe return?	<p>5. Response plans fully consider prolonged displacement following an evacuation and safe return, including specific actions for each.</p> <p>4. Response plans fully consider prolonged displacement following an evacuation and mention safe return but do not identify actions to facilitate safe return.</p> <p>3. Response plans fully consider prolonged displacement following an evacuation but not safe return.</p> <p>2. Response plans partially consider (or mention) prolonged displacement following an evacuation but not safe return.</p> <p>1. There are response plans but they are not well linked</p>	<p>This question refers to Scorecard question 9.2 “Event response plans” and the emergency response plan components described in the comments section of Scorecard question 9.2.1.</p> <p>Note that question 6.1 above assesses <i>capacity</i> to manage evacuations and longer displacement.</p>

			among them and with the population. 0. There are no response plans.	
9.3	Operating procedures to replace documents and to address needs	In case of disaster, are there operating procedures to quickly replace documents and specific plans to address needs in affected areas?	5. In case of disaster, there are operating protocols to quickly replace documents and specific plans to address related needs in affected areas. 4. In case of disaster, there are operating protocols to quickly replace documents and specific plans to address related needs in nearby municipalities. 3. In case of disaster, there are operating protocols to quickly replace documents of displaced people. 2. In case of disaster, there are no operating protocols to quickly replace documents of displaced people but there are regulations for the replacement. 1. Response plans mention actions to quickly replace documents of displaced people. 0. In case of disaster, there are no protocols to quickly replace documents of displaced people.	This question refers to Scorecard question 9.2 “Event response plans”. Documents that need to be quickly replaced may include birth certificates, personal identification cards, licences, diplomas, titles to land and housing, among others. Ideally municipalities will provide services related to the prompt replacement of documents in accessible locales close to shelters, temporary displacement sites and areas of the city where displaced people may be staying in private accommodation and informal settlements. The need to take legal documents before an evacuation should be highlighted in community preparedness trainings (see question 9.1 above).
9.4	Protection of property during displacement	In case of disaster, are there operating procedures to protect displaced people’s property (land, housing and productive assets)?	5. In case of disaster, there are operating procedures to protect displaced people’s property and there are coordinated plans for their implementation in all disaster scenarios and circumstances. 4. In case of disaster, there are operating procedures to protect displaced people’s property and there are coordinated plans for their implementation but only under specific scenarios and circumstances. 3. In case of disaster, there are operating procedures to protect displaced people’s property carried out by several institutions but they are not coordinated. 2. In case of disaster, there are operating procedures to protect displaced people’s property carried out by a single institution without coordination with other relevant institutions.	This question refers to Scorecard question 9.2 “Event response plans”.

			<p>1. Response plans mention the need to protect displaced people’s property but do not detail any actions or responsibilities.</p> <p>0. In case of disaster, there are no operating procedures to protect displaced people’s property.</p>	
9.5	Access to services for the whole displacement-affected community	In case of disaster, are there operating procedures to ensure access to basic services for the whole displacement-affected community?	<p>5. In case of disaster, there are operating procedures to ensure access to basic services to the whole displacement-affected community. There are implementation plans for all scenarios and situations.</p> <p>4. In case of disaster, there are operating procedures to ensure access to basic services to the whole displacement-affected community. There are implementation plans but only for specific scenarios and situations.</p> <p>3. In case of disaster, there are operating procedures to ensure access to drinking water to the whole displacement-affected community but they do not exist for other services.</p> <p>2. In case of disaster, there are operating procedures to ensure access to one basic service (excluding drinking water) for the whole displacement-affected community but they do not exist for other services.</p> <p>1. Response plans mention the objective of providing access to basic services for the whole displacement-affected community but do not detail actions or responsibilities.</p> <p>0. In case of disaster, there are no operating procedures to ensure access to basic services for the whole displacement-affected community.</p>	<p>This question refers to Scorecard question 9.2 “Event response plans”.</p> <p>Note that question 8.1 above refers to access to <i>essential infrastructure</i> for displaced people staying in temporary or transitional housing, while question 9.5 refers to <i>basic services the whole displacement-affected community</i>. The key issue question 9.5 aims to capture is that, in the provision of emergency services, a distinction should not be drawn between community members residing in the area before the disaster and displaced people arriving in the area. Operating procedures should ensure non-discriminatory access to emergency response services.</p>
9.6	Family-reunification support	In case of disaster, are there operating procedures to enable family reunification?	<p>5. In case of disaster, there are operating procedures to enable family reunification and there are plans for their implementation in coordination with the relevant institutions. Protocols are applicable in all scenarios.</p> <p>4. In case of disaster, there are operating procedures to enable family reunification and there are plans for their</p>	<p>This question refers to Scorecard question 9.2 “Event response plans” and 9.6 “Interoperability and inter-agency working”.</p> <p>Protocols should stipulate arrangements for the operation of registration, search and</p>

			<p>implementation in coordination with the relevant institutions, but they are only applicable in specific scenarios and situations.</p> <p>3. In case of disaster, there are operating procedures to enable family reunification but they are implemented by a single institution and not coordinated with other relevant institutions.</p> <p>2. Several institutions have operating procedures to enable family reunification but these are not coordinated.</p> <p>1. Response plans mention family reunification but do not detail actions or responsibilities.</p> <p>0. In case of disaster, there are no operating procedures to ensure family reunification.</p>	<p>communication services, among others. Importantly protocols should detail collaboration arrangements among government services, other institutions and organizations that may participate in response.</p>
9.7	Assessment and communication of conditions in place of origin	<p>Are conditions in the place of origin regularly assessed and communicated to displaced people to determine whether return is safe, feasible and sustainable?</p>	<p>5. Conditions in the place of origin and the safety and sustainability of return are assessed and regularly communicated to displaced people.</p> <p>4. Conditions in the place of origin and the safety and sustainability of return are regularly assessed but the information is communicated to displaced people incompletely or without the needed regularity.</p> <p>3. Conditions in the place of origin as well as the safety and sustainability of return are assessed but the information is not communicated to displaced people.</p> <p>2. Conditions in the place of origin and the safety of return are assessed but sustainability of return is not assessed.</p> <p>1. Conditions in the place of origin are assessed but the safety and sustainability of return are not assessed.</p> <p>0. Conditions in the place of origin and the safety and sustainability of return are not assessed.</p>	<p>This question refers to Scorecard question 9.2 “Event response plans”.</p> <p>Municipalities might develop, for example, a timeline for gradual access to the disaster site to safely gather belongings, to use undamaged structures and spaces to maintain livelihoods, to return temporarily while infrastructure is being rebuilt or while awaiting relocation options in cases of unsustainability, and to return permanently if it is a sustainable option. Assessing sustainability would include consideration of the displacement drivers and data requirements identified in displacement essential 2, above.</p>

DISPLACEMENT ESSENTIAL 10:

Promotion of durable solutions to disaster displacement in recovery

Achieving a durable solution to displacement cannot simply be equated with returning home. Rather, it is a process of displaced people gradually rebuilding their lives until they no longer have needs related to their displacement. This includes regaining the access to livelihood opportunities, housing, healthcare and education that they lost when displaced, which in turn strengthens their resilience to future hazards.

The majority of people displaced by disasters return to their homes relatively quickly, but this is by no means always the case and they should never be compelled to return without their consent. Return may be too traumatic or unsafe because of the risk of ongoing or future hazards, or because basic infrastructure and services are not in place. In such situations, or when the prospect of re-establishing their lives is better in a different place, displaced people may consider local integration or settlement elsewhere as their most viable option for achieving a durable solution. They may equally decide to return at a later date when conditions have improved. Their intentions or plans in terms of durable solutions may also change over the duration of their displacement.

Carefully tailored recovery assistance helps displaced people to rebuild their lives and end their displacement as soon as possible. Targeted measures may be required to ensure that displaced people are able to access safe housing, employment and livelihood opportunities, healthcare, education and other basic services wherever they chose to pursue a durable solution. Those unable or unwilling to return for an extended period, for example, may need tailored help in accessing employment and livelihoods because they may not have the necessary skills or social networks for their current location.

Measures that address the needs of the whole displacement-affected community can foster community solidarity and allay potential tensions between displaced people and their hosts. In recovery planning, rather than focusing services and programmes on one group over another, the Sendai Framework¹⁴ recommends that preparedness, response and recovery exercises are approached through “area-based support systems”.

Relevant Scorecard Essential

This displacement essential corresponds to Scorecard Essential 10: Expedite Recovery and Build Back Better.

¹⁴ See UNDRR Sendai Framework.

REF	SUBJECT/ ISSUE	QUESTION	INDICATIVE MEASUREMENT SCALE	COMMENTS
10.1	Using an area-based approach to support displacement-affected communities	Is an area-based approach used to address the needs of displaced people and the larger displacement-affected community for livelihood opportunities, healthcare, education and other basic services?	<p>5. Systematically during recovery and over time, an area-based approach is used to address the needs of the whole displacement-affected community for livelihood opportunities, healthcare, education and other basic services.</p> <p>4. An area-based approach is sometimes used during recovery to address the needs of the whole displacement-affected community for livelihood opportunities, healthcare, education and other basic services.</p> <p>3. An area-based approach is not used during recovery to address the needs of the whole displacement-affected community for livelihood opportunities, healthcare, education and other basic services but the needs of the community are addressed in a focused way.</p> <p>2. An area-based approach is not used but <i>ad hoc</i> consultations during recovery are carried out to understand the needs of the whole displacement-affected community.</p> <p>1. Recovery plans mention an area-based approach but do not identify activities to implement it.</p> <p>0. An area-based approach is not used and actions taken are related to humanitarian assistance.</p>	<p>This question refers to Scorecard question 10.1.1 “Planning for post event recovery and economic reboot”.</p> <p>The Sendai Framework¹⁵ recommends that preparedness, response and recovery exercises are approached through “area-based support systems”, rather than focusing services and programmes on one group over another.</p> <p>Processes aimed at achieving durable solutions are more successful when a diverse set of stakeholders representing displaced people, host families and the broader displacement-affected community participate actively in them.</p>
10.2	Planning for durable solutions	Do recovery plans and development initiatives identify comprehensive durable solutions for displaced people?	<p>5. Recovery plans and development initiatives identify, plan for and enable implementation of durable solutions for displaced people.</p> <p>4. Recovery plans and development initiatives identify, plan for and enable implementation of temporary solutions for displaced people.</p> <p>3. Recovery plans and development initiatives explicitly identify, plan and implement temporary solutions for specific groups among the displaced people.</p> <p>2. Recovery plans and development initiatives only identify temporary solutions for displaced people.</p>	<p>This question refers to Scorecard question 10.1.1 “Planning for post event recovery and economic reboot”.</p> <p>Measures to help displaced people achieve durable solutions should be integrated in recovery, rehabilitation and reconstruction plans, recognising them as a disproportionately affected group with</p>

¹⁵ See UNDRR Sendai Framework.

			<p>1. Recovery plans and development initiatives identify temporary solutions for specific groups among displaced people.</p> <p>0. Recovery plans and development initiatives do not identify solutions for displaced people.</p>	<p>specific needs that may face challenges in accessing services and the benefits of development and reconstruction programmes.</p> <p>Specific groups identified in indicators 1 and 3 may be particularly vulnerable groups that need to be prioritized given scarce resources; however, an inclusive approach is preferable.</p>
10.3	Support for entry into labour market	Are there measures to facilitate entry of displaced people into the labour market?	<p>5. There are measures to facilitate entry of displaced people into the labour market; there is an implementation plan for these measures.</p> <p>4. Measures have been identified to facilitate entry of displaced people into the labour market; however, there is no implementation plan for these measures.</p> <p>3. Recovery plans identify the need for measures to facilitate entry of displaced people into the labour market but no specific measures for implementation are identified.</p> <p>2. There are institutional and organizational plans to facilitate entry of displaced people into the labour market but these are specific to some people or are not coordinated with the city plan.</p> <p>1. There are institutional and organizational actions to facilitate entry of displaced people into the labour market.</p> <p>0. No actions or measures have been identified that would facilitate the entry of displaced people into the labour market.</p>	<p>This question refers to Scorecard question 10.1.1 “Planning for post event recovery and economic reboot”.</p> <p>See overview of disaster essential 10, above, regarding measures to support people in finding durable solutions. Support to access employment and livelihoods, such as skills training and trainee opportunities, may be required if displaced people do not have the necessary skills or social networks to succeed in their current location in the municipality. Establishing and strengthening public and private employment partnerships can help match displaced people with local employers’ needs and facilitate their integration in the city’s labour market.</p>
10.4	Service coordination over time	Is there a mechanism to coordinate service provision to displaced people	<p>5. At municipal level, there is a coordination system among departments, institutions and organizations to provide services to displaced people over time, based on national guidelines.</p> <p>4. There is a national system that produces guidelines to provide services to displaced people; these services are provided at municipal</p>	<p>This question refers to Scorecard question 10.1.1 “Planning for post event recovery and economic reboot”. See comments section for question 1.1 above listing the departments, institutions and organizations that may be</p>

		<p>over time among municipal departments and with institutions and organizations?</p>	<p>level but they are not coordinated among departments, institutions and organizations.</p> <p>3. There is an interdepartmental system in the municipality to provide services to displaced people.</p> <p>2. There is a municipal mechanism for one department to provide services to displaced people but it does not follow national guidelines.</p> <p>1. There is a national system that produces guidelines on service provision to displaced people but it is not applied at municipal level.</p> <p>0. There is no mechanism to coordinate service provision to displaced people.</p>	<p>engaged in service provision to displaced people over time.</p> <p>Some of the services that displaced people may require over time may include those related to employment and livelihoods (see question 10.4 above), access to housing and support to claim property rights (see question 3.3 above), as well as health care, education, and social services for specific groups, among others.</p>
10.5	Consultation for recovery plans and inclusion of displacement scenarios	<p>In the development of recovery plans, is the whole displacement-affected community consulted, and do recovery plans consider scenarios for future human mobility (including disaster displacement)?</p>	<p>5. The whole displacement-affected community is consulted in the development of recovery plans and there is follow up in all areas required (social, economic, infrastructure, etc.) based on assessment findings. Recovery plans do consider future human mobility scenarios (including displacement).</p> <p>4. The whole displacement-affected community is consulted in the development of recovery plans and there is follow up in all areas required (social, economic, infrastructure, etc.) based on assessment findings. Recovery plans do consider future human mobility scenarios (including displacement) but only address initial assistance aspects.</p> <p>3. Specific groups within the displacement-affected community are consulted in the development of recovery plans and there is follow up in all areas required (social, economic, infrastructure, etc.) based on assessment findings. Recovery plans do consider future human mobility scenarios (including displacement) but only address initial assistance aspects.</p> <p>2. Specific groups within the displacement-affected community are consulted in the development of recovery plans and there is follow up in one specific area (among social, economic, infrastructure, etc.). Recovery plans do consider future human mobility scenarios (including displacement) but only address initial assistance aspects.</p>	<p>This question refers to Scorecard question 10.1.2 “Extent to which there has been stakeholder consultation around the ‘event recovery and reboot’ plan”.</p> <p>Under indicators 2, 3 and 4, initial assistance aspects refers to assistance provided in disaster response.</p> <p>Ideally, civil society groups, local government and other institutions working collaboratively should carry out the consultations with the displacement-affected communities.</p>

		<p>1. Specific groups within the displacement-affected community are consulted in the development of recovery plans and there is follow up in one specific area (among social, economic, infrastructure, etc.). Recovery plans do not consider future human mobility scenarios.</p> <p>0. The displacement-affected community is not consulted in the development of recovery plans and recovery plans do not consider scenarios for future human mobility.</p>	
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Annex 2: Glossary of Selected Disaster Displacement and Human Mobility Terms

The following is a selection of disaster displacement and human mobility terms used in the Addendum. Please see a more comprehensive list in Annex III: Terminology of the UNDRR Words into Action Guide on Disaster Displacement.

Affected and displaced by disaster

Affected by disaster: “People who are affected, either directly or indirectly, by a hazardous event. Directly affected are those who have suffered injury, illness or other health effects; who were evacuated, displaced, relocated or have suffered direct damage to their livelihoods, economic, physical, social, cultural and environmental assets.”¹

Displaced by disaster: “Persons who, for different reasons and circumstances because of risk or disaster, have to leave their place of residence.”²

Sources:

¹ United Nations General Assembly ‘Report of the Open-Ended Intergovernmental Expert Working Group on Indicators and Terminology Relating to Disaster Risk Reduction’. Available at <http://undocs.org/A/71/644>

² United Nations Office for Disaster Risk Reduction, ‘Proposed Updated Terminology on Disaster Risk Reduction: A Technical Review’ p. 14. Available at https://www.preventionweb.net/files/45462_backgroundpaperonterminologyaugust20.pdf

Disaster displacement

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

This definition from the Nansen Initiative’s Protection Agenda is limited to natural hazards, but “it may also apply mutatis mutandis to disasters triggered by human-made factors such as large-scale industrial accidents”.

Source:

The Nansen Initiative (2015), *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change*, paras 16 and 18, endnote 12. Available at www.disasterdisplacement.org

Displacement-affected community

“Displacement-affected communities bear the consequences of displacement. They include displaced people themselves, host communities, communities in return areas and those in which former displaced people integrate.”

Source:

Adapted from Nina Schrepfer, Barbara McCallin and Christophe Beau (2013). *National Instruments on Internal Displacement: A Guide to Their Development*. Internal Displacement Monitoring Centre/Norwegian Refugee Council, Brookings-LSE Project on Internal Displacement, p. 66. Available at National-instruments-on-internal-displacement

Durable solutions

“A durable solution is achieved when internally displaced persons no longer have any specific assistance and protection needs that are linked to their displacement and can enjoy their human rights without discrimination on account of their displacement. It can be achieved through:

- Sustainable reintegration at the place of origin (return);
- Sustainable local integration in areas where internally displaced persons take refuge (local integration);
- Sustainable integration in another part of the country (settlement elsewhere in the country).“

Source:

Inter-Agency Standing Committee, *IASC Framework on Durable Solutions for Internally Displaced Persons*. Brookings Institution-Bern University Project on Internal Displacement, April 2010, p.5. Available at IASC_framework_durable_solutions

Evacuation

A form of disaster displacement defined as: “Moving people and assets temporarily to safer places before, during or after the occurrence of a hazardous event in order to protect them.”

“Evacuation plans refer to the arrangements established in advance to enable the moving of people and assets temporarily to safer places before, during or after the occurrence of a hazardous event. Evacuation plans may include plans for return of evacuees and options to shelter in place.”¹

“Evacuation is the rapid movement of people away from the immediate threat or impact of a disaster to a safer place of shelter. It is commonly characterized by a short time frame, from hours to weeks, within which emergency procedures need to be enacted in order to save lives and minimize exposure to harm. Evacuations may be mandatory, advised or spontaneous.”²

Sources:

¹ United Nations General Assembly ‘Report of the Open-Ended Intergovernmental Expert Working Group on Indicators and Terminology Relating to Disaster Risk Reduction’ p.18. Available at <http://undocs.org/A/71/644>

² Global Camp Coordination and Camp Management Cluster (CCCCM). *The MEND Guide: Comprehensive Guide for Planning Mass Evacuations in Natural Disasters (Pilot Version)*, p. 16–17. Available at http://www.globalccmcluster.org/system/files/publications/MEND_download.pdf

Host community

“A community that hosts large populations of (...) displaced persons, typically in camps or directly integrated into households.”

Source:

Adapted from the original: “A community that hosts large populations of refugees or internally displaced persons, typically in camps or directly integrated into households.” Global Protection Cluster, *Handbook for the Protection of Internally Displaced Persons* (UNHCR 2010) p. 505. Available at [Global protection cluster IDP Handbook](#)

Human mobility

The term ‘human mobility’ is used in this document as described in the UNFCCC 2010 *Cancun Adaptation Framework* to encompass different types of movements: ‘climate change induced displacement, migration and planned relocation’. This document uses the term without exclusive reference to phenomena related to climate change.

Sources:

Conference of the Parties, United Nations Framework Convention on Climate Change, ‘The Cancun Agreements: Outcome of the work of the Ad-Hoc Working Group on Long-term Cooperative Action under the Convention’, (2010) para 14(f).

Available at [Cancun Adaptation Framework](#)

See also The Nansen Initiative, *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change* (2015) para 22. Available at www.disasterdisplacement.org

Migration

“The movement of persons away from their place of usual residence, either across an international border or within a State”¹

“Human movements that are predominantly voluntary insofar as people, while not necessarily having the ability to decide in complete freedom, still possess the ability to choose between different realistic options”²

Sources:

¹ IOM (2019). *International Migration Law. Glossary on Migration*. Geneva: International Organization for Migration, p.137.

Available at: https://publications.iom.int/system/files/pdf/iml_34_glossary.pdf

² The Nansen Initiative (2015). *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change*, p.17. Available at www.disasterdisplacement.org

Migration as adaptation

A decision to migrate “taken to cope with changes in the external environment in order to survive these impacts with minimal damage and improve living conditions in a given habitat”.

Sources:

Ionesco, Dina and Traore Chazalnoel, M (2015). *Migration as an Adaptation Strategy to Climate Change*. Newsdesk. International Organization for Migration, 30 November 2015). Available at Migration-adaptation-strategy-climate-change

See also: Ionesco, Dina, Mokhnacheva, Daria and Gemenne, François (2017). *The Atlas of Environmental Migration*. Geneva: International Organization for Migration. Available at <https://environmentalmigration.iom.int/atlas-environmental-migration>

Planned relocation

May or may not be a form of disaster displacement, depending on whether the movement was voluntary. It is “a planned process in which persons or groups of persons move or are assisted to move away from their homes or places of temporary residence, are settled in a new location, and provided with the conditions for rebuilding their lives. Planned Relocation is carried out under the authority of the State, takes place within national borders, and is undertaken to protect people from risks and impacts related to disasters and environmental change, including the effects of climate change. Such Planned Relocation may be carried out at the individual, household, and/or community levels”.

Source:

Georgetown University, UNHCR and Brookings Institution (2015). *Guidance on Protecting People from Disasters and Environmental Change through Planned Relocation*, p. 9. Available at Guidance Protecting through Planned Relocation

Protection

Any “positive action, whether or not based on legal obligations, undertaken by States on behalf of disaster displaced persons or persons a risk of being displaced that aim at obtaining the full respect for the rights of the individual in accordance with the letter and spirit of applicable bodies of law, namely human rights law, international humanitarian law and refugee law”.

Source:

The Nansen Initiative (2015). *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change* , p. 7. Available at www.disasterdisplacement.org

Protracted displacement

Situations “where displaced people are prevented from taking or are unable to take steps for significant periods of time to progressively reduce their vulnerability, impoverishment and marginalization and find a durable solution”.

Source:

Kälin, Walter and Entwisle-Chapuisat, Hannah (2017). *Breaking the Impasse: Reducing Protracted Internal Displacement as a Collective Outcome*. United Nations Office for the Coordination of Humanitarian Affairs. Available at [Breaking-the-impasse](#)