PRACTICAL GUIDANCE FOR UNHCR STAFF ON

IDP PROTECTION

IN THE CONTEXT OF

DISASTERS

AND THE ADVERSE EFFECTS OF

CLIMATE CHANGE

Internal Displacement Section
Division of International Protection
October 2021

1. Introduction

Disasters and the adverse effects of climate change are causing displacement in all regions of the globe. Each year, millions of people are displaced in the context of disasters caused by natural hazards such as floods, volcanic eruptions, tropical storms, earthquakes, landslides, droughts and flooding, with most of this disaster displacement taking place *within* countries. In 2020 alone there were an estimated 30.7 million new internal displacements associated with disasters, the vast majority of them linked to weather- and climate-related natural hazards.[1]

Scientists warn that displacement in the context of the adverse effects of climate change will increase as extreme weather events become more frequent and intense, sea levels rise, and many countries start to experience the limits of their adaptation and disaster risk reduction action and measures.[2]

UNHCR has recognized climate change as the defining challenge of our times, adding to the scale and complexity of human displacement and with important implications for the maintenance of international peace and security.[3] Those displaced by disasters and the adverse effects of climate change have protection needs and vulnerabilities that must be addressed and for which UNHCR has specific expertise to respond. Climate and conflict also increasingly intersect not only as drivers of displacement but also in their impacts on displaced people. Displaced people, regardless of the reason for flight, often reside in places affected by climate change or disasters and can therefore be exposed to secondary displacement. Moreover, climate impacts in their home areas can inhibit their ability to safely return.

Purpose

This guidance has been developed in order to help field staff at UNHCR operations become familiar with, prepare for and deliver protection responses in the context of internal displacement linked to disasters and the adverse effects of climate change. While similar to conflict-induced settings, the characteristics of internal displacement in the context of disasters and the adverse effects of climate change, may in some instances require specific approaches regarding protection risks and priority responses, and involve additional considerations for preparedness and response by UNHCR operations.

Scope

This guidance is primarily designed for use by UNHCR country operations, deployed emergency response teams and the role in preparedness and response of Regional Bureaux and Headquarters' Divisions, in line with UNHCR's Accountability Framework. The protection considerations included in this guidance are consistent with the *IASC Operational Guidelines on the Protection of Persons in Situations of Natural Disasters,[4]* which spell out key principles for humanitarian action in situations of disasters linked to natural hazards.

This guidance mainly focuses on disasters due to natural hazards, including the impacts of climate change (see annex 1 for terminology and key concepts), while some aspects and activities, might still be relevant and useful in the context of disasters due to technological, biological hazards and other hazards listed under the Sendai Framework for Disaster Risk Reduction 2015-2030.

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[1] IDMC Global Report on Internal Displacement 2021, https://www.internal-displacement.org/global-report/grid2021/

[2] IPCC, 2021: Summary for Policymakers. In: Climate Change 2021: The Physical Science Basis. Contribution of Working Group I to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change [Masson Delmotte, V., P. Zhai, A. Pirani, S.L. Connors, C. Péan, S. Berger, N. Caud, Y. Chen, L. Goldfarb, M.I. Gomis, M. Huang, K. Leitzell, E. Lonnoy, J.B.R. Matthews, T.K. Maycock, T. Waterfield, O. Yelekçi, R. Yu, and B. Zhou (eds.)]. Cambridge University Press.

[3] Antonio Guterres, former High Commissioner for Refugees (in an address to the UN Security Council 2011)

[4] The Guidelines are based on the full spectrum of the universal human rights instruments, as far as appropriate, as well as on relevant regional human rights conventions and other standards, such as the Guiding Principles on Internal Displacement, the Sphere Project's Humanitarian Charter and Minimum Standards in Disaster Response (the Sphere Handbook), and the IFRC Code of Conduct. The Operational Guidelines should be seen as complementing these standards and policies and interpreted so as to be consistent with them.

This guidance supports the implementation of UNHCR's commitments under its [Policy on UNHCR's Engagement in Situations of Internal Displacement](#) (the IDP Policy) and is aligned with the [Policy on Emergency Preparedness and Response](#) as well as [UNHCR's Strategic Framework for Climate Action](#). In particular, the IDP Policy commits UNHCR to engage not only in conflict situations but also to (…)

> *"contribute to any inter-agency response to disaster-induced internal displacement, taking the lead on protection, whenever the three criteria of field presence, a government request and inter-agency agreement are met. The scope of UNHCR's engagement in such situations will generally be time-limited and will be determined in consultation with the Senior Executive Team."[5]*

UNHCR's involvement in the context of disasters and the adverse effects of climate change is often part of a broader inter-agency cluster response.[6] This requires engagement with the UN/humanitarian system in all phases of the collective response, including preparedness. This guidance is therefore applicable to the multiple roles that UNHCR plays in IDP protection situations, including as:

- Cluster Lead Agency (CLA) for protection, where UNHCR coordinates and provides global level inter-agency policy advice and guidance on protection in humanitarian emergencies, and at the country level where it fulfils its responsibilities under IASC arrangements for leadership, coordination and as provider of last resort, which responsibilities include effective preparedness and response; and as
- Operational agency and cluster partner, where UNHCR contributes to the humanitarian response by means of its operational delivery of protection and assistance.

Recent evaluations have recommended that UNHCR further clarify its organization-wide engagement in situations of disaster-related displacement, including decisions regarding resourcing, external relations, engagement, and responsible disengagement.[7] This guidance will therefore continuously be reviewed and updated as necessary.

Inter-agency coordination

Under IASC arrangements, UNHCR is the global cluster lead for protection. However, at the country level in disaster situations or complex emergencies without significant displacement, UNHCR, UNICEF and OHCHR will consult closely, and under the overall leadership of the HC/RC, agree which agency among the three will assume the role of CLA for protection.[8]

Through its IDP policy, UNHCR has committed to taking the lead on protection in disaster-induced internal displacement settings whenever it has sufficient in-country presence (including scaling up, where needed), a government request and inter-agency agreement. If UNHCR is already leading clusters or cluster-like coordination structures in country (e.g., for a conflict-induced humanitarian crisis when a natural hazard occurs), that leadership must be maintained. According to IASC protocols, at national level IFRC is expected to lead the shelter cluster and IOM the CCCM cluster in disasters settings. However, if a conflict occurs in a disaster-induced crisis where UNHCR is not already the cluster lead, UNHCR should negotiate with relevant partners and the Humanitarian/Resident Coordinator to assume cluster leadership for protection, shelter and CCCM.[9] Noting the prolonged negotiation period that is often required, UNHCR should simultaneously ensure operational delivery in order to give credibility to its response, and prioritize having human resource capacity on the ground

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[5] Policy on UNHCR's Engagement in Situations of Internal Displacement, September 2019, https://www.unhcr.org/50f951df9
[6] A more complete overview of inter-agency mechanisms can be found in UNHCR's IDP Policy Guidance Package on Inter-Agency Coordination Arrangements, p. 11, https://www.unhcr.org/5d9cab727
[7] Evaluation of UNHCR's level-3 emergency response to Cyclone Idai, Final Report February 2021. The evaluation of UNHCR's emergency response to Cyclone Idai in 2019 recommends to integrate existing policies and guidelines containing relevant provisions on the organization's directions and actions in disaster related displacement into a new stand-alone guidance on UNHCR's engagement in disasters, clarifying when UNHCR will engage, how (long) it will engage, and what role operations and bureaux will have across the different phases of a disaster response (from preparedness, response, to recovery). Provide clarity on decisions regarding resourcing, external relations, engagement and responsible disengagement.
[8] The 2015 IASC Reference Module for Cluster Coordination at the Country Level
[9] UNHCR's IDP Policy Guidance Note Package on Inter-Agency Coordination Arrangements, p. 13, https://www.unhcr.org/5d9cab727

from the "day after." Whenever possible in disaster settings, UNHCR should co-coordinate the protection cluster with the Government or involve an international NGO as co-chair, depending on in-country arrangements.[10]

Emergency response and exit strategy

In disaster situations without conflict, UNHCR's engagement involves, at a minimum, protection activities during the emergency response phase, and in general will be time limited, in consultation with the Senior Executive Team. The duration of a "time limited" engagement (as per UNHCR's IDP Policy) is not strictly specified, therefore the six-month duration of an emergency declaration as set out in UNHCR's Policy on Emergency Response and Preparedness as well as in the IASC System Wide Scale-up Protocol[11] can be a reference in this regard. At the same time, UNHCR will need to take into account the continuing intersections between climate and conflict in implementing its overall protection and solutions strategy in country.

In light of this, UNHCR's coordination and programmatic activities in such situations should include, from the start, a hand-over and exit strategy and parameters and benchmarks for disengagement based on partnerships with government authorities, other national partners, as well as development and relevant actors within the UN/HCT.[12] In terms of preparedness activities, they should already include pre-planning for transition and exit based on different scenarios.

2. Guiding Considerations

The following are key considerations that can help guide the delivery of protection responses in the context of disasters and the adverse effects of climate change, including in comparison with conflict situations:

State sovereignty and primary responsibility

In disasters, as at all times, the responsibility of the State for citizens and others on its territory remains paramount. This can have significant operational implications in the internal displacement context, particularly disasters linked to natural hazards. States have the primary duty and responsibility to provide assistance and protection to persons affected by disasters, including those displaced. In doing so, States are obliged to respect the human rights of affected persons, to protect them from violations of their rights by non-state actors (e.g., individuals and groups committing crimes) as well as from dangers arising from the disaster (e.g., secondary impacts of disasters), and to take positive measures to ensure the enjoyment of human rights of all those affected.

Respect and adherence to national laws are paramount in disaster response settings, where national frameworks may include disaster risk reduction or disaster management law, other relevant sectoral law and constitutional law.[13] National laws form the primary legal basis for the protection of IDPs, including in disaster contexts. Most importantly, all States have a responsibility to ensure that their national laws and policies respect and reflect their obligations under international law. The disaster-affected country also has the primary role in the initiation, organization, coordination, and implementation of humanitarian assistance within its territory. In many contexts, there is an established and mandated government disaster coordination body and functioning ministries or departments at multiple administrative levels that have responsibility for addressing key sectoral issues in disaster response, and in some cases, positioning them as the leading protection actor.

For most disasters, the affected State is a willing and legitimate partner and does request international assistance. Thus, the activities of UNHCR will always be in support of the State, complementing rather

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[10] The main steps for activation, and UNHCR's role therein, are outlined in the IDP Policy Guidance Package.
[11] IASC System-wide scale up activation, https://emergency.unhcr.org/entry/42279/humanitarian-systemwide-scaleup-activationiasc#:~:text=IASC%20scale%2Dup%20activation%20is,complexity%20and%20urgency%20of%20the
[12] UNHCR's role in support of an enhanced humanitarian response for the protection of persons affected by natural disasters, June 2011, EC/62/SC/CRP.19, https://www.refworld.org/docid/4e967e192.html
[13] HPG Working Paper, Protection in local response to disasters, https://www.odi.org/sites/odi.org.uk/files/resource-documents/12450.pdf

than supplanting State responsibility.[14] This implies a continuous process of consultation and coordination, as well as enhancing the protection capacity of the State and local actors. This might not be the case if the disaster occurs in situations of conflict or general violence, where governments may exert weak or episodic control of portions of a country, or even pose a threat to civilians.

Prevention and preparedness

Preventing and preparing for internal displacement during armed conflict is notoriously difficult. In comparison, the seasonal or slow-onset impacts of many natural or environmental hazards can be forecast or anticipated in advance with the use of science and community-based early warning systems, such as for floods, drought and hunger linked to rainy and dry seasons, hurricane or tropical storm seasons, dangerous volcanic activity, tsunami risk following under-sea earthquakes, and landslide risk. While climate change is making seasonal hazards more unpredictable, requiring local communities and all responders to urgently adapt, much can still be done to prevent conditions that lead to disaster displacement in the first place and to prepare to reduce and manage the risks associated with its foreseeable and evolving consequences. This is particularly important for people with specific needs among those potentially displaced, including women, children, older persons, people with disabilities, and people with insecure tenure where they live, such as in informal settlements. In this situation, UNHCR can contribute operationally to prevention and preparedness, in addition to providing its expert advice on how to mainstream protection in efforts by authorities and other actors.

Imperative to save lives and prioritize protection needs

Given the potentially vast destruction that can overwhelm national and international response capacity, disaster responses, particularly in the first hours and days following a sudden-onset disaster, must have a clear prioritization of urgent protection needs: focusing first on saving lives, and later on more procedural or legal issues. However, this urgency does not mean that speed is more important than ensuring that protection needs are identified, and the most vulnerable groups responded to accordingly. Preparedness activities are therefore critical to effective and timely protection, such as, for example, maintaining a repository of relevant protection-related information available in the country that are helpful in the vulnerability analysis at the very onset of the crisis.

Scale and scope of affected populations

In a disaster, protection concerns can sometimes arise almost simultaneously across huge tracts of geographic territory. Within 60 seconds an earthquake can kill and injure a very high number of people (Haiti earthquake killed over 230,000 people and injured 300,000 others) and destroy shelters and infrastructure, including health facilities and schools. At the same time, the impacts and dynamics of large-scale disaster displacement often extend well beyond the directly affected areas, as people flee to areas that are safer from ongoing exposure and disaster impacts and where they can access assistance from social support networks, functioning basic services and income-earning opportunities when livelihoods are severely disrupted. Depending on the location and nature of the disaster, in some cases, this may involve cross-border disaster-displacement.[15]

Some disasters such as typhoons, flooding, and landslides are generally seasonal, recurring around the same period each year with more or less predictable effects. At the same time, they can also be highly unpredictable in terms of the magnitude and frequency of extreme events within a given year that may impact large expanses of the affected country and also have transboundary effects, such as in cross-border flood basins and down-stream countries. Rarely will a conflict instantaneously break out across such large territories, or to such an extent that all major infrastructure is simultaneously destroyed. Nor are conflicts as predictable as some hazards in terms of timing or the clear identification of hazard-impacted areas.

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[14] UNHCR's role in support of an enhanced humanitarian response for the protection of persons affected by natural disasters, June 2011 EC/62/SC/CRP.19, https://www.refworld.org/docid/4e967e192.html
[15] UNHCR's Legal considerations regarding claims for international protection made in the context of the adverse effects of climate change and disasters https://www.refworld.org/docid/5f75f2734.html

Actors in disaster contexts

Compared to conflict situations, disaster contexts often engage a different set of actors or require common actors to assume altered roles and functions. Depending on the scale of the disaster, response efforts can be characterized by a massive and often immediate surge of actors, including national and foreign militaries, civil protection authorities, international humanitarian and development organizations, International Federation of Red Cross and Red Crescent Societies (IFRC) supporting national societies, international and national non-governmental organizations, civil society and United Nations Disaster Assessment and Coordination teams (UNDAC) that establish initial baseline data and coordination structures and lead the development of an international appeal. UNHCR should proactively engage with international, national, and local disaster actors, including affected communities themselves and community-based organizations as first-responders, particularly on protection mainstreaming and capacity-building on protection.

Furthermore, military actors often play an important role in responding to disasters. UNHCR's engagement must be carefully examined, particularly where disasters occur in a conflict scenario and current or past parties to conflict are involved.

Access and logistical challenges

In the aftermath of a major disaster, logistical challenges of collapsed physical infrastructure, such as in the case of an earthquake or widespread floods and landslides, can hamper access to the affected population, making it impossible for humanitarian agencies and civilian responders to assist, particularly in the first hours and days. As such, national and foreign militaries often play a prominent role in early relief efforts (search and rescue operations, airlifts, and evacuation of trapped and injured persons). Hence, it is important to also have referral and reporting mechanisms in place with these actors in the identification of protection needs.

3. Prevention and preparedness

As per UNHCR's IDP Policy, in countries prone to conflict or disaster induced displacement, UNHCR is to undertake sound risk analysis and other preparedness measures according to the level of risk, including through inter-agency processes, to drive organizational preparedness and emergency declarations, in accordance with UNHCR's Policy on Emergency Preparedness and Response and aligned with the IASC Emergency Response Preparedness (ERP) approach.[16]

UNHCR has an important role to play in ensuring that protection is central to all preparedness efforts and that displacement is taken into account in system-wide risk analysis and planning processes. This can lead to more rapid and predictable responses in disaster situations and better protection coordination regarding disaster displaced persons.

Many of the risks associated with disaster displacement are related to governance and the capacity of national and local government authorities, which may vary greatly between countries and at national and local levels. The integration of displacement and displacement-related protection considerations within IDP specific laws, disaster risk reduction (DRR) policy, strategies and preparedness, national adaptation plans, response, and recovery plans, is an important part of national readiness to respond.

Disaster risk reduction (DRR) and displacement

In this context, national DRR frameworks (laws, policies or strategies), drafted cooperatively by concerned State authorities at the country level,[17] as well as development and humanitarian actors,

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[16] The IASC adopted the ERP approach in 2015 as the agreed method to ensure readiness to respond to potential crises that require coordinated action from the humanitarian community in support of national response. It provides an internationally agreed framework that allows country teams to analyze and monitor risks, take actions to enhance preparedness, and flag gaps in capacity to the regional and global levels so that the right support can be mobilized.

[17] In most countries, DRR platforms may already be in place, producing context and disaster risk analysis. DRR platforms are country-based mechanisms, composed of national and international entities, that permit multi-sectoral coordination and generate policy guidance on DRR supporting the implementation of the Sendai Framework. When they develop country-based DRR strategies, DRR platforms usually conduct context and risk analyses, to identify high-risk areas, assess the likely effects

play a key role. They can catalyze efforts to respond and assist national institutions to better understand the disaster risk profile of their countries. It is now encouraged that DRR strategies include disaster displacement risk, defined as "the probability that a certain scale of displacement will take place during a specific period of time as the result of the onset of a hazardous event." The risk analysis considers the intensity of the hazard, the exposure of potentially affected populations, and their vulnerabilities.

The Sendai Framework for Disaster Risk Reduction 2015-2030 affirms States and UN's commitments to "enhance disaster preparedness for effective response" and improve "understanding of disaster risk in all its dimensions of vulnerability, capacity, exposure of persons and assets, hazard characteristics and the environment". The Framework recognizes disaster displacement as a concern for people-centered DRR and that DRR policies and practice can contribute to address displacement caused by disasters and climate change and reduce the risks faced by those who are displaced by such events. To meet these commitments, government authorities are encouraged to take action to reduce disaster displacement risks, respond to disaster displacement, and strengthen the resilience of those who are displaced. National and local DRR strategies, plans and policies should reflect these aims, and governments should work more widely to embed DRR in relevant laws, regulations, and policies.[18]

To support Governments in the implementation of the Sendai Framework, and in particular Targets B and E, UNHCR has contributed to the development of the *Words into Action Guideline on Disaster Displacement*[19] to provide advice on how to include disaster displacement within new or revised DRR strategies as well as to develop or assess measures to prevent and reduce disaster displacement risk, strengthen resilience, and protect people already displaced. An accompanying checklist and an e-learning tool on addressing disaster displacement in disaster risk reduction policy and practice are also available.

It should be noted that IDP-specific laws and policies can also address disaster displacement, and therefore include measures to reduce and manage disaster displacement. This is even a legal obligation for African State parties to the African Union Convention for the Protection and Assistance of IDPs in Africa (Kampala Convention), which requires States to establish and implement early warning systems, DRR strategies and disaster preparedness and management measures as ways of preventing and preparing for displacement. UNHCR, including as a protection cluster lead agency, plays a key role in many contexts in supporting the development and implementation of comprehensive national frameworks on internal displacement in collaboration with key partners - particularly through technical advice and capacity-building.[20]

Early/anticipatory humanitarian action (E/AA)

UNHCR can support, particularly in its role as a protection lead agency, distinctive early/anticipatory humanitarian action. E/AA aims to reduce human suffering while protecting development gains and enhancing resilience.[21] Currently, E/AA is more frequently used for slow-onset disasters such as extreme droughts, because improved predictive forecasting can be applied more effectively.

If preparedness, early warning and early action and response systems are fully functioning, coordinated and integrated, the longer lead time means that the government in conjunction with the international community can step in early enough to reduce human suffering and help prevent the downward spiral of increased vulnerability to future hazards.

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of disasters on communities, evaluate the risk of population displacement, describe existing vulnerabilities, identify the presence of marginalized settlements, and delineate areas suitable for planned relocation as a measure of last resort.

[18] UNHCR Preparedness Package for IDP Emergencies (PPIE), https://emergency.unhcr.org/entry/408136/preparedness-package-for-idp-emergencies-ppie

[19] Words into Action guidelines – Disaster displacement: How to reduce risk, address impacts and strengthen resilience, UNDRR 2019
https://www.preventionweb.net/publications/view/58821, checklist: https://www.undrr.org/sites/default/files/2021-02/WiA_Displacement_Checklist_En_0.pdf, e-learning: https://kayaconnect.org/course/info.php?id=3028

[20] https://intranet.unhcr.org/en/protection-programme/internally-displaced-persons/idp-law-and-policy.html

[21] IASC Leadership in Humanitarian Action: Handbook for the UN Resident and Humanitarian Coordinator, Chapter C, March 2021, https://interagencystandingcommittee.org/humanitarian-leadership-strengthening-section/leadership-humanitarian-action-handbook-un-resident-and-humanitarian-coordinator

What is distinct about E/AA is its timing: "humanitarian activity occurs after an early warning or a pre-agreed trigger but prior to the onset of a full-blown crisis and humanitarian response".[22] The IASC recently approved Protocols for El Niño and La Niña that consider various levels of probability of the occurrence of these phenomena (1.Watch, 2.Alert, 3.Declared), and defines operating procedures and actions accordingly, some of which may be applicable in other forms of disaster.[23] Recently, the humanitarian system has conducted a similar exercise to anticipate the effects of the drought in Somalia and define immediate actions that can be undertaken to mitigate its worst impact.[24]

UNHCR, as an operational agency can utilize E/AA when risk assessments warn that a crisis/disaster is imminent. The examples of protection specific E/AA measures below are adapted from the IASC's SOPs for El Niño/La Niña and other exercises in pilot countries:[25]

- Establish or reinforce protection monitoring systems to strengthen analysis and understanding of vulnerabilities, specific needs, and coping mechanisms.
- Reinforce community-based protection mechanisms and activities in disaster-prone areas; help de-escalate community tensions caused by a degrading environment, competition for resources, exclusion, etc.
- Assessment of national capacity to provide protection and assistance to affected people including vulnerable groups.
- Train officials and key humanitarian partners in protection and protection mainstreaming.
- Recommend key protection outcomes that different sectors should prioritize in their work plans and immediate response.
- Establish simple, accessible, safe, and confidential mechanisms to monitor and report on protection risks, including the risk of gender-based violence.
- Develop partnerships and referral mechanisms with protection and assistance actors (including national partners) to support groups and individual with specific needs during the emergency.
- Prepare community safety messages and protocols on safe practices during displacement or evacuations (for example, on family separation, SGBV risk mitigation, preserving personal documents).
- Expand legal aid for IDPs and affected people to enable them to obtain personal documentation and consistently access humanitarian assistance and protection during the emergency response and recovery phase.

Evacuations

Government assisted or implemented evacuations – to avoid hazards such as cyclones and where early warning is given or possible – are often a necessary and protective measure of last resort to save lives and reduce harm to disaster vulnerable and affected and at-risk populations. Thus, stronger disaster preparedness measures that have included pre-emptive and post-onset evacuations and responses to evacuations have helped countries such as Bangladesh and the Philippines[26] to dramatically reduce the number of deaths related to flooding and tropical storm. In situations that require States to facilitate or order evacuations to save lives and protect people from injury, such measures should be carried out with respect for the dignity and security of those affected, must not last longer than required by the circumstances and must be in compliance with international legal standards.[27] In line with the Guiding Principles and the Kampala Convention, displacement in cases of disasters, unless the safety and health of those affected requires their evacuation, constitute arbitrary displacement.

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[22] ODI, Working Paper 551, 2019 Anticipatory humanitarian action: what role for the CERF? Moving from rapid response to early action, https://www.preventionweb.net/publications/view/64592

[23] Inter-Agency SOPs for Early Action to El Niño/La Niña Episodes: Inter-agency SOPs for Early Action to El Niño/La Niña Episodes developed in 2018, https://reliefweb.int/report/world/inter-agency-sops-early-action-el-ni-ola-ni-episodes

[24] In 2019, Somalia became the first country where the Humanitarian Country Team, together with OCHA, the World Bank and other partners, set up a system-wide Anticipatory Action Framework to respond to an out-of-the-ordinary drought. Framework for the Somalia Anticipatory Action Plan, 2019.

[25] Inter-Agency SOPs for Early Action to El Niño/La Niña Episodes

[26] For instance, in 2013 in the Philippines, Typhoon Haiyan/Yolanda, notably one of the strongest tropical storms ever recorded to hit land, killed more than 6,000 people, left over 2,000 missing, and displaced 4 million others Typhoon Haiyan - Nov 2013, https://reliefweb.int/disaster/tc-2013-000139-phl. However, learning from this devastating experience, the Government of the Philippines strengthened its disaster preparedness measures, particularly around pre-emptive evacuations

[27] UN Human Rights Commission, 'Report of the Representative of the Secretary-General, Mr. Francis M. Deng, submitted pursuant to Commission resolution 1997/39 – Addendum: Guiding Principles on Internal Displacement' (11 February 1998) UN Doc E/CN.4/1998/53/Add.2 (1998), principles 6(2)(d) and (3) and 8; African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention), (adopted 23 October 2009; entered into force 6 December 2012), art 4(3)(f).

The following are examples of protection specific measures that UNHCR can advocate for and engage on regarding evacuations:[28]

- Ensure that evacuation plans address the needs of people who are hard to reach (who are housebound, in hospitals, orphanages or prisons, older people or people living with disabilities). Assist them to pack their belongings, board transport and reach evacuation sites. Map their location for emergency response teams.
- Ensure the establishment of protocols to prevent family separation during evacuations (register each family member, provide name tags for babies, ensure families travel together, etc.).
- Enable people to make informed choices about their evacuation. Provide information on the services available at emergency shelter sites and measures in place to protect land and property left behind, etc.
- Organize information campaigns. Target (1) groups that are difficult to reach, using (2) a variety of media, in (3) all relevant local languages. Make door-to-door calls, and employ media used by those with impaired hearing and sight. Target institutions or semi-autonomous living spaces.
- Make clear to the authorities that evacuations must be justified, based on law, and implemented without discrimination.
- Advocate vis-à-vis authorities that accessibility issues for persons with disabilities and elderly persons are taken into consideration when identifying evacuation sites.
- Should a protection coordination structure exist in the areas that will be hit by the disaster, ensure that referral pathways, including GBV referral pathways, can be rapidly replicated in areas of evacuation and displacement, such as in evacuation centers.
- Provide protection mainstreaming trainings to the different governmental authorities involved in evacuation exercises so that a minimum of protection considerations can take place from the very start of the response.
- During evacuations, prioritize (1) sites where people face the greatest physical risk; and (2) inside those sites, people who require assistance (such as older and disabled persons, unaccompanied women and children, female or child-headed households, minorities, etc.).
- Support the establishment of protocols to ensure the safety of those that remain behind as well as to avoid and manage conflicts over property and theft. Encourage property owners to list their assets before evacuation or on arrival at an emergency shelter.
- Advocate for evacuation sites to have separate spaces only for women and girls e.g., separate latrines, rooms in order to reduce the risk of GBV and ensure that survivors of GBV have access to critical services.

Planned relocations

Governments may have to facilitate moving people out of high-risk zones through planned relocations. However, planned relocations might have severe negative impacts on their intended beneficiaries, for example, affecting their livelihoods and cultural practices, and can constitute forced eviction in violation of international human rights law if the required conditions are not met. Planned relocations should be carried out only in exceptional circumstances, when certain areas of land have become too dangerous for human habitation and as a measure of last resort. They should be carried out with full respect for human rights, cultural practices and traditions, and with the participation of affected communities, and should involve a full resettlement process to ensure access to adequate housing, livelihoods and basic services and to preserve communities and cultural practices.[29]

As per its IDP Policy and upon request, UNHCR (relevant country offices with the support of regional offices and headquarters as relevant) can provide human rights-based advice on planned relocations, particularly on their character as a measure of last resort and facilitate consultation with and participation of communities if and when such measures are adopted. Specific Guidance and a Toolbox were published by UNHCR, the Brookings Institute and Georgetown University in 2015. These were the result of a consultative process and provide overarching principles for States and other actors to

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[28] Strengthening Protection in Disaster Response: Quick Reference Sheet, GPC, https://www.globalprotectioncluster.org/tools-and-guidance/essential-protection-guidance-and-tools/protection-in-natural-disasters-essential-guidance-and-tools/
[29] Report of the Special Rapporteur on the human rights of internally displaced persons on internal displacement in the context of the slow-onset adverse effects of climate change, https://www.undocs.org/A/75/207

plan and implement Planned Relocations to protect people from disasters and environmental change.[30] See the Guidance and Toolbox for specific measures/actions for planned relocations.[31]

4. Protection Challenges

Protection, including human rights concerns, in the aftermath of disasters is a crucial, however often a neglected area. The focus on rescuing victims, distributing relief items, and ensuring that the injured receive medical care can often mean that other protection issues, considerations and principles are overlooked. When human rights considerations are not addressed during the planning and initial stages of a humanitarian response, there is a greater risk that violations will not only occur but that they will continue to occur after the emergency phase is over.[32]

Many protection risks faced by disaster displaced populations are similar to those in conflict-induced settings, with some important differences. UNHCR's experiences in the context of disasters – such as in Haiti, Pakistan, the Philippines, and Mozambique highlighted the fact that affected persons may face multiple human rights and protection challenges in the aftermath of disasters as outlined under the different types of hazards and in the protection response matrix below.

Designing and implementing protection activities and, in general, adopting a human rights-based approach in crisis intervention, is key to an effective and sustainable response. A human rights-based approach does not mean that priority must shift away from rescue activities, aid delivery and the primary objective of saving lives; rather, it requires that human rights and protection considerations be mainstreamed into each stage of the humanitarian response effort, including preparedness, disaster risk reduction, response, early recovery and durable solutions for the internally displaced and other affected persons.[33] Mainstreaming protection into a response can help maximize efforts to save and preserve life.

Promoting the rights of persons at heightened risk is also critical. Disasters often exacerbate pre-existing vulnerabilities and conditions (e.g., communities could face problems to return to their lands where disputes were preexisting etc.) amplifying protection concerns for IDPs and inhibiting their ability to rebuild their lives. Specific groups are often more vulnerable and need special assistance before, during and in the aftermath of a disaster. Experience shows that these groups almost always include women, children, people with disabilities, and older persons. Other potentially vulnerable groups include: the poor, persons living with HIV/AIDS, indigenous groups, families hosting IDPs, renters, squatters and the landless, geographically isolated communities, individuals associated with a party to an armed conflict, and certain ethnic and cultural minority groups in given countries. For example, poor people living in areas with exposure to natural hazards, such as flood plains or on steep hillsides, face higher displacement risks than those staying in safer areas. During displacement, women and children are often more susceptible to domestic violence, gender-based-violence and other forms of abuse while living in camps or with host families, and they may face higher risks of trafficking.

Pre-existing patterns of discrimination may also perpetuate in disaster relief efforts, even though States are prohibited from discriminating against IDPs.[34] This may include, for instance, not providing the same levels of assistance to different groups of IDPs, favoring IDPs associated with particular political groups, or neglecting ethnic, religious, and other minorities or indigenous peoples. The specific protection and human rights concern these groups may face, and some of the practical steps and activities that can be taken to protect them, have been systematically integrated into the Protection Response Matrix.

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[30] UNHCR Papua New Guinea Office provided support to the government in the relocation of people from the Carteret Islands in 2011
[31] Guidance on Protecting People from Disasters and Environmental Change through Planned Relocation, October 2015, https://www.unhcr.org/protection/environment/562f798d9/planned-relocation-guidance-october-2015.html and Toolbox https://www.unhcr.org/protection/environment/596f1bb47/planned-relocation-toolbox.html
[32] Handbook for the protection of Internally Displaced Persons, June 2010, Annex 2 on 'natural' disasters and the protection internally displaced persons, https://www.unhcr.org/4c2355229.pdf
[33] Ibid.
[34] UN Guiding Principles, Kampala Convention, arts 1(2)(d), 5(1) and 9(1).

Scenarios and key protection considerations

Displacement brought on by the impacts of natural hazards occurs within a spectrum of scenarios in which natural hazards, environmental degradation and climate change impacts combine with other factors, including conflict. Distinguishing the different types of natural hazards and scenarios is useful for understanding the specific displacement risks, dynamics and protection challenges that commonly arise in each and identifying specific measures that can be undertaken to address them.[35]

Since 2008, some 89% of disaster displacement was linked to weather-related hazards like tropical storms and floods, with the remaining 11% triggered by geophysical hazards such as earthquakes and volcanic eruptions.[36] According to the IDMC, since 2008, an estimated 24.1 million people were displaced in the context of disasters on average each year. In 2020 alone, an estimated 30.7 million people were displaced due to disasters, largely due to weather related events in East Asia, South Asia and the Pacific.[37] Less information is available about the extent to which slow-onset hazards and other forms of environmental degradation have led to displacement, as IDMC only began collecting data on such displacement (drought and coastal erosion) in 2017.[38] While global statistics, field-based data and knowledge about the impact on displacement-affected communities and protection needs in slow-onset situations is relatively limited, there is an increasing body of research on displacement in these contexts.[39] It is important to acknowledge that there is also limited data on the situation of people living in protracted displacement due to disasters and the adverse effects of climate change. The following main natural hazards and scenarios can be identified with examples of key protection considerations (non-exhaustive) for earthquakes, storms, and droughts:

Sudden-onset disasters

Sudden-onset disasters are linked to hydrometeorological hazards including tropical cyclones, coastal floods, mudflows, or geophysical hazards including earthquakes, tsunamis, volcanic eruptions and are the most immediate and visible drivers of disaster displacement. Climate change is increasing the frequency and intensity of extreme weather events,[40] which in turn may create flooding or landslides that displace people.

Key Protection Considerations:
EARTHQUAKES

- No notice (or early warning of a matter of seconds or minutes), repeated aftershocks over extended periods

- Within seconds, high number of deaths and injured persons, particularly in urban areas related primarily to collapsing buildings

- Protection from secondary impacts and physical security: high risk of other secondary and cascading hazards including tsunami following under-sea earthquakes, landslides, subsidence, urban floods and fires, chemical or industrial hazards damaging already weakened buildings and infrastructure

- Rescuing trapped or stranded individuals to save as many lives as possible is the primary protection concern in the immediate aftermath of a disaster. For example, during the immediate response to the Pakistan earthquake, rescue workers attempted to free people trapped under debris or in isolated areas, with rescue efforts measured in hours and days. Thousands also suffered from severe injuries, including paralysis and lost limbs

- Working with actors less/not familiar with protection risks such as Urban Search and Rescue teams, national and foreign military

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[35] See also PDD submission to the High Level Panel on internal displacement
[36] GRID 2021, https://www.internal-displacement.org/global-report/grid2021/
[37] Ibid
[38] Slyvain Ponserre and Justin Ginnetti, 'Disaster Displacement: A Global Review, 2008-2018', IDMC 2019, p. 8, https://www.internal-displacement.org/sites/default/files/publications/documents/201905-disaster-displacement-global-review-2008-2018.pdf
[39] IDMC for the Task Force on displacement on Synthesizing the state of knowledge to better understand displacement related to slow onset events, https://unfccc.int/sites/default/files/resource/WIM%20TFD%20I.2%20Output.pdf
[40] IPCC, Global warming of 1.5°C, 7, https://www.ipcc.ch/sr15/

- Increased protection risk when an earthquake strikes dense, urban areas constructed without respecting construction norms

- Limited access to displaced people who fled to locations which are difficult to reach for assessments and assistance

- A limited access to health services for the injured

- Shelter and NFI needs due to widespread destruction

- Psychological distress and high probability of social insecurity leading to prolonged mental trauma in the community

- Lack or loss of identification documents which can lead to issues and potential conflict regarding land and property ownership. Land and property issues have also been raised as a concern by people displaced by earthquakes

- Family separation

- The potential to intensify pre-existing vulnerabilities and the situation of women and girls with an increase of gender-based violence and child protection risks, particularly in the immediate aftermath of an earthquake

Key Protection Considerations:
STORMS (HURRICANE, CYCLONE, TYPHONE) AND FLOODS

- As a result of floods, hard to reach areas or trapped populations with increased protection risks and particular concerns about the protection of women in hard-to-reach areas

- In flooded areas, specific concerns arise about the health risks from stagnant water, cramped living conditions, and a lack of sanitation facilities in affected communities, some of which remained flooded for more than five months

- Lack or loss of identification documents which can lead to issues and potential conflict regarding land and property ownership. Land and property issues have also been raised as a concern by people displaced by the cyclone and floods

- Family separation and need for reunification

- Psychological distress and high probability of social insecurity leading to prolonged mental trauma in the community

- Gender-based violence, due to cramped evacuation shelters, child recruitment, and other negative coping strategies stemming from food insecurity such as child labor, force/child marriage among others

- Forced evacuation, relocation or return without consultation and due consideration of the wishes of affected population

- Security concerns as law enforcement breaks down due to damaged infrastructure and access, exposing vulnerable members of society

- Lack of protection mainstreaming of main relief activities being implemented by authorities and the international community.

Slow-onset disasters

Slow-onset hazards and processes, including drought, rising sea levels, thawing permafrost and environmental degradation processes such as desertification and salinization, are also important drivers of disaster displacement. Distinguishing between predominantly voluntary migration and forced displacement is not always easy in such contexts. However, people are forced to leave when such locations no longer sustain certain livelihoods and affected persons cannot adapt to the situation, or when whole geographical areas become inhabitable due to sea level rise, coastal and river-bank erosion, salinization of agricultural land and water sources, permafrost thawing, and desertification. Thus, drought has become a key driver of internal displacement in regions where pastoralism and farming are no longer possible. Rising sea levels may cause large-scale coastal erosion with previously inhabited land disappearing. Similarly, permafrost and ice thawing in Alaska,[41] the disappearance of glaciers and snow as a water source in the Himalayas[42] or desertification are already forcing people to move.[43] Slow-onset events and processes can negatively impact an array of human rights, such as the rights to adequate food, water, health, and housing, as well as the rights to participation and information (see Protection Response Matrix below).

> **Key Protection Considerations:**
> **DROUGHTS AND MOST OTHER SLOW ONSET HAZARDS**
> **SUCH AS SEA LEVEL RISE, DESERTIFICATION**
>
> - Slow-onset climate-related hazards such as droughts generally last longer and have cascading impacts, often over months and years
>
> - Difficulty in identifying drought displaced persons. It can be challenging to identify persons displaced due to the slow-onset adverse effects of climate change because of the complexity of population movements in these contexts, particularly in urban areas where internally displaced persons might be dispersed. As a result, responses often focus on camps and rural settings, leaving a protection gap in urban setting
>
> - Equal access to basic goods and services, e.g., food distributions, water etc.
>
> - Differentiated impacts experienced by women and men in the context of displacement linked to slow onset events. Gender inequalities are magnified by slow onset events, resulting in higher workloads, occupational hazards indoors and outdoors, psychological and emotional stress, and mortality for women as compared to men
>
> - Family separation and need for reunification
>
> - Psychological distress and high probability of social insecurity leading to prolonged mental trauma in the community
>
> - Increase of child labor as children are required to support their family incomes and other negative coping strategies stemming from food insecurity, forced/child marriage among others, trafficking
>
> - Inter-communal conflicts due to scarcity of resources
>
> - Violations of housing land and property rights
>
> - Lack of livelihood options and durable solutions, due to a lower probability of return to places of origin as slow onset impacts of climate change may be irreversible

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[41] Ronin Bronen, Climate-induced community relocations: creating an adaptive governance framework based in human rights doctrine, 2011 NYU Review of Law and Social Change 35, 356–406, https://socialchangenyu.com/archives/archives-2011/volume-35-issue-2/

[42] Kam For Sud and SUPSI. Moving Down or Not? – Part I: Synthesis, November 2012, https://kamforsud.org/wp-content/uploads/2017/08/Climate-Change-Report-Part-1-Synthesis.pdf

[43] See PDD submission to the High-Level Panel on internal displacement, https://disasterdisplacement.org/staff-member/internal-displacement-in-the-context-of-disasters-and-the-adverse-effects-of-climate-change

Multi-hazard disasters

Sudden- and slow - onset hazards may interact in ways that trigger displacement. Recurrent droughts may not only undermine livelihoods over the course of several years but turn into famine within a few weeks or months. Droughts and floods are often sequential, the effects of which can erode resilience and lead to disaster displacement.[44] Low-lying islands and coastal regions face increased threats not only from slow-onset coastal erosion but also high waves during storms that destroy seawalls, flood coastal areas and increase the salinity of soil and groundwater, and destroy houses and infrastructure, forcing people to move long before the land disappears. In addition, in some countries, particularly in Eastern Africa, climatic changes such as increases in temperature and rainfall over desert areas, and the strong winds associated with tropical cyclones, provide a new environment for pest breeding and development of desert locusts.[45] These different interacting hazards, overlaid by the COVID-19 pandemic, may trigger displacement or threaten the safety of already displaced populations.[46] Natural hazards can also trigger industrial hazards, such as the 2011 Great East Japan Earthquake, tsunami and nuclear radiation disaster that ultimately displaced over 470,000 people.[47] The Beirut explosion amidst a pandemic crisis in 2020 is another example of a multi-hazard disaster, showing the need for a multi-hazard approach to disasters, particularly also in terms of protection.

Interaction between disaster and conflict and/or violence

More than 40 countries experienced internal displacement associated with conflict and disaster in 2020.[48.] In some countries, people are displaced by disaster in one location and by conflict in another. In other countries, conflict and disaster intersect and interact to undermine resilience and trigger displacement. Years of conflict can erode coping capacity and for some people, a drought can then become the 'tipping point' for flight. For other people, already displaced to informal settlements, host communities or camps by conflict, the onset of floods or storms can force them to move again. Conversely, environmental deterioration may prompt violent conflicts between communities over diminishing resources or exacerbate existing conflict situations, which in turn trigger displacement.[49]

Examples of such situations include the recurrent droughts and famine have impacted Somalia, the Lake Chad basin and Afghanistan. The presence of ongoing conflict and violence erodes resilience to natural hazards. The experience of Eta and Iota hurricanes in Northern Central America (mainly Honduras) is an example on how natural hazards can intersect with situations of forced displacement in a context dominated by violence and insecurity, and the activities of criminal gangs.

To effectively respond to the protection needs of affected populations, it is important to have a sound understanding of the complexity and multi-causality nature of the phenomenon in situations where these elements of (i) displacement; (ii) climate change or disasters; and (iii) conflict, violence or other serious harm interact, and their impact on people's lives are present simultaneously and interact with each other in ways which can trigger, contribute to or exacerbate displacement and protection risks, creating diversity of situations and dynamics on the ground.[50]

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[44] OCHA, Somalia's deadly drought-flood cycle, 29 November 2019, https://unocha.exposure.co/somalias-deadly-droughtflood-cyclenbsp

[45] Salih, A.A.M., Baraibar, M., Mwangi, K.K. et al. Climate change and locust outbreak in East Africa, June 2020, https://doi.org/10.1038/s41558-020-0835-8

[46] UNHCR Briefing Notes, 08 May 2020, Conflict and heavy floods force tens of thousands of people to flee their homes in Somalia, amidst COVID-19 threat, https://www.unhcr.org/news/briefing/2020/5/5eb50d2d4/conflict-heavy-floods-force-tens-thousands-people-flee-homes-somalia-amidst.html

[47] Michelle Yonetani, Recovery Postponed: The Long-Term Plight of People Displaced by the 2011 Great East Japan Earthquake, Tsunami and Nuclear Radiation Disaster, Geneva 2017, https://reliefweb.int/sites/reliefweb.int/files/resources/20170206-idmc-japan-case-study.pdf

[48] IDMC, Global Internal Displacement Database, https://www.internal-displacement.org/database/displacement-data

[49] IDMC, Global Report on Internal Displacement 2019, http://www.internal-displacement.org/sites/default/files/publications/documents/2019-IDMC-GRID.pdf

[50] Internal UNHCR draft document on a typology of 'nexus' situations, September 2020

IDP Protection Response Matrix

The following matrix presents the protection risks that may arise and lists suggested response activities (non-exhaustive) that will have to be adapted to the specific disaster context as each hazard comes with its own operational challenges and protection risks. This matrix can also be used to promote human rights principles and protection standards and support UNHCR in mainstreaming protection into all disaster response efforts from the earliest stage possible, and assist clusters/working groups in ensuring protection-sensitive services in their response, in line with the Centrality of Protection.[51] UNHCR's role, both as protection cluster lead and as an operational agency, is to make sure that specific protection concerns in disaster situations are addressed as early as possible in the humanitarian response in order to ensure that IDP protection considerations are integrated in the national disaster management scenario/planning, and response.

As recognized by the *IASC Operational Guidelines on the protection of persons in situations of natural disasters* these protection challenges relate to some immediate and basic human rights, including the right to protection of life or the right to access life-saving food, water and sanitation, shelter, health services as well as physical insecurity – effectively mitigating the risk of gender-based violence, and protecting against exploitation, abuse and trafficking. They also address less immediate needs, such as family separation, lost identity documents, housing, land and property rights, livelihoods and issues of safe and voluntary return or local integration or settlement to another part of the country.

Based on UNHCR operational practice and the IASC Operational Guidelines, this protection response matrix helps to identify protection risks of IDPs and identifies activities that are primarily relevant during the emergency and early recovery phase of the disaster. While some risks and responses are categorized under emergency and early recovery, this does not suggest any hierarchy among relevant rights or protection risks but rather helps to quickly identify those rights and protection risks that are primarily relevant during a given phase of a disaster.

It is important to keep in mind, that each country represents a unique combination of disaster preparedness and response capacity, experience with disasters, presence or not of humanitarian and/or development actors, pre-existing vulnerabilities, and political contexts.[52] Experience shows that a sound reading of the context is crucial to select a package of initiatives and protection activities relevant to the targeted context of displacement.

It is also important to consider the Sphere Handbook and the Minimum Standards in key response sectors: 1) Water Supply, Sanitation and Hygiene Promotion (WASH); 2) Food Security and Nutrition; 3) Shelter and Settlement; 4) Health, as well as the GPC Handbook for the Protection of Internally Displaced Persons, which includes an Annex on Natural Disasters and the Protection of Internally Displaced Persons. Effective humanitarian response must address people's needs holistically, and sectors should coordinate and collaborate with each other to do so. The context in which a response is taking place must be understood, monitored and analyzed in order to apply the standards effectively.[53]

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[51] Centrality of Protection, key to protection interventions as per IASC Policy on Protection in Humanitarian Action. The Centrality of Protection requires the whole humanitarian system to consider the protection of all persons at risk when any decision is made that relates to humanitarian efforts, including on preparedness

[52] Hannah Entwisle, 'The World Turned Upside Down: A Review of Protection Risks, p. 1, https://www.unhcr.org/research/evalreports/51408d589/world-turned-upside-review-protection-risks-unhcrs-role-natural-disasters.html

[53] The Sphere Handbook, Humanitarian Charter and Minimum Standards in Humanitarian Response, 2018 Edition, https://spherestandards.org/wp-content/uploads/Sphere-Handbook-2018-EN.pdf

EMERGENCY PHASE

Protection Risks	Possible response/approaches to protection issues
Protection against secondary impacts of disasters (can include natural or physical impacts such as landslides caused by heavy rainfall or seismic activity, earthquake aftershocks, or impacts on industrial installations and infrastructure, e.g., damage to hydro dams or damage to pipelines and chemical factories that may cause spills of hazardous materials which pose a threat to human health and lives.	● Informing affected persons about potential secondary impacts ● Conducting risk assessment of sites where affected people continue to stay ● Conducting risk assessment of sites where affected persons have fled to or were brought to and, where necessary, ensure the introduction of technical adaptation or correction measures, for instance to prevent flooding, sanitation overflow, etc. at such sites; or if not possible or sufficient, organizing relocation to other, safer sites In case of dangers of chemicals, toxic waste, unexploded ordinances and explosive remnants of war, and other dangerous materials that may have been dislodged, concealed or obscured in the course of the disaster ● Fencing off and marking relevant areas ● Alerting specialized organizations to take appropriate measures, such as debris and waste management ● Conducting information and awareness campaigns ● Ensuring housing, land and property considerations are properly assessed by the authorities before moving the IDPs into evacuation and relocation areas ● When populations are moved into a location, ensure that their wishes and intentions have been surveyed
Protection against gender-based violence Affected persons, in particular women and girls, should be protected against gender-based violence and survivors of such violence should be provided with appropriate support. During displacement and while living in camps, women and children are often more susceptible to gender-based violence.	● Mobilizing community-based action to protect women and children from gender-based violence ● Education campaigns on the risk of gender-based violence, as well as on the criminal sanctions for such violence ● Distribution of cellphones with hotline numbers from the outset ● Establishment of safe spaces for women and children ● Support the enrolment of children in formal or informal educational activities or provision of other child-friendly spaces at the earliest moment possible ● Identifying strategies to meet women's needs for non-food items and planning safe ways of distribution ● Ensuring access to gender-sensitive, safe and confidential services (including health, security, legal/justice and psychosocial support), and referral mechanisms as well as adequate material support for survivors of gender-based violence. This may entail building capacity among service providers and material and technical support to health and other systems ● Ensure women and girls safe spaces are available wherever women and girls are evacuated and ensure they adhere to the minimum standards to ensure safe disclosure, safe access to information and referral to gender-sensitive, specialized and confidential services

	• Capacity building for law enforcement agencies on how to investigate and respond to incidents of gender-based violence; inclusion of a sufficient number of trained female security staff, either through fast-track recruitment or use of the women from among affected communities • Setting up, in collaboration with local law enforcement officials, the judiciary and shelter management committees, of child and women-friendly procedures that enable survivors and their families to safely report incidents of gender-based violence • As soon as possible to undertake a thorough investigation and prosecution of gender-based violence in a timely manner; as well as effective witness protection • Through established case management and information management system that is based on GBV guiding principles and survivor centered approach, systematic monitoring of reported incidents of gender-based violence and emerging trends • Education campaigns on the risk of gender-based violence, as well as on the penalties they entail • Deployment of gender-mixed community mobilizers • PSEA prevention and response activities (including complaint mechanisms) with all stakeholders involved in the response including State aid agencies, civil society, security forces etc. • Highlight the risks and actions for the protection of LGBTIQ+ persons. LGBTIQ+ persons have reported abuses and the denial of specific services/assistance in the context of the response to disaster situations. They could be harassed and also discriminated in the access to specific support/services (shelters)
Security and protection of internally displaced persons by the disaster in camps and collective centers, including women, older persons and others whose physical security is most at risk.	• Promoting locating of washing and communal sanitary facilities, water points, food distribution points, fuel sources, health and education facilities close to living and sleeping quarters; if this is not possible, advocate for the provision of secure access to them, especially at night, including through presence of guards, adequate lighting for all walkways and clear gender-separated and lock-able sanitary facilities; all according to international standards • Make sure that shelters and living/sleeping quarters are designed in a way that allows for a maximum degree of privacy and protection against unwanted visitors and intruders • Monitoring security through law enforcement personnel and through camp/shelter committees drawn from among the displaced communities that are representative of the gender, age and other diversity composition of the population • Promote the regular presence of national human rights institutions to monitor the security situation, supervise the role of law enforcement officers, and engage in peaceful coexistence activities
Unequal access to assistance, basic goods and services and discrimination in aid provision	• Use of assessment tools that include all categories of persons with special needs and allow objective identification of needs • Specific monitoring whether persons with special needs, older persons, persons with disabilities, sick persons or female-headed households with infants and young children have equal access to food, water, health and other humanitarian services and, if not, giving them priority access, or setting up separate distribution points/separate hours for distribution of goods and for services, etc.

- Systematic inclusion of female-headed households, unaccompanied children, older persons, persons with disabilities and other persons with special needs in the distribution of goods and services
- Securing distribution points against rioters or others ready to use violence
- Monitoring of protection risks for beneficiaries after distributions
- Making sure that humanitarian goods and services provided to displacement affected populations are adequate and assistance is provided in a coordinated manner. Adequacy of such goods and services requires that they are (i) available, (ii) accessible, (iii) acceptable, and (iv) adaptable

  Regarding availability:

  - Using pre-positioned food and non-food items in disaster-prone areas; and

  - Ensuring, to the extent possible, that quantities (e.g., of food) and specifications (e.g., size of tents or cooking pots) correspond to people's differing needs.

  Regarding accessibility without discrimination:

  - Identifying as soon as possible persons and groups with a history of being discriminated against prior to the disaster, or with special needs, and monitoring ongoing humanitarian action to avoid that they are discriminated against and intervene if this happens.

  - Involving members of the affected populations, including those with particular needs, in the humanitarian response, for example in distribution of food and non-food items; and

  - Monitoring and intervening in cases where affected persons have to pay bribes or exchange sexual favors for humanitarian goods and services (in relation with PSEA as a key initiative in preventing abuse against affected populations, particularly women, LGBTI and children).

  Regarding acceptability:
  Ensuring that to the extent possible food, medicine and other goods such as sanitary material and clothing:

  - Are culturally acceptable to affected persons, particularly if they are members of indigenous peoples or belong to particular ethnic or religious communities; and

  - Correspond to the specific needs of older persons, women and girls, pregnant and lactating mothers, infants, persons with disabilities, sick persons, and others with special needs.

  Regarding adaptability:

  - Ensuring that food, water and sanitation, non-food items, shelter, health and other services meet minimum standards in the emergency phase, improve once the emergency phase is over and are adapted to changing needs over time as per the Sphere sectoral standards.

- Promote a community-based approach to strengthen the absorption capacities and resilience of host communities as needed, e.g., through advocating for provision of additional water and sanitation facilities, enhancement of school and health services

	to the community, school feeding to strengthen the nutritional basis of the community, provision of building materials for host families to enlarge dwellings, or cash grants for internally displaced persons staying with host families ● Providing for analysis, assessment and awareness-raising among humanitarian actors of potential ethnic, political or other tensions between displaced communities, or between displaced and host communities, and ensuring that this analysis is incorporated into planning the response
Right to food The right to have physical and affordable access without discrimination to adequate food in sufficient quantities or the means for its procurement. Food related interventions should be planned accordingly. See also the Sphere standards on Food Security and Nutrition	● Ensuring the maximum participation of affected communities, in particular women and people with disabilities, in the planning, design and implementation of food distribution activities, e.g., by organizing focus group discussions, and using community organizers to identify women representatives ● Ensuring that persons with specific needs – e.g., unaccompanied children, older persons, persons with disabilities in need of support or persons living with long-term or chronic illnesses such as HIV/AIDS who have lost their caregivers during the disaster have unimpeded access to food. In particular: - Clear and accessible information for all beneficiaries, including those with special needs, about the frequency, timing, type (e.g., tailored to the needs of people who have difficulty chewing) and quantity of food distributions and what quantities will be supplied - Direct distribution of food to women or unaccompanied children if, traditionally, women and children receive less than men in times of scarcity or if there is a risk that food may be diverted for other purposes - Distribution and assistance in a way that avoids the need for older persons, persons living with HIV/AIDS or other particular illnesses, pregnant women, persons with disabilities, and unaccompanied children to stand in line for long periods of time, or to carry heavy loads from the distribution point to their dwellings (portioning of food bags so that they can be carried by such persons) - Linking persons with specific needs to support families for the joint preparation of meals when these persons are unable to do so themselves ● Including food items into deliveries that correspond to the specific needs of pregnant and lactating mothers, infants, children, older people or persons living with long-term or chronic illnesses ● Ensuring that the food distributed, whether cooked meals or dry rations, meets international nutritional standards and is culturally acceptable to the population. If it is available, food to which the affected persons are accustomed should be provided. Cultural food practices should be included into initial rapid assessments ● Ensure that feedback and complaint mechanisms are in place in order to report cases of SEA
Right to water & sanitation It should be understood as the right to sufficient, safe, acceptable, physically accessible and afford-able water for personal and domestic use without discrimination. Water and sanitation	● Advocate for bathing, showers, toilet and water collection facilities that are: (1) separated by gender, single parent household and labelled as such (2) lockable (3) well-lit (4) close to vulnerable groups' shelters

related interventions should be planned accordingly. See also the Sphere standards on Water Supply, Sanitation and Hygiene Promotion	(5) safe for users in addition to being culturally acceptable (6) include handrails or other measures to facilitate access by older and disabled person
Right to shelter It should be understood as the right to have an accommodation allowing persons to live there in security, peace and dignity. Shelter related interventions should be planned accordingly. See also the Sphere standards on Shelter and Settlement	● Ensure vulnerable groups: (1) receive separate and appropriate shelter; (2) are helped with shelter construction; (3) receive shelter that is lockable and opaque ● Creating specific areas where women, whether alone or with children, feel safe and secure ● Ensuring provision, to the extent possible, of shelters that are culturally acceptable, in particular regarding privacy for women and children ● Ensuring that shelter provided to persons with disabilities or older persons (age-friendly shelter) is safe, appropriate and accessible ● Distribution of UNHCR's core relief items including family tents ● Ensure that shelter programmes are accessible to and include individuals who lack documents and IDPs living in urban areas or with host families, etc. ● LGBTIQ+ face increasing risks of being harassed and abused in shelters if not appropriate measures are adopted. Highlighting the issue and providing concrete guidance is strongly recommended
Right to Health (incl. Psychosocial support) It should be understood as the right to timely and appropriate, accessible, culturally acceptable and gender sensitive health care without discrimination as well as to the underlying determinants of health (such as access to safe and potable water and adequate sanitation, an adequate supply of safe food, nutrition and housing), healthy occupational and environmental conditions, and access to health-related education and information, including on sexual and reproductive health. Health interventions should be planned accordingly. See also the Sphere standards on Health	● Ensuring that women's and girls' health services are appropriate and culturally sensitive already in the early stages of the emergency and that they are accessible to women and girls ● Promoting the provision of free health services and medicines that address disaster-related injuries and rehabilitation; in particular during the emergency phase ● Ensuring that sufficient female health staff and female interpreters if needed are in place to provide services ● Reaching out to injured persons and persons with disabilities in order to assess their specific health and rehabilitation needs, and to prevent further long-term impairments ● Providing easily accessible, 'safe and gender-sensitive counselling and care services for survivors of gender-based violence and their children where appropriate ● Including culturally appropriate, community-based psycho-social support programmes for children and adolescents, widows, older persons, and disabled people. (Consider counselling services and 'hotlines'; support and self-help groups; community-based networks: religious or customary events and rituals; community and sports activities) as part of immediate emergency response and longer-term recovery efforts ● Ensure that individuals who have limited mobility (older and disabled persons, women restricted for cultural reasons, etc.), as well as IDPs who lack documentation or who live in urban areas or with host families, have access to health services (home visits, mobile clinics, transport services etc.)

EARLY RECOVERY PHASE	
Rights-based protection risks	**Possible response/approaches to protection issues**
Housing, land and property rights Loss of property or land rights/possession due to theft, misappropriation. Lack or disruption of existing administrative or judicial procedures for land and property claims etc.	● For property left behind, establishing photographic records of landmarks and possessions left behind ● Ensuring the use of standard forms to record property left behind by the displaced ● Protect vulnerable groups' assets, by means of asset registrars; monitoring; registering inherited land or property in the owner's name (not that of a guardian or deceased relative); joint registration of matrimonial property, etc. ● Advocating for the deployment of police forces to areas where destruction or looting may take place ● Ensuring access of owners, including women and other vulnerable groups, to effective remedies to bring complaints against persons illegally occupying or using their property ● Ensuring the provision of legal advice and information programmes for owners and communities, and particularly women, children and other vulnerable groups, whose land deeds or property documents have been lost or damaged during the disaster ● Advocating for the establishment of facilitated procedures for restitution of land deeds or property documents, including for child and women-headed households ● Ensuring the provision of capacity building, additional staff and other support to administrative and judicial authorities dealing with property cases ● Advocacy for setting up special mechanisms with simplified procedures to consider competing claims to land and property should be put in place and made accessible without discrimination ● Informing affected persons about their rights and how to access the procedures ● Mainstream the solutions to pressing HLP – related issues through the conduct of protection monitoring and advocacy activities ● Provide technical support to policy / legislation / guidelines related agenda of the state pertaining to HLP to ensure the integration of protection principles ● Protect the lands of collective property of indigenous peoples
Lack of access to livelihood and work Discriminatory practices against IDPs, women, minorities, persons with disabilities, etc. Access to livelihoods and employment opportunities as well as projects to restore eco-	● Developing community-based strategies to ensure that all sectors of the affected population are fully informed and consulted and can participate in decision-making related to the rehabilitation of disrupted livelihoods and re-training options ● Ensuring access for all sectors of the affected population, including women, to re-training and skills-development programmes, taking into account older persons in the formal and informal economy ● Ensure that women, as well as persons with special needs, are provided with viable economic opportunities in order to protect them against trafficking, sexual exploitation and abuse, enforced prostitution, or other abusive and dangerous sources of income

nomic activities, employment opportunities and livelihoods disrupted by the disaster should be facilitated, without discrimination, as soon and as comprehensively as possible. To the maximum extent possible, such measures should already be initiated during the emergency response phase.	● Ensuring that persons with disabilities or long-term or chronic illnesses such as HIV/ AIDS have full access to employment and training opportunities without discrimination of any kind ● Ensuring that training programmes do not reinforce existing social or stereotypical gender divisions of labour which push women, children and social, economic, ethnic, religious or racial minorities into the least desirable jobs with the lowest pay and poorest working conditions ● Where work permits were provided to non-nationals, advocate for inclusion in all livelihood possibilities and restitution
Access to information	● Support initiatives related to communication to the affected population to ensure the timely access of IDPs to accurate and relevant information ● Support the state's displacement data management system ensuring that basic protection related variables are integrated ● Collectively through the cluster members, jointly conduct rapid and in-depth protection needs assessment to ensure a harmonize effort ● If lacking in the affected state, harmonize with cluster members a standard displacement tracking tool to monitor the movement of the displaced population ● Provide capacity building to relevant protection actors on these data collection undertakings at the onset of the disaster ● Support multi-sectorial assessments and ensure the integration of protection variables in the instruments ● Strengthen data preparedness measures in place
Lost or destroyed documentation or inability to obtain personal identification documentation (necessary for education, health care, employment, etc.). Note: Some persons may never have had proper documentation in the first place.	● Advocating for and supporting the quick adoption of simplified administrative procedures for (re-)issuing personal documentation and establishment of such procedures (e.g., bringing witnesses/ community leaders/elders/local authorities who can confirm the identity of affected persons to locations where internally displaced persons live; cancellation of or discounts or removal of fees for affected persons to have documents issued/restituted; etc.); and ● Deployment of mobile teams that include magistrates and other relevant authorities to areas affected by the disaster to (re-) issue personal documentation.
Durable solutions Particularly the right to freedom of movement of the displaced.	● Conducting security assessments of sites for return, local integration or settlement elsewhere in the country ● Ensure that IDPs are in a position to make an informed and voluntary decision on the durable solution they would like to pursue ● Establishing comprehensive and accessible public information campaigns as well as grassroots communication strategies on return, local integration and settlement elsewhere in the country ● Ensure IDP participation in the planning and management of the durable solution so that their needs and rights are considered in recovery and development strategies

After the emergency phase, internally displaced persons should be supported to find a durable solution to their displacement. Conditions conducive to making return, local integration or settlement elsewhere in the country sustainable should be established as soon as possible. For more specific guidance on durable solutions for IDPs, please refer to the IASC Framework on durable solutions for internally displaced persons.	● Establishing mechanisms such as media reports, database, information centers etc., to provide internally displaced persons with information on the conditions at the places of their former homes or locations identified for settlement elsewhere in the country and organization of "go and see" visits ● Ensure that they have safe, unimpeded and timely access to all actors supporting the achievement of durable solutions including non-governmental and international humanitarian or development actors ● Ensure IDP access to effective mechanisms that monitor the process and the conditions on the ground ● Identifying persons with special needs and including them into the planning and management of return, local integration or settlement elsewhere in the country, including through outreach activities and focus group meetings where appropriate ● Publishing and widely disseminating zoning and rebuilding plans and holding of planning commission meetings that are open to the general public ● Monitoring and identifying instances of discrimination, in particular of women, girls, and persons with special needs, in providing access to durable solutions including adequate housing, basic services and livelihoods ● Removal of legal and administrative obstacles that hinder local integration or settlement elsewhere in the country ● Advocacy on behalf of affected persons forced to return to or settle in a place where their life, safety, liberty and/or health would be at risk ● Advocacy on behalf of affected persons faced with prohibition of return that are not in accordance with international standards or with forced relocation ● Monitoring of post-disaster settlement or relocation schemes to ensure they are not used as a pretext to either clear or repopulate areas in order to further political, military or economic ends unrelated to the protection of the population
Family unity / re-establishing family ties	● Organizing assistance in a manner that avoids incentives to separate families in the hope of better assistance benefits. In particular distributing food and non-food items in quantities appropriate for large families ● Establishing rapid family tracing and reunification procedures from the onset of the emergency and identifying a lead agency or organization responsible for family tracing and reunification (normally ICRC, who has a specific mandate for family tracing) ● Conducting rapid assessments in the immediate aftermath of the disaster to identify the number of separated and unaccompanied children and their specific needs, and to assess existing care arrangements. Details about unaccompanied and separated children should be included in IDP enrolment exercises ● Establishing rapid enrolment, family tracing and reunification procedures from the onset of the emergency to reunite separated and unaccompanied children with family members ● Emphasis should be placed on triaging cases to facilitate appropriate and timely action on a case-by-case basis. Particular attention should be placed on identifying child-headed households, as well as separated or unaccompanied children who may already have been subjected to a grave violation (e.g., recruitment, abduction, gender-based violence) ● Including questions relevant for identifying unaccompanied and separated children in other IDP enrolment exercises

	- Ensuring appropriate documentation, care and tracking of separated and unaccompanied children who are medically evacuated - Where no surviving family members can be traced, making arrangements for separated and unaccompanied children to be cared for by friends or neighbors from their own community whenever possible, taking into consideration children's preferences for caretakers - Conducting regular and close monitoring and review of interim care arrangements to ensure that separated and unaccompanied children are well cared for and protected from all forms of physical, psychological and sexual abuse and exploitation. Children should be interviewed in private to allow them to reveal incidents of abuse. Immediate action should be taken to remove children from abusive or exploitative interim care situations and to find alternative solutions - Ensuring that separated and unaccompanied children are provided with necessary documentation in their names, including enrolment, personal identity, birth certificates, health, education, and land ownership. Establishment of rapid documentation procedures - Ensuring that separated and unaccompanied children have equal access to the material, financial and legal assistance to which they are entitled in the aftermath of a disaster. In particular, separated and unaccompanied children, or their legal guardians, should be provided with the possibility to claim government benefits for dead, missing or injured family members; resettlement and housing allowances; land entitlements and compensation - Foster families and social welfare cases to be identified to safeguard and monitor cases of concern

5. Responsible Disengagement

As UNHCR's engagement in disaster situations will generally be time limited, UNHCR needs to be proactive in developing an overall strategy and approach to responsible disengagement (both as cluster lead and operational agency) at the outset of the disaster. This must be accompanied by consultations with the concerned Regional Bureau and Headquarters and most critically to consult with national authorities managing the disaster response, the Resident/Humanitarian Coordinator (RC/HC) and the UN/Humanitarian Country Team to ensure overall alignment with other clusters and inter-agency strategies, for a functional transition of continuing responsibilities.[54] It is important to highlight, that disengagement is responsible only when it is consultative and strategically planned at the outset of UNHCR's engagement, and aims to advance solutions for IDPs by promoting ownership of national actors and other stakeholders, depending on the situation.

States have the primary responsibility to provide protection, assistance and find durable solutions to all IDPs on their territory, regardless of the context. In disaster settings, among the most significant stakeholders are the Government and affected populations/civil society. UNHCR's role is therefore to advise and/or support the existing national disaster management and coordination structures and working with national relief agencies and local civil society and responders, where relevant.

However, as soon as the immediate impacts of disaster have been addressed, governments are eager to return to normal as quickly as possible. In many situations, the physical return to a place of origin may incorrectly be understood as indicating that IDPs have found a durable solution. In some operations, Governments may unilaterally decide that an emergency phase ends by a certain date, prematurely closing camps and collective centers or even forcibly evicting IDPs before measures are in place to adequately support solutions, leaving IDPs without safe housing.[55]

In this context, it is important for UNHCR and humanitarian and development partners on the ground to consider early solutions planning, including initiatives to build the self-reliance and resilience of IDPs and host communities, and actions taken early in the displacement cycle (before displacement or ideally during an advanced preparedness phase) that already envisage or prepare for solutions.

All protection activities should build sustainability in order to ensure smooth transition from emergency to recovery and prepare the ground for a responsible disengagement from the response and handover to the government. Fundamental to this approach is an early focus on solutions, the primary responsibility of local and national authorities, and grass-root engagement by UNHCR from the onset, including with communities, national and local NGOs, human rights actors and civil society.

Therefore, and depending on the context, UNHCR's set up in country, activation of clusters, level of emergency and particularly the role of national government, the following points should be taken into consideration when developing a handover/exit strategy:

- Handover and exit strategy should include an estimate of what protection activities should continue after the end of the emergency response, to whom they should be handed over, and what activities should be terminated. Although imprecise in the early stages of the response, it is important to include this point for further development as UNHCR's engagement evolves. The issue of when and how to responsibly disengage should be considered from the very beginning, including in relation to durable solutions.

- Ensure clear identification of the key local and national stakeholders and assess their capacity to assume responsibilities for coordination as well as protection, assistance and solutions for IDPs and returnees.

- Initiate bilateral and inter-agency discussions and eventually pursue the transitioning of cluster (if activated) leadership from UNHCR to national systems with the RC/HC, UN/Humanitarian Country Team, local and national authorities. Include a transition plan that outlines how and when cluster leadership functions and responsibilities will shift to national authorities.

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[54] UNHCR Guidance Package for UNHCR's engagement in situations of internal displacement, https://www.unhcr.org/5d9cab727
[55] PDD submission to the High Level Panel on internal displacement, https://disasterdisplacement.org/staff-member/internal-displacement-in-the-context-of-disasters-and-the-adverse-effects-of-climate-change

- Pursue a capacity development strategy that targets national actors for IDP protection and solutions.

- Outline protection measures contributing to work towards solutions, including on how to bridge humanitarian response and link it with longer term recovery and with national development priorities.

- Work with national partners to include protection analysis and evidence-base in existing development coordination efforts. Understand and engage with development coordination mechanisms and structures, with UN Country Team, and other clusters early on and ensure protection and solutions are integrated into these plans and form part of the overall coordination structure in place.

- Ensure that there is a continued means for protection analysis and corresponding data collection suited for development planning. This analysis should address the protection shortcomings/gaps, and highlight issues that are important for development, including rule of law, access to basic services, economic equality, and social safety nets; and

- Advocate for solutions to protection risks and needs to be identified by development partner planning. This may include advocacy for targeted funding in areas where IDPs are located or where IDPs will (have) return(ed) or (re)settle(d), particularly in countries that have a decentralized governmental structure.

Annex 1 - Terminology and Key Concepts

Disaster
A serious disruption of the functioning of a community or a society at any scale due to hazardous events interacting with conditions of exposure, vulnerability and capacity, leading to one or more of the following: human, material, economic and environmental losses and impacts.[56] Disasters occur when people in conditions of *vulnerability* are *exposed* to *hazards* and do not have the adaptive capacity to cope. As such, disasters are not natural. Hazards that trigger disasters include storms, floods and drought. Some hazards occur relatively quickly while others progress more gradually. Disasters can be linked to sudden- or slow-onset hazards. The adverse effects of climate change may heighten the frequency and intensity of hazards. The adverse effects of climate change also affect exposure and conditions of vulnerability.

Displacement-affected communities
Displaced persons, including refugees and internally displaced persons, and the local communities affected by their presence in areas of displacement and as well in areas of return and (re)integration.

Disaster risk reduction/management
Disaster risk reduction is aimed at preventing new and reducing existing disaster risk and managing residual risk, all of which contribute to strengthening resilience and therefore to the achievement of sustainable development. Disaster risk reduction is the policy objective of disaster risk management, and its goals and objectives are defined in disaster risk reduction strategies and plans.[57]

Disaster risk management is the application of disaster risk reduction policies and strategies to prevent new disaster risk, reduce existing disaster risk and manage residual risk, contributing to the strengthening of resilience and reduction of disaster losses.[58]

Early or anticipatory action
Actions taken in anticipation of a crisis, in response to a trigger or threshold, but before an emergency fully materializes, which are intended to mitigate the impact of the crisis or improve the response. [59]

Environmental degradation
This term can be understood as a process through which the natural environment is compromised in some way, reducing biological diversity and the general health of the environment. This process can be entirely natural in origin, or it can be accelerated or caused by human activities.[60]

Hazard
A hazard is a process, phenomenon or human activity that may cause loss of life, injury or other health impacts, property damage, social and economic disruption or environmental degradation. Hazards may be natural, anthropogenic or socio-natural in origin. Hazards include hydrometeorological hazards, such as tropical cyclones (also known as typhoons and hurricanes), floods and drought, and geological or geophysical hazards, such as earthquakes, volcanic activity and landslides.[61] Hydrometeorological factors may contribute to geological or geophysical hazards such as landslides. Hazards may be single, sequential or combined in their origin and effects. Multi-hazard means: (1) the selection of multiple major hazards that the country faces, and (2) the specific contexts where hazardous events may occur simultaneously, cascading or cumulatively over time, and taking into account the potential interrelated effects.[62] Hazards that are sometimes referred to as "natural" may, in fact, be socio-natural, meaning

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[56] Hazard definition and Classification Review, annex 3 (United Nations Office for Disaster Risk Reduction [UNDRR] International Science Council UNDRR, 2020), www.undrr.org/publication/hazard-definition-and-classification-review
[57] UNDRR Terminology, https://www.undrr.org/terminology/disaster-risk-reduction
[58] Ibid
[59] ODI, Working Paper 551, 2019 Anticipatory humanitarian action: what role for the CERF? Moving from rapid response to early action, https://www.preventionweb.net/publications/view/64592
[60] Environmental degradation in the "General Multilingual Environmental Thesaurus" (European Environment Agency, 2021), www.eionet.europa.eu/gemet/en/concept/15154
[61] In addition, the Sendai Framework for Disaster Risk Reduction 2015-2030 also includes following hazards: environmental (includes processes and phenomena such as soil degradation, deforestation, loss of biodiversity, salinization and sea-level rise); biological (bacteria, viruses or parasites, venomous wildlife and insects, poisonous plants and mosquitoes carrying disease-causing agents); technological processes and phenomena (industrial pollution, nuclear radiation, toxic wastes, dam failures, transport accidents, factory explosions, fires and chemical spills). Technological hazards also may arise directly as a result of the impacts of a natural hazard event.
[62] Hazard definition and Classification Review, annex 3 (United Nations Office for Disaster Risk Reduction [UNDRR] International Science Council UNDRR, 2020), www.undrr.org/publication/hazard-definition-and-classification-review.

they are associated with a combination of natural and anthropogenic factors, including environmental degradation and climate change.[63]

Internally displaced person (IDP)
Persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized state border.[64]

The adverse impacts of climate change
Adverse effects of climate change means change in the physical environment or biota resulting from climate change which have significant deleterious effects on the composition, resilience or productivity of natural and managed ecosystems or on the operation of socio-economic systems or on human health and welfare.[65]

There is high agreement among scientists that the effects of climate change, in combination with other factors, will increase the displacement of people (IPCC 2014). This includes its complex effects on people in their original home areas, as well as in areas of refuge, return and alternative settlement locations, with significant variation across different regions:[66]

● Climate change is increasing the frequency and/or intensity of extreme, sudden-onset weather hazards such as floods following heavy rain and tropical storms.
● Climate change is also increasing the frequency and intensity of slow-onset hazards, such as drought, heat waves and incremental environmental change including sea level rise, coastal erosion, salinization and desertification. These processes are, in turn, drivers of further hazards and displacement risk.
● Climate change is a "threat multiplier" that exacerbates pressure on food, water, land and other ecosystem services necessary for human health, livelihoods, settlement and survival, and increases the potential for conflict and consequent displacement in certain contexts, although these interlinkages are complex, multi-causal and should not be oversimplified.

Protection
According to the Inter-Agency Standing Committee (IASC) protection is defined as: All activities aimed at obtaining full respect for the rights of the individual in accordance with the letter and the spirit of the relevant bodies of law (i.e., International Human Rights Law (IHRL), International Humanitarian Law (IHL) and International Refugee law (IRL)).

Protection mainstreaming
The process of incorporating protection principles and promoting meaningful access, safety and dignity in humanitarian aid. Protection mainstreaming efforts by UNHCR should include an analysis of the impact of displacement on internally displaced persons, including in relation to differences in age, gender, disability and other diversity elements, and recommended actions for all humanitarian actors to pursue to promote safe and dignified access to assistance, protection, and solutions for all internally displaced persons.[67]

Vulnerable persons
Vulnerable persons or groups of people who are exposed to a combination of, or more serious risks, than the rest of the population and who have limited capacity to cope with these risks.[68]

Gender-based violence
The IASC defines gender-based violence as any harmful act that is perpetrated against a person's will and that is based on socially ascribed (i.e., gender) differences between males and females.[69]

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[63] Ibid.
[64] UN Guiding Principles on Internal Displacement, https://www.unhcr.org/protection/idps/43ce1cff2/guiding-principles-internal-displacement.html
[65] United Nations Framework Convention on Climate Change available at https://unfccc.int/resource/docs/convkp/conveng.pdf
[66] See also UNHCR Key Concepts on Climate Change and Disaster Displacement, https://www.unhcr.org/protection/environment/5943aea97/key-concepts-climate-change-disaster-displacement.html
[67] For more detailed guidance on protection mainstreaming, GPC https://www.globalprotectioncluster.org/themes/protection-mainstreaming/
[68] GPC Working Document, Strengthening Protection in Disaster Response, https://www.globalprotectioncluster.org/tools-and-guidance/essential-protection-guidance-and-tools/protection-in-natural-disasters-essential-guidance-and-tools/
[69] Inter-Agency Standing Committee. (2005). GENDER-BASED VIOLENCE INTERVENTIONS IN HUMANITARIAN SETTINGS. available at

Annex 2 - Relevant International, Regional and National Normative Frameworks

The challenges of internal displacement in the context of disasters and the adverse effects of climate change have been recognized at the international, regional, and national levels. At the international level, the legal and normative framework under the UN Guiding Principles on Internal Displacement, as a reflection of existing international law, sets out the international standard of rights and protection applicable to situations of conflict, human rights violations, or natural/man-made hazards. The Guiding Principles would apply equally to sudden or slow-onset natural/man-made hazards and other effects of climate change, insofar as people are forcibly displaced inside their own country or because their place of origin has become uninhabitable or too dangerous for human habitation. The Guiding Principles are relevant to the protection of persons through all phases, including protection from forced displacement, during displacement and during return, local integration, and resettlement to another part of the country – in conflict and disaster situations.

The 2015 Agenda for Humanity calls for a new approach to addressing and reducing displacement that includes measures to manage disaster displacement risks and address assistance and protection needs, including addressing the needs of host communities. The Sendai Framework for Disaster Risk Reduction 2015–2030 encourages "the adoption of policies and programmes addressing disaster-induced human mobility to strengthen the resilience of affected people and that of host communities" (para. 30), and the Human Rights Council has also noted "the urgency protecting persons displaced in the context of the adverse impacts of climate change, including those from small island developing states and least developed countries" (Resolution A/HRC/35/20).

Moreover, under the UN Framework Convention on Climate Change (UNFCCC), the Paris Agreement, a Task Force on Displacement (TFD) was established and discussed in the work of the Executive Committee of the Warsaw International Mechanism on Loss and Damage (WIM) which address loss and damage occurring due to the adverse impacts of climate change, including extreme weather and slow-onset events, as well as migration, displacement and planned relocation. The TFD is mandated to come up with recommendations on integrated approaches to avert, minimize and address displacement related to the adverse effects of climate change. and the Conference of the Parties (COP24) in Katowice, Poland in December 2018, welcomed the recommendations of the TFD on integrated approaches to averting, minimizing, and addressing displacement related to the adverse impact of climate change.

In addition, the Platform on Disaster Displacement (PDD) was established in 2016 to follow up on the *Nansen Initiative Protection Agenda*. To work towards better protection for people displaced across borders in the context of disasters and climate change, its workplan and activities also focus on internal displacement, as highlighted in the *Envoy of the PDD Chair Submission to the High-Level Panel on Internal Displacement in the Context of Disasters and the Adverse Effects of Climate Change.*

Regionally, the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (also known as the Kampala Convention) in 2009 is a binding convention which outlines detailed responsibilities and duties with respect to IDPs irrespective of the cause of their displacement. Article 5(4) specifically requires actors to protect and assist those internally displaced by natural hazards or human made disasters, including those triggered by climate change. The 2006 Great Lakes Protocol also covers displacement as a result of disasters. Other regional frameworks, such as the *2017-2030 Framework for Resilient Development in the Pacific: An Integrated Approach to Address Climate Change and Disaster Risk Management*, have also included a range of policy options and measures that can avert, minimize and address disaster displacement[70].

At the national level, a number of legal and policy frameworks and ongoing processes are also relevant to the protection of persons displaced in disaster and climate change contexts.[71] Most countries have national disaster risk reduction, development, humanitarian assistance, climate change adaptation and human rights laws and policies relevant to the protection of disaster displaced persons, from which

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https://interagencystandingcommittee.org/system/files/legacy_files/guidelines_for_gender_based_violence_interventions_in_humanitarian_settings_english_.pdf

[70] Available at https://www.forumsec.org/wp-content/uploads/2018/06/Framework-for-Resilient-Development-in-the-Pacific-2016.pdf

[71] See for example Vanuatu's National Policy on Climate Change and disaster induced displacement, Fiji's Displacement Guidelines amongst others.

lessons learned regarding challenges and effective practices can be drawn. Around half of the national strategies refer to displacement as a consequence and/or driver of vulnerability and disaster risk.[72]

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[72] Mapping the Baseline – To What Extent Are Displacement and Other Forms of Human Mobility Integrated in National and Regional Disaster Risk Reduction Strategies? Michelle Yonetani, 2018, https://disasterdisplacement.org/portfolio-item/drrmapping-summary

Annex 3 – List of Relevant Reference, Guidance and Tools

UN Guiding Principles on Internal Displacement (United Nations, 1998),
http://www.undocs.org/E/CN.4/1998/53/Add.2

Policy on UNHCR's engagement in situations of internal displacement, September 2019

https://www.unhcr.org/50f951df9

UNHCR Guidance Package for UNHCR's engagement in situations of internal displacement,
September 2019, Version 1

https://www.unhcr.org/5d9cab727

UNHCR Policy on Emergency Preparedness and Response, UNHCR/HCP/2017/1/Rev.1

https://intranet.unhcr.org/content/dam/unhcr/intranet/policy-guidance/policies/2017/unhcr-hcp-1/unhcr%20hcp%202017%201%20Rev.%201.pdf

UNHCR's Preparedness Package for IDP Emergencies (PPIE), A reference tool for preparedness in
situations of internal displacement, April 2020

https://emergency.unhcr.org/entry/408136/preparedness-package-for-idp-emergencies-ppie

Words into Action guidelines – Disaster displacement: How to reduce risk, address impacts and
strengthen resilience, UNDRR 2019

https://www.preventionweb.net/publications/view/58821

Checklist:

https://www.undrr.org/sites/default/files/2021-02/WiA_Displacement_Checklist_En_0.pdf

E-learning:

https://kayaconnect.org/course/info.php?id=3028

IASC Operational Guidelines on the Protection of Persons in Situations of Natural Disasters, January
2011

https://interagencystandingcommittee.org/system/files/legacy_files/Operational_guidelines_nd.pdf

Handbook for the protection of internally displaced persons, June 2010

https://www.unhcr.org/4c2355229.pdf

Guidance on Protecting People from Disasters and Environmental Change through Planned Relocation,
October 2015

https://www.unhcr.org/protection/environment/562f798d9/planned-relocation-guidance-october-2015.html

A toolbox: Planning Relocations to Protect People from Disasters and Environmental Change, 2017

https://www.unhcr.org/protection/environment/596f1bb47/planned-relocation-toolbox.html

IASC Leadership in Humanitarian Action: Handbook for the UN Resident and Humanitarian
Coordinator, March 2021

https://interagencystandingcommittee.org/humanitarian-leadership-strengthening-section/leadership-humanitarian-action-handbook-un-resident-and-humanitarian-coordinator

Sendai Framework for Disaster Risk Education 2015 – 2030
https://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf

Sendai Framework at a glance https://www.preventionweb.net/sendai-framework/sendai-framework-for-drr/at-a-glance

Nansen Initiative Protection Agenda

https://disasterdisplacement.org/wp-content/uploads/2014/08/EN_Protection_Agenda_Volume_I_-low_res.pdf

UNHCR Policy on Age, gender and Diversity, March 2018,
https://www.unhcr.org/protection/women/5aa13c0c7/policy-age-gender-diversity-accountability-2018.html

Background Brief: Key International Standards and Guidelines Relating to Displacement in the Context of Disasters and Climate Change

https://rwi.lu.se/download/background-brief-key-international-standards-and-guidelines-relating-to-displacement-in-the-context-of-disasters-and-climate-change/?wpdmdl=17564

UNHCR's role in support of an enhanced humanitarian response for the protection of persons affected by natural disasters, June 2011, EC/62/SC/CRP.19

https://www.unhcr.org/4df08ba39.pdf

Mapping of existing international and regional guidance and tools on averting, minimizing, addressing and facilitating durable solutions to displacement related to the adverse impacts of climate change, August 2018

https://unfccc.int/sites/default/files/resource/WIM%20TFD%20II.3%20Output%20final%20-%20updated%20171018.pdf

Reference module for cluster coordination at country level

https://interagencystandingcommittee.org/system/files/reference_module_for_custer_coordination_at_country_level_2015.pdf

IASC Framework on durable solutions for internally displaced persons

https://www.unhcr.org/50f94cd49.pdf

The Sphere Handbook, Humanitarian Charter and Minimum Standards in Humanitarian Response, 2018 Edition

https://spherestandards.org/wp-content/uploads/Sphere-Handbook-2018-EN.pdf

UNDAC Handbook, 7th Edition 2018

https://www.unocha.org/sites/unocha/files/1823826E_web_pages.pdf

The world turned upside down: A review of protection risks and UNHCR's role in natural disasters, UNHCR 2013

https://www.unhcr.org/research/evalreports/51408d589/world-turned-upside-review-protection-risks-unhcrs-role-natural-disasters.htm

UNHCR Policy on the Prevention of, Risk Mitigation and Response to Gender-Based Violence (GBV), 2020

 UNHCR Policy on the Prevention of, Risk Mitigation and Response to GBV

UNHCR - Gender, Displacement and Climate Change, July 2020

https://www.unhcr.org/5f21565b4.pdf

The Inter-Agency Minimum Standards for GBV in Emergencies Programming, GBV AoR, 2019

https://www.unfpa.org/minimum-standards

The IASC Guidelines for Integrating GBV Interventions in Humanitarian Action, 2015

https://gbvguidelines.org/wp/wp-content/uploads/2015/09/2015-IASC-Gender-based-Violence-Guidelines_lo-res.pdf

Global Protection Cluster Guidance for the Field Protection Clusters and AORs on Preparedness for Protection in the Context of Climate Change and Disasters (upcoming)