

THE
NANSEN
INITIATIVE

DISASTER-INDUCED CROSS-BORDER DISPLACEMENT



NATURAL HAZARDS, CLIMATE CHANGE, AND CROSS-BORDER DISPLACEMENT IN THE GREATER HORN OF AFRICA: PROTECTING PEOPLE ON THE MOVE

OUTCOME REPORT

Nansen Initiative
Greater Horn of Africa
Regional Consultation
Nairobi, Kenya 21 – 23 May 2014

DISASTERS
CLIMATE CHANGE AND
DISPLACEMENT  **EVIDENCE
FOR ACTION**

PARTNERS





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FOREWORD BY THE NANSEN INITIATIVE SECRETARIAT

This report summarizes the outcomes (Part I) and technical discussions (Part II) of the third Nansen Initiative Regional Consultation that was hosted by the Government of Kenya from 21 – 23 May 2014 in Nairobi, Kenya to discuss “Natural Hazards, Climate Change, and Cross-Border Displacement in the Greater Horn of Africa: Protecting people on the move.”

The overall objective of the Greater Horn of Africa Regional Consultation was to identify specific challenges that the region faces in regards to natural hazard related disasters and cross-border displacement, and to develop practical, policy and programmatic outcomes in response to these challenges. The technical workshop (21 – 22 May) and a session with a governmental panel (23 May) brought together more than 70 participants representing governments of six countries from the Greater Horn of Africa Region, Tanzania¹ and Yemen, representatives from the Nansen Initiative and its chairmanship, as well as representatives from regional and international organizations, UN Agencies, civil society and research institutions.

Participants presented the conclusions from the technical workshop in the form of an outcome document to a governmental panel on the last day of the Consulta-

tion. The outcome document contains conclusions and recommendations that require actions at community, national, regional and international levels (Chapter II.2). A summary of the panel discussion can be found in Chapter II.3. Members of the governmental panel welcomed the conclusions and expressed their commitment to bring them to a higher political level in order to enhance regional and international efforts to address the needs and challenges associated with cross-border displacement in the context of disasters and climate change.

The Regional Consultation was co-organized by the Government of Kenya, the Norwegian Refugee Council’s Regional Office in Nairobi, and the Nansen Initiative Secretariat in Geneva, with financial support from the European Commission.

Launched by the Governments of Norway and Switzerland in October 2012, the Nansen Initiative is a state-led, bottom-up consultative process intended to build consensus on the development of a protection agenda addressing the needs of people displaced across international borders in the context of disasters, including those linked to the effects of climate change

To build consensus on the protection agenda, the Nansen Initiative is in the process of undertaking five Regional Consultations in the Pacific, Central America, the Greater Horn of Africa, South-East Asia, and South Asia over the course of 2013 and 2014. The first two Regional Consultations took place in Rarotonga, Cook Islands and San José, Costa Rica in May and December 2013, respectively. The Nansen Initiative is also hosting regional meetings with civil society representatives in these same five regions. In 2015, the Nansen Initiative will bring together state representatives, experts and practitioners from around the world to discuss a protection agenda for cross-border displacement in the context of disasters.

¹ The Governments of Djibouti, Ethiopia, Kenya, Somalia, South Sudan, and Uganda were represented.



1. OUTCOMES OF THE NANSEN INITIATIVE GREATER HORN OF AFRICA REGIONAL CONSULTATION

1.1. MESSAGE FROM THE GOVERNMENT OF KENYA

Prof. Judi W. Wakhungu

Cabinet Secretary, Ministry of the Environment, Water and Natural Resources

The Horn of Africa is a region that is prone to disasters and the adverse effects of climate change, and also experiences the displacement of people as a result of those disasters. It is anticipated that the number of displaced people in the region is likely to increase rapidly if measures are not taken to address the situation. Displaced persons often face numerous challenges at the individual, family, and community level, because displacement significantly disrupts livelihoods, education, health, as well as cultural processes and heritage, some of which are irreversible.

There is a legal gap for people displaced across international borders by disasters and the effects of climate change. Because environmental factors prompting movements across international borders are not grounds for granting refugee status, the victims are not likely to qualify as refugees by definition and consequently are generally not eligible for protection under existing refugee laws.

Cross-border displacement in the context of disasters and the effects of climate change is a serious issue that cannot be ignored. It calls for specific responsibilities

“Cross border displacement in the context of disasters and the effects of climate change is a serious issue that cannot be ignored.”

for the States of origin, receiving States, and the international community. It requires a differentiated approach that allows humanitarian and development actors to build on existing instruments, laws and response mechanisms, to strengthen the international community's response to address the specific needs of disaster-affected communities. There is need for institutions, programmes and policies that can effectively protect the interests and rights of displaced people so that they can move in safety, both internally and across borders, with full respect of their human rights.

The Nansen Initiative Greater Horn of Africa Regional Consultation provided an important opportunity for the relevant stakeholders from States in the region, regional organizations, civil society groups, research institutions and international organizations to discuss the challenges, good practices, and opportunities for addressing cross-border displacement in disaster contexts in the Region. The Consultations helped participants obtain a better understanding of the displacement and migration dynamics in the region, and resulted in clear outcomes and policy recommendations for the future. As the host state of this Regional Consultation, we hope that these outcomes and recommendations will contribute to the advancement of the discussion and provoke affirmative action on cross-border displacement in disaster contexts at the national, regional, and international level.

On behalf of the Government of Kenya, I would like to thank the Governments of Norway and Switzerland as well as the European Commission for their leadership, commitment and support to this inspiring process. I would also like to thank respective government representatives and all stakeholders, participants and those who gave all sorts of support for contributing to this important event. This was but a beginning of an important process whose ultimate success we look forward to.

1.2. CONCLUSIONS: NANSEN INITIATIVE GREATER HORN OF AFRICA REGIONAL CONSULTATION

The following outcome document from the Nansen Initiative Greater Horn of Africa Regional Consultation, prepared and drafted by a drafting committee and based on outcomes from the technical workshop, was considered and subsequently endorsed by a governmental panel on the last day of the Consultation (please also see the next chapter):

CONCLUSIONS: NANSEN INITIATIVE REGIONAL CONSULTATION, NAIROBI, KENYA 21 – 23 MAY 2014

More than 70 participants representing governments of six countries from the Greater Horn of Africa Region,² Tanzania and Yemen, representatives from the Nansen Initiative and its chairmanship, as well as representatives from regional and international organizations, UN Agencies, civil society and research institutions, met in Nairobi, Kenya from 21 – 23 May 2014 for the third Nansen Initiative Regional Consultation on “Natural Hazards, Climate Change, and Cross-Border Displacement in the Greater Horn of Africa: Protecting people on the move,” which was held at the Boma Nairobi hotel. The participants expressed their thanks and appreciation to the Government of the Republic of Kenya for hosting this important consultation.

The participants welcomed and commended the Nansen Initiative, which is a state-led, bottom-up consultative process intended to build consensus on a protection agenda addressing the needs of people displaced³ across borders in the context of disasters and the effects of climate change. The overall objective of the Greater Horn of Africa Regional Consultation was to identify specific challenges that the region faces related to natural hazard related disasters and cross-border displacement and to develop practical, policy and programmatic outcomes in response to these challenges.

Participants recognized that the Greater Horn of Africa is not only affected by conflict and terrorism but is also vulnerable to the effects of climate change. They noted that the increased frequency and intensity of weather events, primarily droughts, floods, and tropical cyclones, are expected to lead to increased water stress, higher temperatures, desertification, decreased

agricultural production, increased human and livestock diseases, livestock loss, and famine while sinking ground water levels and sea level rise cause salinization of land and water source and may pose threats to seaside settlements. Consequently, they recognized that the number of displaced people is likely to increase, with climate change also exacerbating the potential for conflict associated with weakened resilience to natural hazards and competition over scarce resources such as water and grazing areas.

Participants acknowledged that large-scale disasters within the region have already prompted millions of people to flee internally and across porous international borders, recalling in particular the experiences of the 2009 – 2012 drought crisis that prompted hundreds of thousands of people to seek refuge across international borders within the region and beyond. They also noted the example of the 2002 volcanic eruption outside Goma, Democratic Republic of the Congo that prompted thousands of people to flee across the border into Rwanda and Uganda, as well as the situation of pastoralists crossing borders in search of water and pastures for their animals. Participants highlighted that such movements are multi-causal and occur within a complex environment impacted by poverty, food insecurity, conflict, cattle rustling, generalized violence, and governance challenges to varying degrees.

Participants recalled the Greater Horn of Africa’s decades of experience, generosity and hospitality in providing protection, assistance and durable solutions to millions of refugees, as well as protecting and assisting internally displaced persons in both conflict and disaster contexts. They highlighted the

² The Governments of Djibouti, Ethiopia, Kenya, Somalia, South Sudan, and Uganda were represented.

³ In this document, the term “displacement” refers to situations where people are forced to leave their homes or places of habitual residence. The term “migration” is used to refer to movements that are *predominantly* voluntary.

readiness of countries in the region to admit and host people and communities affected by disasters who are forced to seek protection and assistance abroad. Participants recognized the contribution of host communities, and the sustained humanitarian and development assistance provided from within the region and beyond.

Participants stressed the importance and the need for early warning and response mechanisms, and preparedness as essential for building resilience and preventing displacement particularly in areas exposed to droughts and floods, but also landslides, tsunamis, and tropical cyclones. They identified the importance of activities that span the humanitarian and development response through integrated programming, and supported regional strategies that bring together strategies and plans addressing disaster risk reduction, humanitarian assistance, pastoralism, peacebuilding, development, and food security, such as the Intergovernmental Authority on Development's (IGAD) 2013 Drought Disaster Resilience and Sustainability Initiative (IDDRSI). Participants highlighted the need to specifically address human mobility in such strategies and plans.

Participants recalled that human mobility is a common feature in the Greater Horn of Africa region. They highlighted the traditional practice of pastoralists who move internally and across international borders to access water, grazing land and markets as method to adapt to environmental stress, noting that community-based mechanisms can play an important role in mitigating potential conflict with host communities. They recognized the challenge of balancing pastoralists' mobility and lifestyle with environmental conservation, population growth, and state security considerations.

Participants identified migration as a potentially positive form of adaptation to environmental degradation, while noting at the same time the negative impacts of irregular migration on countries of transit and destination as well as the numerous protection risks faced by migrants when they use perilous routes and are exposed to smuggling, human trafficking, extortion and violence while moving within the region or to the Middle East, Southern Africa, Europe and beyond.

Participants took note of the relationship between internal displacement and cross-border displacement, emphasizing the importance of implementing relevant existing regional and national legal frameworks, such as the African Union's 2009 Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention) and the 2006 Great Lakes Protocol on the Protection and Assistance to Internally Displaced Persons (Great Lakes IDP Protocol), as an essential element for preventing cross-border displacement.

Participants recognized that those displaced across borders in the context of disasters should be admitted and provided with protection and assistance. They acknowledged that such people are particularly in need of food, shelter, education and health services; security and protection against exploitation; as well as access to and restoration of their livelihoods. Participants noted that the 1969 African Union Convention Governing the Specific Aspects of Refugee Problems in Africa (1969 AU Refugee Convention) has been applied in situations where the drivers of displacement included conflict and disasters, namely the 2009 – 2012 Horn of Africa drought crisis. They noted that the notion of "events seriously disturbing public order," as enshrined in the Convention's wider definition of who is a refugee, covers situations where the lives of those affected are threatened by the disaster and protection and assistance are unavailable in areas of origin as a consequence of conflict. However, they expressed concern that the scope of the 1969 AU Refugee Convention may not extend to people displaced across borders in situations where elements of conflict and violence are absent.

Participants emphasized that, to the extent possible, humanitarian assistance provided during displacement should be linked to self-reliance and livelihood development programming. Participants also identified the need to integrate host communities' needs within all stages of assistance to displaced persons.

Participants also emphasized the importance of finding durable solutions for displaced persons to allow them to rebuild their lives, regain their livelihoods and thus end displacement. They mentioned the existence of appropriate normative frameworks and strategies; measures to enhance security, including human security; as well as the availability of livelihoods and development oriented recovery activities as necessary elements to achieve such solutions.

Participants agreed that prevention, preparedness, and responses to cross-border displacement in the context of disasters require action to be taken at community, national, regional and international levels, while paying special attention to the needs of women, youth and children. They identified five areas where action is needed:

I. Preventing and Mitigating the Impact of Displacement through Resilience Building and Disaster Risk Reduction Measures

- 1 Recognize that preventing and mitigating the impact of all forms of displacement in disaster contexts is a development issue that should be addressed within national development plans to strengthen the resilience of communities in areas at risk of displacement as well as in areas likely to host displaced

people, through measures such as investing in infrastructure, livelihoods, education, and health care.

- 2 Integrate human mobility and the needs of communities affected by displacement, including host communities, into regional and national disaster risk reduction strategies and adaptation plans, ensuring that they are aligned with each other at all levels.
- 3 Consider programs that increase the resilience of pastoralist communities, such as livestock insurance, access to credit and funds, mobile schools, mobile health services, the development of industries for pastoral products, and support for alternative and diversified livelihoods.
- 4 Take appropriate action to implement paragraphs 7 and 8 of the Summary Statement of the 5th African Regional Platform and the Third Ministerial meeting for disaster risk reduction, which calls for cross-border cooperation for population movements including those induced by disasters (sudden- and slow-onset).
- 5 Anticipate cross-border movements and plan for the provision of assistance to those arriving through strengthening and developing cross-border data collection, early warning mechanisms, and contingency and preparedness plans that draw on information from multiple countries and incorporate traditional community-based knowledge and practices.
- 6 Recommend to carry out disaster risk management in accordance with existing relevant legal frameworks such as the Kampala Convention and the African Charter on Human and Peoples Rights.

II. Cross-Border Movement of Pastoralists

- 1 Acknowledge the value of and allow the traditional practice of pastoralists to move internally and across international borders to access water, pastures and regional markets as a method to adapt to drought.
- 2 Map pastoralist corridors at the national and regional level, facilitate border crossing, and recognize and strengthen pastoralist cross-border systems, in close consultation with governments and pastoralists on both sides of the border, to facilitate movement in times of environmental stress.
- 3 Reconcile regional cross-border security needs, and other key issues such as the proliferation of small arms and light weapons, cattle rustling and human as well as livestock health, with pastoralists' livelihood needs, including cross-border mobility for access to water and pasture, within relevant regional and national policies. Support structures and processes at the governmental and community level to prevent, mediate, arbitrate, and mitigate inter-community conflicts.
- 4 Support mechanisms facilitating agreement on the use of land by arriving pastoralists, provide for livelihood support services, and include de-

velopment projects for host communities to facilitate pastoralists' movement and prevent and reduce conflict with host communities.

- 5 Encourage using the 2010 AU Policy Framework for Pastoralism in Africa, supporting its domestic implementation as well as the harmonization of laws and policies addressing the mobility of pastoralists, recognizing that many pastoralists lack documents allowing them to cross borders.
- 6 Consider including the concept of migration as adaptation and the displacement of pastoralists across international borders within the draft IGAD Transhumance Protocol currently under development.
- 7 Develop a regional approach to ecosystem management and conservation that addresses shared resources taking into account the impact of population movement, through measures such as cross-border assessments and sharing information between countries.

III. Migration as Adaptation to Environmental Impacts Linked to Climate Change

- 1 Acknowledge the potential of helping families and communities adapt to environmental stress if some of their members are allowed to migrate abroad, send back remittances, and return with newly acquired skills to their areas of origin.
- 2 Give priority to allowing people affected by environmental stress to move in a regular manner and in safety and dignity, with full respect of their rights.
- 3 Promote migration opportunities for people affected by environmental degradation and climate change, such as facilitating seasonal migration. Provide, when needed, necessary skills training and education to prepare such people, including pastoralists, to find employment and diversified livelihood opportunities abroad.
- 4 Encourage the inclusion of migration as a form of adaptation to climate change within the protocol on the free movement of persons currently being developed by IGAD.
- 5 Develop new and improve existing data collection tools and analysis on human mobility in the context of environmental degradation and climate change, and develop criteria to differentiate voluntary and non-voluntary movements in such contexts.

IV. Protecting People Displaced across International Borders in the Context of Disasters

- 1 Recognize that people displaced across borders in the context of disasters, including drought, should be admitted when their lives or health are at risk, and they have no access to protection and assistance in their country of origin and government capacity to respond is overwhelmed.

- 2 Address the protection needs of such people, in particular regarding food, shelter, education and health services in accordance with relevant international standards such as the SPHERE-Standards and the 2005 International Health Regulations; security and protection against exploitation; as well as access to and restoration of their livelihoods. Also recognize and address the specific needs of host communities.
- 3 Consider applying the 1969 AU Refugee Convention's expanded definition of a refugee that includes persons fleeing "events seriously disturbing public order" (Art. 1, para. 2) in situations where disasters are compounded by conflict and violence.
- 4 Engage with the African Court and Commission on Human and Peoples' Rights regarding a potential interpretation of the clause "events seriously disturbing public order" in disaster contexts without other factors of conflict or persecution, and encourage the African Union to discuss and seek consensus from Members States on the applicability of this clause to such disaster contexts.
- 5 Consider the development and use of temporary protection measures in disaster contexts where cross-border displaced people are not recognized under the AU Refugee Convention but still in need of international protection and assistance, building upon existing laws, policies, and practices in the region and UNHCR's Guidelines on Temporary Protection or Stay Arrangements.
- 6 Support the ratification and full implementation of legal instruments addressing internal displacement, in particular the 2009 Kampala Convention and the 2006 Great Lakes IDP Protocol, in order to avoid situations where people displaced within their own countries in the context of disasters are forced to seek protection and assistance abroad.
- 7 Interpret the provisions on freedom of movement (Art. 7 – 12) within the 2009 East African Community (EAC) Protocol on the Establishment of the East African Community Common Market, and the 2012 EAC One Stop Border Post Act in way that facilitates admission during disasters, and consider whether the draft free movement protocol within IGAD should permit entry in disaster contexts when people may lack the necessary travel documents.
- 8 Ensure a comprehensive approach to finding durable solutions for displaced persons, in particular voluntary return to their place of origin, that includes measures to restore livelihoods and access to basic services, and ensures consultation and participation of affected communities, including those receiving the returnees. Develop criteria to determine when safe and dignified return is possible.

V. International Coordination and Cooperation for Cross-Border Displacement in Disaster Contexts

- 1 Establish and strengthen coordination and response mechanisms to address cross-border population movements in the context of climate change and disasters in all areas addressed in these conclusions, without prejudice to the sovereignty and security of the host states and the obligation of those admitted to respect the law of the land.
- 2 Ensure that donor priorities are better aligned with regional and national priorities and realities regarding activities addressing the needs of displaced people in the context of disasters including climate change.
- 3 Explore opportunities for accessing existing and new financial mechanisms at the regional and international levels to build resilience in disaster-prone areas, respond to cross-border population movements, and find durable solutions to displacement.
- 4 Promote the Conclusions of the Nansen Initiative Greater Horn of Africa Regional Consultation in relevant fora, in particular:
 - a. UN Framework Convention on Climate Change negotiations
 - b. 2016 World Humanitarian Summit
 - c. Post-2015 framework for disaster risk reduction
 - d. AU Climate Change Strategy
 - e. IGAD Drought Disaster Resilience and Sustainability Initiative
 - f. IGAD Regional Consultation Process on Migration
 - g. EAC Disaster Risk Reduction and Management Strategy
 - h. EAC Climate Change Policy.

The participants expressed their appreciation to the Government of the Republic of Kenya for its generosity in hosting the third Nansen Initiative Regional Consultation and for its willingness to take the results to relevant regional and international fora. They invited interested and relevant parties to follow up on the results of the Consultation and expressed the hope that these efforts will help to better manage cross-border movements of people in the context of disasters and the effects of climate change, but also to alleviate the plight and suffering of affected persons, and ensure the respect and full realization of their rights.



1.3. CONSIDERATIONS OF THE CONCLUSIONS BY A GOVERNMENTAL PANEL

Dr Alice Akinyi Kaudia, Environment Secretary, Ministry of Environment, Government of Kenya chaired a governmental panel⁴ on 23 May 2014. She was joined by the Honorable Musa Francis Ecweru, Vice- Minister for Disaster Preparedness and Refugees, Government of Uganda; his Excellency Hammad Abdullah Dahan, Secretary of National Committee of Refugees, Government of Yemen; the Honorable Jawahir Y. Adam, Senior Adviser on Refugee & IDPs, Ministry of Interior, Federal Republic of Somalia; Ms. Maulidah B. Hassan, First Secretary, Climate Change, Government of Tanzania; his Excellency Majok Guandong Thiep, Government of South Sudan.

The Chair also invited the Chairmanship of the Nansen Initiative, the organizers (the Nansen Initiative, Norwegian Refugee Council and Government of Kenya) and the technical workshop participants (represented by the Representative from Tanzania) to take the floor.

The objective of the session was to discuss the conclusions from the technical workshop and to seek feedback on their relevance. A member of the Drafting Commit-

tee, represented by Ms. Maulidah B. Hassan, Government of Tanzania, read out the Outcome Document from the technical workshop. The Chair then invited the government representatives to reflect upon the Outcome Document and identify possible next steps for how to bring the conclusions to a higher political level. The panel discussion also provided an opportunity for the government representatives to share experiences on cross-border displacement in the context of disasters within their respective countries.

“The government must be commanded to prepare policies and support its citizens.”

Hon. Musa Francis Ecweru, Vice-Minister for Disaster Preparedness and Refugees, Government of Uganda

The Honorable Jawahir Y. Adam, Federal Republic of Somalia noted that the Outcome Document accurately covered most the issues discussed within the technical workshop. She reiterated the challenges facing the Government of Somalia to meet the needs of its citizens in the context of conflict, terrorism and drought, citing the need for assistance to strengthen the Government’s capacity to provide opportunities and the country’s youth hope for the future.

⁴ His Excellency Ambassador Shemsedin Ahmed, Government of Ethiopia, and the Honorable Moustapha Houssein, Government of Djibouti were present but declined to speak on the panel.

The His Excellency Hammad Abdullah Dahan, Government of Yemen thanked the Government of Kenya and the organizers of the Consultation, noting with appreciation the Nansen Initiative's role in providing a national and global framework for States to come together and shape perspectives on how to approach the challenges of cross-border displacement in the context of disasters, and generate recommendations for engagement and developing an appropriate humanitarian response. He also expressed hope that the international community understood the situation in Yemen and would assist the Government's limited response capacity.

Ms. Maulidah B. Hassan, Government of Tanzania stated that it was an honor for her Government to participate in the Regional Consultation and commended the Nansen Initiative, the Norwegian Refugee Council, and the Government of Kenya for hosting the event. She noted that her Government acknowledges the magnitude of the unprecedented challenges facing the Greater Horn of Africa region linked to conflict, poverty, and, in particular, its vulnerability to natural hazards and climate change. The Representative stated that her Government joined other participants in supporting the Outcome Document's recommendations for how countries in the region can move forward, and pledged unwavering support for the concerted effort to address these challenges.

The Honorable Vice-Minister Musa Francis Ecweru, Government of Uganda thanked the Nansen Initiative for bringing the participants together during the Consultation to discuss and find solutions to the challenge of displacement in the context of disasters. He presented the challenge ahead by describing planet earth as a patient mother, inhabited by her reckless children inflicting injury, stating that the mother's patience was running out was consequently fighting back in the form of landslides, hurricanes, drought, and floods, which is worsening the situation for the most vulnerable. He stated that the Greater Horn of Africa is a big victim in this new challenge, forcing more communities to move in bigger numbers and further away from their homes with others unable to move at all, and consequently creating more challenges for policy makers and humanitarian actors. He emphasized the importance acting together within the region to develop adaptation measures to climate change in tandem with one another. He concluded with a call for action, emphasizing that the government must be commanded to prepare policies and support its citizens.

His Excellency Majok Guandong Thiep, Government of South Sudan thanked the organizers for the opportunity to participate in this important summit's purpose of looking forward into the future to address the world's challenges linked to climate change, man-made and natural disasters, and expressed hope that similar meetings to continue the discussion would take place in the future. He asked for support for the new Government of South Sudan regarding its current needs and the looming famine and expressed his Government's appreciation to the Government of Norway for hosting the recent conference on South Sudan.

Mr. Eng. Omedi Jura, National Climate Change Secretariat, Government of Kenya thanked the participants for attending the Consultation and expressed appreciation to the organizers, the Nansen Initiative, the government of Norway and Switzerland. He stated that the Outcome Document accurately reflected the conversations within the Consultation, identifying a need to add to and enrich it in the future. He expressed hope for upcoming efforts to address the needs of people displaced in the context of disasters that will result in change and transformation- noting that he would personally engage on the issue in his role as a climate change negotiator for his Government.

The Chair concluded the Regional Consultation by presenting greetings from the Cabinet Secretary of the Ministry of the Environment, Water and Natural Resources. She observed that commitment and passion exhibited by the Regional Consultation participants' gave her confidence that a global protection agenda will be adopted. She emphasized the Government of Kenya's highest level of commitment to follow up on the Outcome Document that recognizes the need for collective efforts to address the crucial challenges of displacement and climate change. She concluded by expressing appreciation to all governments in the region, the UN institutions, and academia, as well as the organizers of the Consultation for leading the participants through the conversation.

On a general note, members of the panel welcomed the opportunity that the Nansen Initiative provided an important opportunity to discuss cross-border displacement in disaster contexts within the Greater Horn of Africa Region. They recognized that the outcome document reflected the essence of the discussions and conversations that had taken place at the Regional Consultation.



2. THE TECHNICAL WORKSHOP

2.1. INTRODUCTORY REMARKS

2.1.1. Chairmanship of the Nansen Initiative, the Governments of Norway and Switzerland

H.E. Ambassador George Martin

*Deputy State Secretary, Government of Switzerland,
Chairmanship of the Nansen Initiative*

Every year, millions of people are displaced by floods, windstorms, earthquakes, droughts and other natural hazards. Between 2008 and 2012, over 144 million people were displaced in sudden onset disasters. In the context of global warming, such movements are likely to increase. In 2012 the Norwegian and Swiss governments launched the Nansen Initiative to address the need for a more coherent approach to the protection of people displaced across borders in the context of natural disasters. The Nansen Initiative's overall goal is to build consensus on key principles and elements regarding the protection of persons displaced across borders in the context of natural disasters, recognizing that national and international responses to this challenge are presently insufficient and that protection for affected people is inadequate.

To obtain a better understanding of such movements, information and analysis will be collected in the framework of five regional consultations to be held in the most affected regions of the world over the course of 2013–2015. This third consultation in the Greater Horn of Africa region is an important contribution to the process because large-scale disasters within the Horn of Africa have already prompted millions of people to flee internally and cross borders. It emphasizes that cross-border displacement in disaster contexts is not only a problem we will face in the future due to climate change, but it is already a present reality.

This Regional Consultation has also highlighted the impact of slow-onset disasters, particularly drought, on

displacement and human mobility more generally. The fact that the pastoralist are the first to bear the burden of this environmental degradation has been duly noted in the consultations, as well as in the recommendations. One last outstanding feature of the Horn of Africa region is the richness of regional instruments and normative frameworks safeguarding people on the move, including the 1969 AU Convention and the Kampala Convention on the Internally Displaced Persons. In this respect African countries have a significant amount of policy and operational experiences to share with other regions in the world.

The Chairmanship is grateful for the support of the Government of the Republic of Kenya for hosting the first Consultation in the Greater Horn of Africa region, and joining global efforts to move forward toward the development of a protection agenda for people displaced across borders in the context of disasters.

2.1.2. Envoy of the Chairmanship of the Nansen Initiative

Professor Walter Kälin

Envoy of the Chairmanship of the Nansen Initiative

During the Regional Consultation, we discussed many legal and policy instruments that could be applied to address human mobility in disaster contexts, particularly in responding to the issue of drought and displacement. At the center of these deliberations, we kept in mind the protection and assistance needs of displaced people and the fact that they deserve our support not only during flight, but also to help them avoid displacement in the first place, and to find durable solutions when movement was inevitable. I believe that participants to the Regional Consultation ultimately arrived at a set of conclusions that provide the Greater Horn of Africa region with a strong voice for sharing its experiences at the international level in different fora.



Nansen Initiative Regional Consultation

Natural Hazards, Climate Change
and Cross-Border Displacement
in the Greater Horn of Africa:
Protecting People on the Move



As the Nansen Initiative moves on to consult other regions of the world, we will share the outcomes from Greater Horn of African Regional Consultation with others so that they can learn from your experiences, good practices and lessons learned. We also stand ready to present the region's recommendations within relevant global processes. In October 2015, we hope that representatives from this Regional Consultation will join us for the Nansen Initiative global consultation, where states will agree upon a protection agenda that will address issues related to prevention of displacement, disaster risk reduction, migration and relocation as adaptive strategies, as well as normative solutions, most likely to be found within regional cooperative mechanisms.

I would like to thank the Government of Kenya for not only hosting this event, but also for being a member of the Nansen Initiative Steering Group in Geneva, Switzerland. I would like to thank the Norwegian Refugee Council for co-organizing the Regional Consultation in collaboration with the Kenyan Ministry of Foreign Affairs. Finally, I express my sincere appreciation to all of the participants for their engaged participation throughout the Regional Consultation. I am convinced that with your support, we can solidly anchor the issue on the international agenda.

2.1.3. Regional Director of the Norwegian Refugee Council

Mr. Ahmednur Abdi

Country Director, Norwegian Refugee Council Ethiopia

On behalf of Ms. Gabriella Waaijman, the Norwegian Refugee Council expresses its appreciation to the Government of Kenya for hosting the Regional Consultation, and the Government of Switzerland and Norway organizing event. We are both proud and delighted to be co-organizers of this event. The Greater Horn of Africa Regional Consultation creates an opportunity to bring experts together and explore the complex relationship between climate change, natural disasters, and displacement in the Horn of Africa, including the relationship to conflict.

As it continues its work in the region, NRC will work to translate some of the outcomes from the Regional Consultation within its ongoing work with displaced communities and disaster risk reduction, noting in particular its collaboration with IGAD on IDDRSI. When necessarily, NRC will also join with others on the journey for finding new instruments to improve the protection and response for people displaced in disaster contexts. Ultimately, all of the recommendations from the Regional Consultation will need to be transformed into action.

2.2. PRESENTATIONS AND DISCUSSIONS

2.2.1. Introduction and Structure of the Workshop

The Greater Horn of Africa⁵ experiences a wide range of natural hazards, most commonly severe droughts and floods, but also landslides, dust storms, earthquakes, tsunamis and hurricanes. The effects of climate change are expected to lead to sea level rise, desertification, and increased rainfall variability. While such hazards drive internal and cross-border displacement in the Horn of Africa, in many circumstances these movements occur within a complex environment impacted by poverty, conflict, generalized violence, and governance challenges. Pastoralists in the Horn of Africa have historically adapted to environmental variability by moving, often across international borders, to access grazing and water resources during disasters such as drought, however pastoralists can also become displaced when their adaptive capacity is exhausted.

Despite the existence of people crossing borders in the context of disasters, there is no assurance under international law that a person will be admitted and receive protection in another country in the context of a sudden-onset or slow-onset disaster. Most recently, the 2011 – 2012 drought crisis in the Horn of Africa highlighted this gap, although some countries granted *prima facie* refugee status to asylum seekers fleeing drought-affected areas applying national refugee legislation based upon the AU Refugee Convention. Notably, the 2014 IPCC Report on Climate Change has stated that climate change is also likely to contribute to increased internal and cross-border displacement globally, a phenomenon addressed in various climate change plans in the Horn of Africa region.

To discuss these and other issues, the technical workshop was organized in four parts. The first part provided an overview of cross-border displacement in the context of disasters in the Greater Horn of Africa. The second part included panel presentations and discussion on four thematic issues: 1) Protecting the Displaced; 2) Internal and Cross-Border Movements of Pastoralists; 3) Migration as Adaptation to Environmental and Climate Change; 4) Disaster Risk Reduction and Resilience Building Measures in the Context of Displacement. The third part took the form of working groups organized according to the thematic issues, and tasked with identifying needs and challenges, highlighting existing good practices, and formulating new policy recommendations to respond to the identified gaps. The outcome of each group's deliberation was shared for plenary discussion. Finally, the technical workshop concluded with a dis-

ussion about how to incorporate the outcomes from the Regional Consultation within existing processes at the international, regional and sub-regional level.

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

- Preventing and mitigating the impact of all forms of displacement in disaster contexts is a development issue that should be addressed within national and regional disaster risk reduction, climate change, and humanitarian response policies and plans.
- Acknowledge the value of and allow the traditional practice of pastoralists to move internally and across international borders to access water, pastures and regional markets as a method to adapt to drought.
- Acknowledge the potential of helping families and communities adapt to environmental stress if some of their members are allowed to migrate abroad, send back remittances, and return with newly acquired skills to their areas of origin.
- Recognize that people displaced across borders in the context of disasters, including drought, should be admitted when their lives or health are at risk, and they have no access to protection and assistance in their country of origin and government capacity to respond is overwhelmed.
- Establish and strengthen coordination and response mechanisms to address cross-border population movements in the context of climate change and disasters in all areas.
- Human mobility strategies should address the specific protection needs of particular groups, such as pastoralists, older persons, people with disabilities, women, and children.
- Data collection and analysis systems relevant for human mobility in the context of disasters need to be reviewed and appropriately updated to inform policy responses at all levels.

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

⁵ For the purposes of this paper, the Greater Horn of Africa refers to Member States of the Intergovernmental Authority on Development (IGAD): Djibouti, Eritrea (suspended, 2007), Ethiopia, Kenya, Somalia, South Sudan, Sudan, and Uganda.

2.2.2. Opening Session to the Technical Workshop

The first session of the technical workshop provided an overview of the Nansen Initiative, presented the findings from the second Regional Consultation in Central America, and the Nansen Initiative Greater Horn of Africa Civil Society meeting, and included an overview perspective on the topic of climate change and human mobility in the region.

Key messages from the presentations and discussion:

- Based upon the Greater Horn of Africa's historical experience with disaster and displacement, it should hope for the best but prepare for the worst.
- International law does not adequately address the protection needs of people displaced across international borders in the context of disasters.
- Central American states are considering how to harmonize their responses to cross-border displacement in disasters through a workshop on humanitarian visas in 2015.
- Practical solutions are needed to respond to the Region's challenges of human mobility in the face of a growing number of events linked to natural hazards.
- Civil society organizations from the Greater Horn of African region have highlighted the importance of regional approaches to respond to human mobility in disaster contexts.

Presentations

Overview of Cross-Border Displacement and the Context of Disasters: The Perspective of Uganda

H.E. Musa Francis Eweru

Minister for Disaster Preparedness and Refugees, Government of Uganda

Eweru presented an overview of current natural hazards facing Uganda such as landslides, floods, and drought explaining that when compounded by a lack of development and vulnerabilities compounded by severe income gaps, the resulting disasters have the potential to lead to displacement and conflict. He said that Uganda would like to share its experience resettling two million IDPs (1987 – 2007) within the context of the Nansen Initiative, so that the region can hope for the best but prepare for the worst, for example by developing sustainable land and water conservation efforts to guard against future conflicts over water points and land.

Presentation of the Nansen Initiative and Background for the Horn of Africa Consultation

Prof Walter Kälin

Envoy of the Chairmanship of the Nansen Initiative

Kälin provided an overview of the number of people displaced each year in the context of disasters linked to natural hazards, and shared the specific example of the 2010 earthquake in Haiti, when tens of thousands of people fled from Haiti to the Dominican Republic. He explained the existing gap in the international normative frameworks for cross-border displacement in the context of disasters. In this region, Kälin recognized that many Somalis had been granted refugee status during the 2011 – 2012 drought crisis. However, he observed that this situation was unique, and that in other parts of the world refugee law has never been explicitly applied in a disaster situation. Kälin highlighted that other legal gaps include standards regarding the admission and return of people displaced across international borders in the context of disasters, and identified limited cross-border cooperation and unclear organizational mandates as operational and institutional gaps.

Conclusions from the Nansen Initiative Central American Regional Consultation, December 2013

Mr Juan Carlos Méndez Barquero

National Emergency Commission, Government of Costa Rica

Méndez Barquero screened a video from the Nansen Initiative Central American Regional Consultation hosted by the Government of Costa Rica in December 2013, expressing hope that this Regional Consultation will result in similar conclusions to meet the challenge facing the Greater Horn of Africa. He explained that with the technical support of the Nansen Initiative, the Government of Costa Rica was in the process of convening a meeting with regional migration directors to follow up on the Regional Consultation's recommendation to adopt and harmonize humanitarian visas for in disaster contexts. Political commitment is important.

Overview Perspective: “Climate Change and Human Mobility”

Prof Richard Samson Odingo

University of Nairobi

Odingo described how droughts, floods, famine and disease prompt large-scale human migration, posing particular challenges for agriculturalists and nomad pastoralists whose knowledge and experience to migrate as an adaptation measure to environmental stress based upon thousands of years of experience now face difficulty when they cross porous borders and look for water and grazing areas to visit their relatives and clans on either side of the border without legal documents. He challenged the efficacy of attempts within the region to make nomadic peoples sedentary through support for agriculture as it is against cultural trends, observing that when people are hungry, they will ignore borders- thus emphasizing the importance of the Nansen Initiative in helping to identify practical solutions and pre-existing institutions for pastoralists as they face increasingly levels of stress linked to climate change.

Outcomes from the Nansen Initiative Horn of Africa Civil Society Meeting

Ms Sylvia Atugonza

Riamiriam Civil Society Network, Karamoja, Uganda

Atugonza presented the key conclusions from the Nansen Initiative Greater Horn of Africa Civil Society meeting held in Nairobi, Kenya from 3-4 March 2014, bringing together 50 participants to discuss cross-border displacement in the context of disasters. She presented four key action areas: 1) helping people stay in their homes through resilience building activities, investing in livelihoods, and disaster risk management activities; 2) facilitating pastoralist movement to adapt to environmental stress, managing conflict over scarce natural resources, and fully implementing free movement of persons mechanism; 3) ensuring that people displaced across international borders in the context of disasters can access protection and assistance, such as by applying the AU Refugee Convention; and 4) providing assistance and resilience building support to communities that host displaced persons.

2.2.3. Overview of Cross-Border Displacement, Humanitarian Challenges and Disasters in the Greater Horn of Africa

This session explored the linkages between environmental degradation and voluntary migration as a way to adapt to environmental changes. It provided an opportunity to learn how existing government and international organizations’ policy responses may be utilized to facilitate migration as a response to climate change and environmental degradation.

Key messages from the presentations and discussion:

- Displacement and migration, although interlinked, must be distinguished so that adequate policy responses can be developed to meet the needs of those moving in the context of disasters.
- The early action and early recovery principle in disaster-prone regions have proven successful in reducing the number of people displaced and needing humanitarian assistance in times of drought in Kenya.
- Countries within the Greater Horn of Africa need to prepare for how the increased intensity and frequency of disasters associated with climate change will impact human mobility.
- Protection frameworks for those displaced across border in disaster contexts need to be reviewed given that while some asylum seekers fleeing in the context of the 2011 – 2012 drought crisis were able to receive refugee status in surrounding countries, others may not fit within existing legal regimes.
- Improved data collection and analysis systems on the relationship between natural hazards and human mobility are important to support governments in their efforts to prevent displacement when possible, and prepare for displacement when it cannot be avoided.

Presentations

Managing Risks Rather Than Crisis: Experiences of the Kenya Red Cross

Dr Abbas Gullet

Secretary General, Kenya Red Cross

Gullet observed that while displacement and migration are interlinked, but must be distinguished, emphasizing that migration in the context of disasters and/or conflict can be a positive adaptation strategy when it enhances the resilience of an affected population. He provided examples of how the Kenya Red Cross’ disaster risk reduction (DRR) activities emphasize the prevention of

internal and cross-border displacement by drawing on the principle of “early action and early recovery” in disaster-prone regions, through activities such as farming projects and increased access to water sources through new technology, to integrate DRR, climate change adaptation, humanitarian, development and food security interventions conducted by IFRC, government, NGOs and the international community.

Climate Change, Disasters, Adaptation and Human Mobility in Africa

Prof Oliver Ruppel

Stellenbosch University

Ruppel explained that there is scientific consensus that climate change is increasing number and intensity of natural hazards, noting that in 2010 the UN Security Council identified climate change as a threat to international peace and security, with the International Panel on Climate Change continuing to seek to identify threats and provide evidence to the world and governments to inform appropriate policy action. He said that the Horn of Africa and the international community need to prepare for more internal and cross-border displacement in light of natural hazards associated with climate change compounded by poverty, conflict and population growth, noting that while law is not the answer, the Nansen Initiative protection agenda can provide a framework for new, predictable policies and action to achieve appropriate solutions through international cooperation, such as within the UNFCCC process.

Disaster-Related Displacement in the Horn of Africa

Dr Vikram Kolmannskog and Dr Tamer Afifi

Independent Expert and United Nations University

Kolmannskog prevented findings from the joint study conducting field interviews with drought-affected Somalis seeking asylum in Kenya, Egypt and Yemen during the 2011 – 2012 drought crisis, concluding that natural hazards interacted with social and political factors to create the disaster that ultimately triggered the displacement over a million people, including some across international borders. He explained that while some asylum seekers were granted refugee status, others potentially fell outside of existing legal frameworks, suggesting the need to look at customary practices, facilitated labour migration, or regional disaster displacement mechanisms to address displaced persons’ protection needs for livelihood opportunities, shelter, food security, education, access to health care, and security, as well as finding durable solutions to end their displacement.

Current and Anticipated Displacement in the Context of Disasters in the Horn of Africa

Mr Justin Ginnetti and Dr Travis Franck

Senior Advisor, Internal Displacement Monitoring Centre (IDMC) and Senior Scientist and Policy Analyst, Climate Interactive

Ginnetti provided an overview of IDMC’s project to provide evidence on the scale, scope and patterns of displacement in disaster-cross-border when possible within the five regions addressed within the Nansen Initiative Regional Consultations, highlighting data collection and analysis as a key challenge in provide comprehensive information. He and Franck demonstrated a model currently under development that will allow policy makers within the Horn of Africa to predict when the displacement of pastoralists, meaning when they no longer have a herd that can support their livelihood needs, may occur by allowing the user to apply different variables to statistical information collected, such as both variations in rainfall, population growth, or policy interventions.

Legal Frameworks for Addressing Cross-Border Displacement Contexts in the Horn of Africa

Ms Tamara Wood

Nettheim Doctoral Teaching Fellow and PhD Candidate, Faculty of Law, University of New South Wales

Wood provided an overview of three key legal frameworks for addressing cross-border displacement in the context of disasters, finding first that the 1969 African Refugee Convention’s clause “events seriously disturbing public order” could be applied in certain disaster situations if the interpretation focuses on the effect, not the cause, on public order, but noted challenges for interpretation, application in smaller-scale or slow-onset disasters, and finding durable solutions. She also identified the importance of implementing existing legal frameworks for internal displacement as key to preventing cross-border displacement, and concluded by observing that while free movement protocols could address some protection needs for displaced persons, the need for valid travel documents and the possibility of suspending free movement in the event of refugee influx posed challenges for additional consideration.

3.2.4. Protecting the Displaced: Challenges and Opportunities

During this session, participants explored the region's history with internal and cross-border displacement in the context of different disasters, and examined to what extent existing legal frameworks adequately address the protection and assistance needs of such people. In general, participants agreed that people displaced internally or across international borders should be protected and assisted, and that such measures should also include assistance for hosting communities. The panel was moderated by Prof. Walter Kälin, Envoy of the Chairmanship of the Nansen Initiative.

Key messages from the presentations and discussion:

- Disasters already contribute to internal and cross-border displacement in the region, and climate change is expected pose even greater challenges to the region.
- Continued discussion at the regional and international level is necessary to identify or develop harmonized legal frameworks to respond to such current and future challenges associated with disasters and displacement.
- The interpretation of the AU Refugee Conventions' clause "events seriously disturbing public order," which was applied in the context of the 2010 – 2012 drought crisis given the complex security environment within Somalia, should be explored in light of current realities linked to disasters and climate change, including events such as volcanic eruptions or situations without conflict.
- Human failure is an element in all disasters that leads to displacement, therefore continued efforts are necessary to improve the resilience of those exposed to natural hazards to try to prevent displacement when possible.
- Continued efforts to improve humanitarian assistance to displaced persons are essential, particularly in efforts to find durable solutions to displacement through a "self-reliance" approach.
- Traditional community-based mechanisms should be utilized to support displaced persons, particularly pastoralists.
- International solidarity and financial support is still important within efforts to identify a regional approach to the challenge of disasters, climate change and human mobility.

Additional conclusions from the working group:

- Criteria, guidelines, and screening procedures are needed to identify when a person is displaced in the context of both slow- and sudden-onset disasters to develop appropriate legal and policy responses, including the facilitation of livestock movement across international borders and recognizing the multi-causality of displacement.
- Such guidelines should also address finding durable solutions, and determining when return is possible.
- Existing national legislation should be reviewed to determine to what extent protection is already provided to displaced persons in disaster contexts.
- Training should be provided at the municipal level for those officials working with people displaced in disaster contexts, including those arriving across international borders.
- Host countries' capacities should be developed to receive displaced persons, including camp management systems.

Protecting the Displaced: The Perspective of Uganda

H.E. Musa Francis Ecweru

Vice-Minister, Disaster Preparedness and Refugees, Government of Uganda

Ecweru emphasized that when seeking practical solutions to the challenges linked to displacement in disaster contexts one must remember that: 1) while relief is charitable, it cannot be perpetual; 2) humanitarian assistance is a calling to deliver hope to those in distress; and 3) even in displacement, victims have rights. Drawing on his experience assisting two million IDPs between 1987 – 2007 and the current 400,000 refugees currently hosted by Uganda, he advocated for the adoption of Uganda's liberal refugee policy that supplies refugees with fertile land to restart their livelihoods with some humanitarian support. He emphasized the need for continued discussion in the region and at the international level about how to develop laws that are relevant to the current challenges that climate change poses, in particular when people increasingly "follow their water" across international borders to find watering points and pasture for their livestock in times of environmental stress.



Applying the 1969 AU Convention on Refugees in Disaster Contexts: Opportunities and limitations

Mr Salaton Leteipan

United Nations Office of the High Commissioner for Refugees (UNHCR), Kenya Office

Leteipan described how at the height of the 2011 – 2012 drought crisis, UNHCR Kenya received up to 1,500 people each day in Dadaab, Kenya who had walked under precarious conditions from Lower and Middle Juba and other areas of Somalia affected by the drought. He explained how UNHCR and the Government of Kenya debated what legal tool could be applied in response to the influx, ultimately decided to apply the “events seriously disturbing public order” clause within the 1969 AU Refugee Convention and the 2006 Refugee Act based upon the recognition that people had fled drought within a complex environment compounded by security concerns that collectively impacted their coping capacity and consequently forced them to flee to access assistance and protection. Once decided, Leteipan said that the Government of Kenya opened its borders and allowed UNHCR register and grant refugee status to the asylum seekers, concluding that the remaining challenge is to find durable solutions.

Protecting the Displaced: The Perspective of Kenya

Mr Haroun C. Komen

Commissioner, Department of Refugee Affairs, Government of Kenya

Komen observed that human failure is an element within all natural hazard-related disasters around the world, and that as the frequency and intensity of disaster increase, so too will internal and cross-border displacement. He described Kenya’s experience receiving up to 200,000 Somalis displaced to Kenya, a 2009 landslide in Kenya that killed 15 people when they failed to heed earlier warnings, and reflected upon the IDPs who fled the 2008 post-election violence that was later followed by a food crisis linked to severe inflation. Komen concluded that such problems can affect any country in the region, and thus solutions need to improve political governance in the region to strengthen regional coping capacity, including strengthening early warning systems, taking action to meet people’s livelihoods needs in the most vulnerable countries where resilience is weak, and providing urgent humanitarian assistance to displaced people when it is needed.

Protecting the Displaced: The Perspective of Somalia

Ms Jawahir Y. Adam

Senior Adviser on Refugee & IDPs, Ministry of Interior, Federal Republic of Somalia

Adam explained that Somalia's 23 civil wars, famine, and terrorist activities have resulted in a large amount of displacement, noting that Somalis encompass the second largest number of refugees in the world, and that the country is also a hazardous migration point for those crossing the Gulf of Aden. She explained that the Government is doing everything it can to support durable solutions for displaced Somalis, citing the 10 November 2013 the Federal Government of Somalia signed a tripartite agreement with UNHCR and the Government of Kenya that guarantees refugee return in safety and dignity, the negotiation of similar arrangements with other governments in the region, and the finalization of a policy framework for internal displacement but emphasized that the Government needs international cooperation to meet these goals, and others.

2.2.5. Internal and Cross-Border Movement of Pastoralists

This session provided an opportunity to learn about how pastoralist traditionally migrate as an adaptation measure to environmental stress, what challenges are currently limiting this adaptation practice, and under what circumstances pastoralists can become displaced. The session was moderated by Ms Nina Schrepfer, Legal Advisor to the UN special rapporteur on the human rights of internally displaced persons, who began the discussion by presenting the concept of displacement in the context of pastoralism, explaining it as a process of impoverishment when herd loss ultimately forces a person to drop out of the pastoralist lifestyle.

Key messages from the presentations and discussion:

- Pastoralists increasingly cross borders in the context of environmental stress as an adaptation measures, despite growing violence between groups, among other challenges.
- Mobility is key to ensuring that pastoralist lives and lifestyles can be preserved in light of environmental stress.
- Drought, in combination with other factors, can lead to the displacement of pastoralists through a process of impoverishment that forces them to leave their nomadic lifestyle.
- An integrated set of humanitarian and development measures in pastoralist communities are essential build the resilience of those living in areas exposed to natural hazards and prevent “drop-outs” from pastoral communities.

Additional conclusions from the working group:

- Needs assessments should be undertaken at the community level to assess the likelihood that pastoralists may become displaced in the future, and to determine the capacity of potential host communities to receive displaced persons.
- The use of bilateral Memorandums of Understanding between countries should be encouraged to support the use of traditional pastoralist pathways, addressing issues such as the need for identity documents.
- Planning and policy processes should maintain flexibility at all levels of government to adapt to future changes, such as the impact of climate change or security considerations, on mobility patterns and needs.

Pastoralist Movement and Adaptation to Climate Change

Mr Alex Flavell

International Organization for Migration Tanzania

Flavell presented the inter-agency Security in Mobility initiative that undertook assessments in Kenya and Tanzania to explore pastoralists' capacity to migrate in the context of environmental stress, which found that pastoralists are aware of, but struggle to deal with climate change, particularly in the context of other challenges such as borders and administrative boundaries, changing land use, growing settlements, violence conflict over resources, cattle rustling, and wildlife conservation parks (particularly Tanzania). He said that cross border movement is increasing, noting for example 2009 drought when Maasai moved across the border into Tanzania, and that income diversification, often linked with more semi-sedentary lifestyles and rural to urban temporary migration (*predominantly* young males) is also on the rise. He concluded that mobility is key to the survival of pastoralist lives and livelihoods, even more so in the context of climate change adaptation, and recommended the creation of “an agenda for a regional normative framework” to build partnerships, implement existing relevant frameworks and harmonize national laws and policies.

A Conceptual Study on the Internal Displacement of Pastoralists in Kenya

Ms Nina Birkeland

Senior Adviser, Norwegian Refugee Council

Birkeland presented NRC's study, facilitated by the Kenya Red Cross in collaboration with the Nansen Initiative and IDMC, that explores the topic of internally displaced pastoralists in Kenya, and ultimately develops three typologies of pastoralists movement along a continuum of voluntariness, describing the first two as voluntary (traditional nomadism and adaptive migration) and the third as forced (displacement). She explained that the study defined displaced pastoralists as persons or communities who have lost access to their habitual pastoral living spaces through an impoverishment process characterized by a fundamental disruption of life due to multi-causal factors, noting that pastoralists are uniquely affected by climate change and that strengthening their resilience requires linking humanitarian and development response efforts to address the multiple underlying causes displacement.

Internal and Cross-Border Movement of Pastoralists: The Perspective of Kenya

Mr Paul Kimeu

National Drought Management Authority (NDMA), Government of Kenya

Kimeu described various activities that the NDMA undertakes within the "End Drought Emergencies" projects, highlighting how interventions prioritizes areas that are prone to drought given arid or semi-arid lands, where threats to pastoralism include diminishing natural resources, changing grazing patterns and corridors, land sequestration, erosive impact of livestock disease, insufficient market access and rising commodity prices, as well as water scarcity, insecurity, conflict, and cattle rustling. He argued for increased investments to enhance pastoralism as a way of life, prevent dependency on humanitarian aid and limit pastoralists from dropping out (close to one million people) through measures to increase resilience to drought, such as allowing cross-border movements with legal documents, mapping out migration routes to pre-identify land for pastoral use, livestock insurance, comprehensive development for host communities, and the development of industries for pastoral products.

2.2.6. Migration as Adaptation to Environmental Impacts Linked to Climate Change

Workshop participants in this session discussed to what extent migration was recognized as a potentially positive form of adaptation to slow-onset disasters or environmental degradation, and identified opportunities for further action to incorporate migration as adaptation within existing national and regional laws and policies. The session was moderated by Eng. Omedi Moses Jura, National Climate Change Secretariat at the Kenyan Ministry of Environment, Water and Natural Resources.

Key messages from the presentations and discussion:

- IGAD's draft Protocol on Free Movement does not currently address human mobility in disaster contexts, although migration as adaptation is recognized within IDDRSI's resilience building measures in arid and semi-arid lands, and the issue could be addressed within the Regional Consultative Process on Migration.
- Migrants moving within and outside of the region face severe protection risks both during transit and upon arrival to their destination.
- Tanzania has a diverse set of legal frameworks to address the protection needs of displaced persons and migrants, although further developments are underway.
- Yemen needs continued regional and international support to respond to the protection and assistance needs of asylum seekers, refugees, IDPs, and migrants.

Additional conclusions from the working group:

- Measures to promote migration as a form of adaptation should support movement building upon existing migration pathways where migrants are more likely to find community support or kinship ties along the journey or upon arrival to the destination.
- Additional research is needed to more fully understand the stages of migration in the context of disasters so that appropriate policy and legal responses can be developed accordingly.
- Migration as adaptation measures should be sensitive and seek to address potential challenges related to traditional land use systems.

IGAD Protocol on Free Movement of Persons

Ms Caroline Njuki

Regional Migration Coordinator, Intergovernmental Authority on Development (IGAD)

Njuki introduced IGAD, an Africa Regional Economic Community of the African Union, which was originally founded in 1986 to address drought and desertification and was later revitalized to include environmental protection, peace, security and humanitarian affairs, economic cooperation and integration, and social development. She explained that while IGAD has recognized migration as a form of adaptation within IDDRSI, the present draft IGAD Protocol on Free Movement, which is based upon the concept of visa free entry with valid travel documents, does not currently address the issue of disaster-displacement or pastoralism and transhumance, although the latter is under discussion. Njuki said that it does address the right to seek employment and residence, harmonized labour standards, and recognition of academic and professional qualifications.

Protection Challenges in the Context of Mixed Migration

Ms Noela Barasa

Senior Project Officer, Regional Mixed Migration Secretariat (RMMS)

Barasa presented the four main pathways from the Horn of Africa along which “mixed migrants” travel, often under treacherous conditions, in search of improved physical and economic security. Noting that the number of youth migrating is on the rise, she described the numerous protection challenges facing migrants, including trafficking, physical abuse and extortion, starvation or abuse during transit, rape and sexual assault, kidnapping for ransom, and arrest or deportation upon arrival in their destination. Barasa identified the lack of a comprehensive regional strategy to protect the human rights of migrants as a key challenge, along with the growing number of migrants who continue to move despite knowledge of the severe risks they will face along their journey.

Migration as Adaptation: The Perspective of Tanzania

Ms Opportuna Kweka

Senior Lecturer, UDSM

Kweka presented an overview of Tanzania’s existing and draft laws and policies related to migration, refugees and displacement generally, highlighting current efforts on drafting a national migration policy that presently focuses on development and poverty issues rather than climate change, as well as the country’s generous refugee policy, which includes a “peasant permit” that allows refugees to access land rather than settling irregularly. Although Tanzania does not have an IDP policy, she explained that other national laws address the human rights of IDPs in disaster contexts, such as floods in Dar-es-Salaam and droughts in Maasai pastoral areas, and that the country is in the process of ratifying the Kampala Convention. Kweka highlighted the region’s association of migration with peace and security issues as a key challenge, as well as the lack of reliable migration data, and the need to ensure a cross-cutting, comprehensive response to disasters and human mobility.

Migration as Adaptation: The Perspective of Yemen

H.E. Hammad Abdullah Dahan

Government of Yemen

Dahan stated that Yemen faces challenges providing protection and assistance to refugees and IDPs, noting that UNHCR assists refugees since Yemen has not signed the 1951 Refugee Convention and that a National Strategy for IDPs is also under development. However given Saudi Arabia’s border closure over the past two years, in addition to Yemen’s own political and economic problems, he said that his country’s biggest challenge is responding to needs of irregular migrants, who often travel dangerous routes across land and sea with smugglers, who use Yemen as a transit country to reach the Gulf Countries. Emphasizing the need for continued international assistance, Dahan called for increased regional and international cooperation to follow up on the Sana’a Declaration from the 2013 Regional Conference on Asylum and Migration, highlighting that for its part, Yemen is finalizing a legal framework to address human trafficking as well as preparing for the annual meeting on follow up to the Sana’a Declaration.

2.2.7. Disaster Risk Reduction and Resilience Building Measures in the Context of Displacement

Workshop participants in this session discussed how to incorporate human mobility within national, regional, and international disaster risk reduction plans and policies. The session was moderated by Dr. John Campbell, Senior Lecturer at the University of London.

Key messages from the presentations and discussion:

- Ethiopia's early warning and disaster risk reduction activities in combination with development strategies were key to reducing the impact on displacement and food security during the 2010 – 2011 drought, although more reliable data is still needed to improve the response.
- Civil society organizations play an important role in building resilience to natural hazards in Ethiopia.
- IDDRSI's overall strategies to prevent future drought crisis are relevant for addressing human mobility in the context of disasters.
- Regional and global disaster risk reduction frameworks are an important component of developing a comprehensive approach to building resilience as a means to prevent displacement in disaster contexts.

Additional conclusions from the working group:

- Disaster risk reduction plans should include the protection and assistance needs of international migrants, including those in transit, who may be in a disaster-affected country.
- Disaster risk reduction plans should apply a human rights approach based upon the principles of consultation and participation with affected communities, and should seek to integrate informal and customary systems.
- Risk profiling should include potential displacement from urban areas.
- The sharing of good practices and joint planning between countries should be promoted, including through forums outside of formal regional mechanisms like IGAD.

Disaster Risk Reduction and Resilience: The Perspective of Ethiopia

H.E. Shemsedin Ahmed

Government of Ethiopia

Ahmed stated that the Government of Ethiopia's early warning and disaster risk reduction efforts have significantly reduced the number of people displaced in disaster contexts, citing the 2010 – 2011 drought as a recent example. He highlighted the success of the Growth and Transformation Plan to target food insecure areas as key, as well as ongoing development efforts that include support for small-scale farmers and expanding access to electricity to 75 per cent of the population. Ahmed concluded by expressing his government's commitment to work with other states in the region to address the issue of disasters, climate change and cross-border displacement in the Greater Horn of Africa region.

Regional Disaster Risk Management and Resilience: A community based perspective in Ethiopia

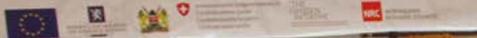
Mr Daniel Temesgen Gelan

Research Officer, Pastoralist Forum Ethiopia

Gelan provided a comprehensive overview of Ethiopia's national disaster risk management strategies and mechanisms, emphasizing the crucial link to development and food security strategies as well as mechanisms to ensure early warning and early response to disasters, down to the lowest administrative level (kebele). He also highlighted the role of local civil society organizations in building resilience to natural hazards, such as local pastoralist women's associations that grow fodder for livestock, rehabilitate communal grazing lands relying on traditional methods, as well as other projects that facilitate knowledge sharing, conserve water sources, provide mobile schools for pastoralists, and support diversified livelihood opportunities. Gelan concluded by noting the ongoing challenge to collect reliable data, ensure good governance, and manage conflict, among other issues.

Nansen Initiative Regional Consultation

Natural Hazards, Climate Change and Cross-Border
Displacement in the Greater Horn of Africa:
Protecting People on the Move
21 - 23 May 2014 - Boma Hotel, Nairobi, Kenya



Presentation of IGAD's Drought Disaster Resilience and Sustainability Initiative (IDDRSI)

Dr Aden Bika

IGAD Centre for Pastoral Areas and Livestock Development (ICPALD)

Bika explained that IDDRSI's origin's first emerged in 2011 during a joint IGAD and EAC conference that took place during the region's worst drought in 60 years, and that IDDRSI's ultimate goal is to end all drought emergencies in the region. To date, he said that the Steering Committee had developed a Strategy and Action Plan to support the implementation of Country and Regional Programming Papers that collectively aim to coordinate a regional response that includes resource mobilization, knowledge management, and country focal points on national drought resilience. Bika stated that programming included issues such as food security, environmental and national resource management, and shared aquifers that span international borders, but that Pillar 6 included a specific reference to migration.

Locating Displacement in Post-2015 Framework for Disaster Risk Reduction

Ms Sharon Rusu

Head of Regional Office for Africa, UNISDR

Rusu observed that while disaster risk loss databases host growing information about the impact of disasters on development and education, less is known about the impact on displacement, which is most commonly addressed within the regional at the national level as a humanitarian problem. Citing the need for more sustainable, cross-border approaches, she welcomed the Nansen Initiative as a positive, bottom-up approach to determine and respond to the legal and policy needs for disasters and displacement at the regional and country level, particularly in regards to disaster risk reduction which she argued should be more aligned with development rather than just humanitarian strategies. Rusu highlighted that the 4th Global Platform on Disaster Risk Reduction had identified the link between climate change, disasters and displacement, as well as the relationship between natural hazards and conflict, thus making it an appropriate framework to respond to the role of strengthened resilience to disasters and the prevention of conflict and disaster-induced displacement.

2.2.8. Incorporation of Cross-Border Movements in Disaster Contexts within Regional and International Processes

Workshop participants in this session discussed how to incorporate human mobility related to disasters within relevant national, regional, and international plans and policies. The panel was co-chaired by Mr. Johan Meyer, Refugee Policy Director, Norwegian Ministry of Foreign Affairs, and Mr. Adrian Junker, Head of Section for Humanitarian Policy and Migration, Swiss Ministry of Foreign Affairs.

Key messages from the presentations and discussion:

- Various processes and policies under development within IGAD and the EAC provide opportunities to continue to address the issue of disaster, climate change and human mobility within the Greater Horn of Africa region.
- The concept of disaster risk reduction and management has evolved to move away from response toward both national and regional actions to prevent exposure to natural hazards and displacement.
- Humanitarian assistance strategies also need to address the specific needs of displaced persons in disaster contexts.

IGAD Regional Consultative Process

Ms Caroline Njuki

Regional Migration Coordinator, Intergovernmental Authority on Development (IGAD)

Njuki stated that the 2015 Regional Consultative Process, with the support of a Swiss-seconded migration expert, will include a dialogue specifically focusing on the Nansen Initiative's thematic work of disaster, climate change and human mobility to contribute to the development of a common understanding of the issue at the regional level, and to develop recommendations that can further contribute to drafting of the Nansen Initiative protection agenda on cross-border displacement in the context of disasters. She identified the draft IGAD Transhumance Protocol under negotiation in June 2014, and the ongoing work of IDDRSI as other key opportunities within which the outcomes of the Regional Consultation could be contributed.

East African Community Policies and Frameworks

Mr Brian Ochami Otiende

East African Community (EAC)

Otiende identified potential opportunities to integrate the issue of disaster, climate change and human mobility within the EAC's ongoing policy processes, highlighting in particular the activities taking place as part of the 2011 EAC Climate Change Policy and the draft bill on disaster risk reduction and management currently under review by the EAC Council of Ministers, as well as protocols on environmental and natural resource management, and peace and security which includes disaster preparedness. He also highlighted the Common Market Protocol, which aims to facilitate free movement of persons and goods, as potentially being used to facilitate the movement of people forced to cross borders in disaster contexts.

Post-2015 Framework for Disaster Risk Reduction

Mr Animesh Kumar

UNISDR

Kumar explained how disaster risk reduction paradigms have evolved over past decades from improving coordination on disaster management to now identifying how risk can be prevented in the first place, and in the context of the discussion at hand, to prevent displacement in disaster contexts. He stated that during the recent May 2014 African Regional Platform that will contribute to the creation of a post-2015 framework for disaster risk reduction, states had identified the need to develop trans-boundary policies, including the potential for cross-border movements in disaster contexts, and identified the need to adopt a rights based approach to disaster risk management. Kumar noted that the current draft EAC bill on disaster risk reduction and management specifically discusses displacement in disaster, including across international borders, and that IDDRSI, which mainstreamed principles from the Hyogo Framework, also references migration in Pillar 6.

World Humanitarian Summit

Mr Patrick Lavand'Homme

Officer in Charge, OCHA Eastern Africa

Lavand'Homme introduced the World Humanitarian Summit process, which includes a series of regional consultation seeking input from governments, international organizations, the private sector and community responders to agree upon a future agenda for humanitarian action based upon four thematic issues: humanitarian effectiveness, reducing vulnerability and managing risk, transformation through innovation, and serving the need of people in conflict. He announced that the Southern and Eastern Africa consultation is planned to take place in October 2014 in Johannesburg, and invited all participants to contribute by either participating in person or through online discussion forums.

2.3. EXAMPLES OF EXISTING PRACTICE AND POLICIES

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

The following list of examples from the Greater Horn of region was not formally endorsed by the participants, and is neither exhaustive nor necessarily representative of the breadth of practice presented and discussed during the Consultation. It also does not do justice to the complexity, richness and wider consequences and impact of the actions. Nevertheless, these brief descriptions pulled out of participants' presentations and discussions may provide inspiration for action elsewhere.⁶

Community level

- Customary and traditional practices facilitate the cross-border movement of pastoralists in border areas through local level negotiation and mediation to address potential or existing conflict between moving and receiving communities, such between the Karamojong and Pokot in the border areas of Uganda and Kenya.

- In Tanzania, community level conflict management groups mediate between farmers and pastoralist.
- Various methods exist to record and manage livestock movements at the local level within the Region, including the branding of livestock and bylaws governing their movement and grazing.
- Mosques in Yemen are used to communicate early warning information at the community level.
- Kenya, Ethiopia and Uganda use customary mechanisms for management of natural resources.

National Level

- Nomadic education programs in Kenya allow children to continue their education while moving with their pastoralist communities.
- "Development Assistance for Refugee Hosting Areas," such as through the construction of hospitals, in Kenya have helped to ease potential tensions between displaced and host communities, although maintaining funding for such "development" programs in humanitarian contexts can be a challenge over time.
- The Government of Tanzania provides "peasant permits" that allow refugees to access land rather than settling irregularly.
- The Government of Uganda provides refugees with fertile land in the form of a trust for their personal use until a durable solution to their displacement is found.
- Naturalization of long-term refugees in Uganda and Tanzania is one durable solution in refugee contexts.
- Kenya, Sudan, Uganda, and Yemen have adopted IDP policies to address the protection and assistance needs of displaced persons in disaster contexts.
- National policies to facilitate the sending of remittances from diaspora and diaspora networks.
- The Government of Kenya's Vision 2030 for climate change includes provisions for drylands development that address human mobility considerations.

Regional level

- The Kampala Convention recognizes internal displacement in the context of disasters.

International

- The United States Government granted temporary protection status to Somalis in light of the challenges posed by the 2011 – 2012 drought.

⁶ Please also note that each presentation from the technical workshop has been uploaded to the Nansen Initiative website: www.nanseninitiative.org



3. ANNEXES

3.1. GREATER HORN OF AFRICA REGIONAL CONSULTATION AGENDA

Day 1 / Wednesday, 21 May 2014	
08:00 – 08:30	Registration
08:30 – 09:00	<p>Welcome and Opening Ceremony</p> <p>Master of Ceremony: Dr. Alice Akinyi Kaudia Environment Secretary, Ministry of Environment, Government of Kenya</p> <p>H. E. Ambassador George Martin Deputy State Secretary, Government of Switzerland, Chairmanship of the Nansen Initiative</p> <p>Mr Ahmednur Abdi Country Director, Norwegian Refugee Council Ethiopia</p> <p>H. E. Prof. Judi W. Wakhungu Cabinet Secretary, Ministry of Environment, Water and Natural Resources, Government of Kenya</p>
09:00 – 09:30	<p>Prof. Walter Kälin, Envoy of the Chairmanship of the Nansen Initiative Presentation of the Nansen Initiative and Background for the Horn of Africa Consultation</p>
09:30 – 10:00	Coffee Break/Photo Session
10:00 – 10:15	<p>Mr. Juan Carlos Méndez Barquero, National Emergency Commission, Costa Rica Presentation of Conclusions from the Nansen Initiative Regional Consultation in Central America, December 2013</p>
10:15 – 10:45	<p>Prof. Richard Samson Odingo, University of Nairobi Overview Perspective: “Climate Change and Human Mobility”</p>
10:45 – 11:15	<p>Ms. Margaret Shava, Facilitator for the Regional Consultation Presentation of Participants and Methodology for the Consultation</p>
11:15 – 11:30	<p>Ms. Sylvia Atugonza, Riamiriam Network Presentation of Outcomes from the Nansen Initiative Horn of Africa Civil Society Meeting, 3-4 March 2014, Nairobi, Kenya</p>
12:30 – 13:30	<p>Lunch</p> <p>Each country to nominate delegate representative to the Drafting Committee.</p>
14:00 – 15:30	<p>Panel 1: Overview of Cross-Border Displacement, Humanitarian Challenges and Disasters in the Horn of Africa</p> <ul style="list-style-type: none"> – Managing Risks Rather Than Crisis: Experiences of the Kenya Red Cross Dr. Abbas Gullet, Secretary General, Kenya Red Cross – Climate Change, Disasters, Adaptation and Human Mobility in Africa Prof. Oliver Ruppel, Stellenbosch University – Disaster-Related Displacement in the Horn of Africa Dr. Vikram Kolmannskog, Independent Expert and Dr. Tamer Afifi, United Nations University – Current and Anticipated Displacement in the Context of Disasters in the Horn of Africa Mr. Justin Ginnetti, Senior Advisor, Internal Displacement Monitoring Centre (IDMC) and Dr. Travis Franck, Senior Scientist and Policy Analyst, Climate Interactive – Protection and Disasters in the Horn of Africa: Norms and practices for addressing cross-border displacement in disaster contexts Ms. Tamara Wood, Netheim Doctoral Teaching Fellow and PhD Candidate, Faculty of Law, University of New South Wales

15:30 – 16:00	Coffee Break
16:00 – 17:30	<p>Panel 2: Protecting the Displaced: Challenges and Opportunities</p> <ul style="list-style-type: none"> – Perspectives from Uganda and the Region H.E. Ecweru Musa Francis, Government of Uganda – Applying the 1969 AU Convention on Refugees in Disaster Contexts: Opportunities and limitations Mr. Salaton Leteipan, United Nations Office of the High Commissioner for Refugees (UNHCR) – Protecting the Displaced – Country perspective Mr. Haroun Komen, Commissioner, Department of Refugee Affairs, Government of Kenya – Protecting the Displaced – Country perspective Ms. Jawahir Y. Adam, Senior Adviser on Refugee & IDPs, Ministry of Interior, Federal Republic of Somalia <p>Moderator: Professor Walter Kälin, Envoy of the Chairmanship of the Nansen Initiative</p>
17:30 – 18:00	Q & A with the Envoy of the Chairmanship
18:00 – 18:15	<p>Nomination of Drafting Committee (one delegate from each country)</p> <p>Submission of Individual Questionnaires</p>
18:45 – 21:00	Reception at the BOMA Nairobi: Hosted by the Ministry of Environment, Government of Kenya
Day 2 / Thursday, 22 May 2014	
08:00–08:30	Summary of Day One/Feedback from Individual Questionnaires
08:30–09:30	<p>Panel 3: Internal and Cross-Border Movement of Pastoralists</p> <ul style="list-style-type: none"> – Pastoralist Movement and Adaptation to Climate Change Mr. Alex Flavell, International Organization for Migration Tanzania (IOM) – A Conceptual Study on the Internal Displacement of Pastoralists in Kenya Ms. Nina Birkeland, Senior Adviser, Norwegian Refugee Council – Country Perspective Mr. Vincent Woboya, Disaster Preparedness and Management Department, Office of the Prime Minister, Government of Uganda – Country Perspective Mr. Paul Kimeu, National Drought Management Authority (NDMA), Government of Kenya <p>Moderator: Ms. Nina Schrepfer, Legal Advisor to the UN SR on the human rights of internally displaced persons</p>
09:30 – 11:00	<p>Working Groups One and Two (2 groups for each topic)</p> <p>Participants will be asked to analyze gaps, identify existing practices and put forward recommendations</p> <p>Coffee Break</p>
11:00 – 12:00	Working Groups Report to Plenary
12:00 – 13:00	<p>Panel 4: Migration as Adaptation to Environmental and Climate Change: Opportunities and challenges</p> <ul style="list-style-type: none"> – IGAD Protocol on Free Movement of Persons Ms. Caroline Njuki, Regional Migration Coordinator, Intergovernmental Authority on Development (IGAD) – Protection Challenges in the Context of Mixed Migration Ms. Noela Barasa, Senior Project Officer, Regional Mixed Migration Secretariat (RMMS) – Country Perspective Ambassador Hammad Dahan, Government of Yemen – Human Mobility – Perspective from Tanzania Dr. Opportuna Kweka, Senior Lecturer, University of Dar es Salaam <p>Moderator: Mr. Eng Omedi Moses Jura, National Climate Change Secretariat, Ministry of Environment, Water and Natural Resources, Government of Kenya.</p>
13:00 – 14:00	Lunch
14:00 – 15:30	<p>Panel 5: Disaster Risk Reduction and Resilience Building Measures in the Context of Displacement</p> <ul style="list-style-type: none"> – Presentation of IGAD's Drought Disaster Resilience and Sustainability Initiative (IDDRSI) Dr. Aden Bika, IGAD Centre for Pastoral Areas and Livestock Development ICPALD – Country Perspective Mr. Gordon Muga, Ministry of State for Special Programmes (MOSSP), Government of Kenya – Country Perspective Ambassador Shemsedin Ahmed, Government of Ethiopia – Regional Disaster Risk Management and Resilience: A community based perspective in Ethiopia Mr. Daniel Temesgen Gelan, Research Officer, Pastoralist Forum Ethiopia – Locating Displacement in Post-2015 Framework for Disaster Risk Reduction Ms. Sharon Rusu, Head of Regional Office for Africa, UNISDR <p>Moderator: Dr. John Campbell, Senior Lecturer, University of London</p>

15:30 – 17:00	Working Groups Three and Four (2 groups for each topic) Participants will be asked to analyze gaps, identify existing practices and put forward recommendations Coffee Break
17:00 – 17:30	Working Groups Report to Plenary
17:30 – 18:00	Summary of Day Two
Day 3 / Friday, 23 May 2014	
09:00 – 09:05	Opening Day Three
09:05 – 10:00	Panel Discussion: Discussion on opportunities for addressing cross-border displacement in disaster contexts in regional processes in the Horn of Africa and beyond – World Humanitarian Summit Mr. Patrick Lavand'Homme, OIC, OCHA – Post-2015 Framework for Disaster Risk Reduction Mr. Animesh Kumar, UNISDR – IGAD Regional Consultative Process Ms. Caroline Njuki, Regional Migration Coordinator, Intergovernmental Authority on Development (IGAD) – East African Community Policies and Frameworks Mr. Brian Ochami Otiende, East African Community (EAC) Moderators: – Mr. Johan Meyer, Refugee Policy Director, Section for Humanitarian Affairs, Ministry of Foreign Affairs, Government of Norway – Mr. Adrian Junker, Head of Section, Section for Humanitarian Policy and Migration, Ministry of Foreign Affairs, Government of Norway
10:00 – 10:30	Coffee Break
10:30 – 10:45	Presentation of the Outcome Document Representative of the Drafting Committee
10:45 – 11:00	Statements by Government Representatives
11:00 – 12:00	Closing Ceremony – Prof. Walter Kälin, Envoy of the Chairmanship of the Nansen Initiative – Ms. Gabriella Waaijman, Country Director, Norwegian Refugee Council Kenya – Mr. Vebjorn Heines, Assistant Director General, Section for Humanitarian Affairs, Ministry of Foreign Affairs, Government of Norway, Chairmanship of the Nansen Initiative – Dr. Alice Akinyi Kaudia, Environment Secretary, Ministry of Environment, Government of Kenya
12:30	Lunch

3.2. PARTICIPANT LIST

Governments					
No	Country	Institution	First Name	Last Name	Title
1	Ethiopia	The Federal Task Force for Anti Human Trafficking in the Prime Minister's Office	Worku	Guangul Adega	Director, PMO
2		Ethiopian Ambassador to Kenya	Ambassador Shemsudin	Ahmed Manaa	Ambassador
3		Ministry of Foreign Affairs	Yelibu	Lijalem	Director for the Boundary and Trans Boundary Resources Affairs
4		Ministry of Foreign Affairs	Nihine	Messeret	Counselor(II) , International Organizations General Directorate
5		Ministry of Foreign Affairs	Habtamu	Baye	Desk Officer of Kenya, Tanzania and Seychelles
6	Djibouti	Ministry of Foreign Affairs	Ilitireh	Mohamed Kaid	Deputy Director of Bilateral Relations
7		Ministry of Housing, Town Planning, and Environment	Aden	Hassan Elmi	Technical Advisor
8		Ministry of Interior	Moustapha	Houssein Assoweh	Technical Advisor
9	Kenya	Ministry of Environment, Water, and Natural Resources	Dr. Alice	Akinyi Kaudia	Environment Secretary
10			Fatuma	Hussein	Coordinator, International Climate Change Negotiations
11			Eng. Omedi	Jura	National Climate Change Secretariat
12			David	B. Adegu	
13			Lucy	Kamande	
14			Faith	Tabu Pesa	
15			Charles	Mutai	
16		Ministry of Foreign Affairs and International Trade	Amb. A.M.	Kihurani	
17			Harriet	M. Nduma	
18			Sitati	W. Elvis	
19		Kenya Embassy to Somalia	Ambassador Josphat	Maikara	Ambassador
20		Permanent Mission of Kenya to the UN and International Organizations in Geneva	Tom	Anyim	Minister Counsellor
21		Department of Refugee Affairs	Haroun	Komenda	Commissioner for Refugee Affairs
22			Bernard	Ole Kipury	Camp Manager, Kakuma
23			Moses	Muroki	Camp Manager, Dadaab
24		Ministry of Devolution and Planning	Joseph	Macharia	
25		National Environment Management Authority	Dr. Diana	Mabogi	
26			Catherine	Mbaisi	
27		State Department for Water	Lameck	Abrahams	
28		Special Program/DRR	Gordon	Muga	
29	Office of the Auditor General	Christine	Kanini		
30	National Disaster Operations Center	Johana	Kandie		
31	National Disaster Management Authority	Paul	Kimeu		
32	Kenya National Focal Point on Small Arms and Light Weapons (KNFP)	Amos	Katana		
33	KNH	Dr. P.K.	Wanyoike		
34	Ministry of Health	Sammy	Makama		
35	Office of the Attorney General	Jacqueline	Murigi		

Governments					
No	Country	Institution	First Name	Last Name	Title
36	Somalia	Embassy of Federal Republic of Somalia in Kenya	H.E. Mohamed Ali	Nur	Ambassador Extraordinary and Plenipotentiary and Permanent Representative to UNEP and UNHABITAT
37		Ministry of Interior Federal Republic of Somalia	Jawahir	Adam	Senior Adviser on Refugee & IDPs
38		Ministry of National Security	Awil Mohamed	Wehliye	Chief of Staff
39	Tanzania	Ministry of Foreign Affairs	Maulidah	B. Hassan	First Secretary, Climate Change
40		Ministry of Foreign Affairs	Haikael	Shishira	Foreign Service Officer
41		Office of the Prime Minister	Fanuel	Kalugendo	Assistant Director of Operations
42		Office of the Vice President	Daniel	Nkondola	Principal Environmental Officer
43	South Sudan	South Sudanese Embassy in Nairobi	Majok	Guandong Thiep	Ambassador
44			Regina	Gai	Minister Counsellor
45	Uganda	Ministry of State for Relief, Disaster Preparedness and Refugees	H.E. Ecweru	Musa Francis	State Minister
46			Cosmas	Kirenda Wagubi	Assistant to the State Minister for Relief, Disaster Preparedness and Refugees
47		Ministry of Foreign Affairs	Alex	Hope Mukubwa	Desk Officer for Regional Organizations
48		Disaster Preparedness and Management Department, Office of the Prime Minister	Vincent	Woboya	Principal Disaster Management Officer
49		Disaster Preparedness and Management Department, Office of the Prime Minister	Pamela	Komujuni	Senior Disaster Management officer
50		Refugees Department, Office of the Prime Minister	David	Wangwe	Settlement Commandant
51	Refugees Department, Office of the Prime Minister	John	Alinaitwe	Senior Settlement Officer	
52	Yemen	Ministry of Foreign Affairs	Ambassador Ameer	Al-Aidroos	Deputy Minister of Foreign Affairs
53			Ambassador Mohamed	Abdulkarim Assad	Head of Mission, Kenya
54			Abdul Rahman	Ahmed Manaa	First Secretary, African Department
55			Nezar	Almakhedhi	Department of Legal Affairs
56			Ambassador Hammad	Abd Dahan Hammad	Secretary of National Committee of Refugees
57	Norway	Ministry of Foreign Affairs	Vebjorn	Heines	Assistant Director General, Section for Humanitarian Affairs
58		Ministry of Foreign Affairs	Johan	Meyer	Refugee Policy Director, Section for Humanitarian Affairs
59		Royal Norwegian Embassy in Kenya	Beate	Bull	First Secretary
60	Switzerland	Ministry of Foreign Affairs	Amb. Georges	Martin	Deputy State Secretary
61		Ministry of Foreign Affairs	Adrian	Junker	Head of Section, Section Humanitarian Policy and Migration
62		Embassy of Switzerland Nairobi	Thomas	Widmer	
63		Embassy of Switzerland Nairobi	Clara	Van Praag	National Programme Officer
64	Observers	Embassy of the United States of America	Jeff	Cernyar	Liaison to UN
65		Costa Rica	Juan Carlos	Mendez	International Relations and Cooperation, National Emergency Commission (CNE)

Governments						
No	Country	Institution	First Name	Last Name	Title	
Regional Organizations						
66	Djibouti	Intergovernmental Authority on Development (IGAD)	Caroline	Njuki	Regional Migration Coordinator	
67	Kenya	IGAD Center for Pastoral Areas and Livestock Development	Adan	Bika	Head, Dryland Development and Climate Change Adaptation	
68	Tanzania	The East African Community	Brian	Ochami Otiende	Climate Change Coordinator	
69			Nathaniel	Mutunji	Programme Officer, Climate Change	
Donor Organizations						
70	Kenya	USAID	Chip	Bury	Regional Coordinator of the Joint Planning Cell for the Horn of Africa	
71		Swiss Development Cooperation	Alan	Marzo	National Junior Programme Officer	
72		ECHO Regional Support Office	Inge	Zorn	TA Protection – RSO Nairobi	
Civil Society Institutions						
73	Ethiopia	Pastoralist Forum Ethiopia	Daniel	Temesgen	Executive Director	
74	Kenya	Kenya Red Cross	Abbas	Gullet	Secretary General	
75			James	Kisia	Deputy Secretary General	
76		Refugee Consortium of Kenya	Rufus	Karanja	Program Officer – Advocacy	
77		Regional Mixed Migration Secretariat	Noela	Barasa	Senior Project Officer	
78	Uganda	Riamiriam Network – Karamoja	Sylvia	Atugonza	Programme Coordinator	
79	Yemen	Society for Humanitarian Solidarity	Salem Ali	Nasser	Founder	
80			Sabah	Bin Berek	Monitoring and Evaluation Officer	
United Nations/International Organizations						
81	Ethiopia	IFRC	Jill	Clements	Country Representative	
82	Kenya	UNHCR Representation for Kenya	Raouf	Mazou	Country Representative	
83			Catherine Hamon	Sharpe	Assistant Representative Protection	
84			Karolina	Lindholm Billing	Senior Protection Officer	
85			Sharon	Cooper	Head of Regional Office	
86			Johannes	Tarvainen	Regional Office	
87			Salaton	Leteipan	Executive Assistant to the Representative	
88			Norwegian Refugee Council	Gabriella	Waaizman	Regional Director/Country Director Kenya, Somalia
89				Ahmednur	Abdi	Country Director-Ethiopia
90		Danish Refugee Council	Pauline	Wesolek	Programme Officer	
91		World Food Programme	Christiano	Mandra	Disaster Risk Reduction Advisor	
92		FAO	Nina	Lande	Associate Professional Officer, Climate Change	
93				Emmanuella	Olesambu	Project Manager – RISPA at IGAD
94		IOM	Bogdan	Danila	Senior Emergency and Post-Crisis Specialist, Regional Office for East & Southern Africa	
95				Heather	Komenda	Head, Programme Support Unit, IOM Nairobi
96	Ahmed			Sharif	Environmental Migration Specialist, Head, Migration Crisis Recovery Unit	

Governments					
No	Country	Institution	First Name	Last Name	Title
97	Kenya	UNDP	Abdi	Umar	Programme Officer
98		UNEP	Henry	Ndede	Coordinator, UNEP-Kenya Country Programme
99		IFRC	Aude	Galli	Regional Humanitarian Diplomacy Advisor
100		ISDR	Sharon	Rusu	Head – Regional Office for Africa
101			Animesh	Kumar	Regional Programme Officer (Africa)
102		OCHA Eastern Africa	Patrick	Lavand'Homme	OIC – Head of Coordination
103			Mathew	Conway	Head of Communication & Information
104		UNICEF	Marcel	Rudasingwa	Representative, Kenya
105			Fred	Ogwal Oyee	OIC Emergency and Field Operations
106		Tanzania	IOM	Alex	Flavell
Experts/Academic Institutions					
107	Global	NRC	Nina	Birkeland	Senior adviser, Disasters and Climate Change
108		IDMC	Travis	Frank	Senior Scientist and Policy Analyst
109			Justin	Ginnetti	Advisor, Natural Disasters
110		Stellenbosch University	Oliver	Ruppel	Professor of Law
111		University of New South Wales	Tamara	Wood	Netheim Doctoral Teaching Fellow and PhD Candidate
112		Independent Expert	Vikram	Kolmannskog	Independent Expert
113		United Nations University	Tamer	Afifi	Associate Academic Officer
114		University of London	John	Campbell	Senior Lecturer in the Anthropology of Development
115		Office of Special Rapporteur on IDPs	Nina	Schrepfer	Legal Advisor to the UN Special Rapporteur on the Human Rights of Internally Displaced Persons
116		Kenya	University of Nairobi	Richard	Odingo
117	Tanzania	University of Dar es Salaam	Opportuna	Okweka	
Others					
118	Others	The Nansen Initiative	Walter	Kaelin	Envoy of the Chairmanship
119		The Nansen Initiative	Atle	Solberg	Head of Secretariat
120		The Nansen Initiative	Hannah	Entwisle Chapuisat	Research and Partnerships Officer
121		The Nansen Initiative	Saboor	Atrafi	Events and Communications Officer
122		The Nansen Initiative	Robert	Freeman	Intern, Horn of Africa
123		The Nansen Initiative	Madeleine	Green	Intern
124		Norwegian Refugee Council	Joyce	Kwatemba	Program Assistant
125		Consultant	Margaret	Shava	Consultation Facilitator
126		Consultant	Anne	Ndung' u	Consultation Coordinator

DISASTERS
CLIMATE CHANGE AND
DISPLACEMENT



EVIDENCE FOR ACTION

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

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

THE
NANSEN
INITIATIVE

DISASTER-INDUCED CROSS-BORDER DISPLACEMENT

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