

Report Nansen Initiative Southern Africa Consultation

*Disasters, Climate Change and Human Mobility in Southern Africa:
Consultation on the Draft Protection Agenda*

Stellenbosch, South Africa, 4-5 June 2015



Foreword by Nansen Initiative Secretariat

The Nansen Initiative Southern Africa Consultation on *“Disasters, Climate Change and Human Mobility in Southern Africa: Consultation on the Draft Protection Agenda,”* which took place in Stellenbosch, South Africa from 4-5 June 2015, brought together some 30 participants from Botswana, Malawi, Mozambique, Namibia, South Africa, Zambia, and Zimbabwe to explore issues related to human mobility (displacement, migration and planned relocation) in the context of disasters and climate change in Southern Africa. The Consultation was hosted by the Development and Rule of Law Programme (DROP) at Stellenbosch University and co-organized by the Nansen Initiative Secretariat and the Norwegian Refugee Council with generous funding from the Governments of Norway and Switzerland.

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 drought, flooding and other natural hazards, including those linked to the effects of climate change. Intergovernmental Regional Consultations and Civil Society Meetings held in the Pacific, Central America, the Horn of Africa, Southeast Asia, and South Asia over the course of 2013 to 2015 ensured that the Nansen Initiative process was grounded in practical experience. The results of these and other consultative meetings were consolidated within a final version of the Protection Agenda, which was endorsed at the inter-governmental Nansen Initiative Global Consultation in Geneva, Switzerland from 12-13 October 2015.

The overall purpose of the Southern Africa Consultation was to attain a better understanding of the human mobility dynamics linked to natural hazards in Southern Africa, particularly regarding cross-border displacement and migration. The Consultation also provided participants with an opportunity to review and contribute to the Nansen Initiative’s draft “Agenda for the Protection of Cross-border Displaced Persons in the Context of Disasters and Climate Change” (Protection Agenda), including by identifying effective practices from Southern Africa.

I. Conclusions from the Nansen Initiative Southern Africa Consultation

The majority of the Southern Africa Consultation participants agreed that internal and cross-border displacement and migration in the context of disasters and climate change are important issues for the countries in the region, and that these issues are likely to become more pressing in the future in light of climate change. Overall, participants underscored that the cross-border disaster-displaced persons face many protection challenges during flight as well as within destination countries, including challenges linked to insufficient legal and operational frameworks for responding to their needs. Consequently, they identified the need for appropriate action at local, national, and regional levels. Finally, participants expressed support for the Nansen Initiative’s approach as set out in the draft Protection Agenda, as well as its state-led, bottom-up consultative process.

During the Consultation, participants broke up into working groups to: 1) discuss the regional dynamics in Southern Africa regarding human mobility in the context of disasters and climate change, including by identifying key protection challenges for disaster displaced persons; 2) identify effective practices for responding to cross-border disaster-displacement in Southern Africa; 3) identify

remaining key gaps for responding to cross-border disaster-displacement that need to be addressed in the future; and 4) review and provide feedback on the draft Protection Agenda.

Key conclusions from the working groups and plenary discussions include the following:

1. Regional Dynamics in Southern Africa Regarding Human Mobility in the Context of Disasters, Natural Hazards, and Climate Change

- Natural hazards, in particular flooding associated with tropical cyclones and severe droughts, have consistently contributed to both internal and cross-border displacement in Southern Africa. While most disaster displacement has been internal, there are instances of cross-border displacement in the region.
- Displacement and migration in the context of disasters, natural hazards and climate change in Southern Africa is multi-causal, linked to other factors such as poverty, food insecurity, varying levels of development, war and civil strife, and urbanization. The impacts of natural hazards already trigger rural to urban migration and displacement within and between countries in the region, as well as from outside, such as the Horn of Africa.
- The impacts of climate change, particularly on food security, exacerbate vulnerabilities and undermine resilience, and are likely to increase migration and displacement across the region in the future.
- Key protection challenges for cross-border disaster-displaced persons include: a lack of legal status in receiving country; gender-based violence; insufficient access to basic services (shelter, food, health care, water, sanitation, etc.); a lack of humanitarian access and/or insufficient aid distribution to affected areas; insecurity; lost documentation; insufficient livelihood opportunities; insufficient attention to host communities which may result in tensions with displaced persons; and severed social networks.
- Disaster displaced persons with specific needs may include women, older persons, children, female single-headed households, persons with disabilities, chronically ill persons, and people with less formal education.
- State responses to cross-border disaster-displacement exist in Southern Africa, but tend to be based upon *ad hoc* or informal arrangements.
- Legal frameworks in the region do not specifically address cross-border disaster-displacement. Consequently, cross-border disaster-displaced persons may lack a clear legal status in the receiving country, and face uncertainty regarding their rights during displacement and options for lasting solutions.
- The identification of and assistance to cross-border disaster-displaced persons in Southern Africa may be hindered by: 1) a lack of predictable regional, bilateral and domestic legal frameworks, policies and agreements; 2) insufficient coordination between domestic as well as regional institutions; 3) insufficient registration and response capacity; 4) weak border management; 5) a lack of inclusion of human mobility within disaster risk reduction and climate change adaptation strategies; 6) unclear international organization mandates; 7) anti-foreigner sentiments.

2. Effective Practices from Southern Africa

2.1 Protecting Cross-Border Disaster-Displaced Persons

- **Informal bilateral cooperation and assistance for cross-border disaster-displaced persons:** During the 2015 floods in Mozambique and Malawi, the two governments worked closely together to provide assistance displaced persons, including for cross-border displaced persons that had fled from Mozambique to Malawi during the disaster. The governments

provided assistance to nationals of both countries on their territories, and also jointly arranged for the organized return of displaced persons from Mozambique. Similarly, when the 2013-14 drought affected Namibia and Angola, the Government of Namibia provided food and medical assistance to Angolans who crossed the border into Namibia. The Governments also established grazing areas and water restoration strategies in preparation for the drought season. Cooperation in both instances took place based upon informal arrangements, although it was noted that bilateral agreements in advance could help to improve future preparedness and response efforts.

- **Incorporation of evacuation in early warning systems and disaster preparedness plans:** In Mozambique and Malawi, national early warning systems have been improved to reflect recent experiences with floods to identify those living in disaster-prone areas, and to develop evacuation plans in the event of an impending disaster. Namibia also pre-identifies evacuation sites in disaster preparedness plans.
- **Use of special permits to regularize the status of foreigners with an irregular immigration status:** The South African Government has created a system to grant Special Dispensation Permits for Zimbabwean citizens, which allows displaced persons and migrants from Zimbabwe in South Africa to regularize their status and receive work permits.
- **Establishment of cross-border migration forum:** The Governments of South Africa and Zimbabwe have established a partnership with IOM to create the Cross-Border Migration Management Stakeholder Forum, which meets regularly to discuss the movement of people between the two countries. This forum could be used to discuss coordination on cross-border disaster-displacement issues.

2.2 Managing Disaster Displacement Risk in the Country of Origin

- **Preparedness for internal displacement in disaster contexts:** Disaster management plans in South Africa clearly set out the roles and responsibilities of multiple actors during disaster response efforts, and also designate specific sites where disaster displaced persons can find shelter and assistance. Such plans include preventive measures, such as supporting the construction of buildings that are fire and water resistant. In Malawi, the government's "disaster response budget" is used to provide assistance to disaster displaced persons. The government also has coordination measures in place for disaster management that bring together a wide spectrum of institutions and actors.
- **Cross-border assistance by third countries:** Governments in the region commonly provide humanitarian assistance and operational support to other disaster-affected countries in Southern Africa, either on a bilateral basis or through the Southern African Development Community (SADC). For example, on multiple occasions South Africa has assisted Mozambique with helicopter support to evacuate flood-affected people and has provided humanitarian assistance for disaster displaced persons, such as emergency shelter.

3. Key Gaps and Recommendations for Responding to Cross-Border Disaster-Displacement in Southern Africa

3.1 Data and Analysis on Cross-Border Disaster-Displacement

- Criteria to identify cross-border disaster-displaced persons and standards of treatment need to be discussed and developed among governments in the region.
- Data collection on disaster displacement needs to be improved, and should include the causes of displacement, the number of disaster displaced persons, and profiles of displaced persons' protection and assistance needs.

- Registration systems and the issuance of documentation for disaster displaced persons need improvement to ensure all displaced persons, including those outside of formal camps, have access to assistance.

3.2 Integrating Human Mobility within Resilience Building and Disaster Preparedness Measures

- Greater focus is needed on building the resilience of the communities at risk of disaster displacement and exposed to the effects of climate change, such as through measures that support the cultivation of drought resilience crops, better management of food stocks, and continuous improvements of agricultural techniques.
- Disaster management plans and early warning systems should be reviewed to address the potential for cross-border disaster-displacement. In particular, food insecurity associated with drought and disrupted cropping cycles affects millions of people in Southern Africa and results in internal and cross-border displacement, which should be more widely recognized as a potential “emergency” situation.
- Disaster displaced persons, those at risk of displacement, and host communities should be consulted on disaster risk management strategies and planning processes.
- Planned relocation processes need support to ensure durability and avoid repeated displacement from disaster-prone areas, for example by including livelihood support.
- National resilience strategies could be developed based on RIASCO (Regional Interagency Standing Committee) recommendations, which recognize the changing nature of humanitarian emergencies in Southern Africa and include migration as a potential resilience building strategy. A similar regional resilience strategy could also be developed within the context of SADC.
- Efforts to move toward managed free movement in Southern Africa could respond to people’s different reasons for moving in disaster contexts and the challenge of distinguishing between forced and voluntary movements, as well as provide legal means for facilitating migration as a potential adaptation strategy. Efforts to implement the 2013 SADC Labour Migration Action Plan could also help facilitate migration in the context of natural hazards.

3.3 Protecting Cross-Border Disaster-Displaced Persons

- States should review their existing capacity to respond to cross-border disaster-displacement, including the need to coordinate across ministries and levels of government, and as necessary, invest in enhancing the capacity of relevant disaster response institutions and border management agencies at all levels, including by ensuring adequate budget allocations.
- While informal cooperation agreements between States to provide assistance to cross-border disaster-displaced persons have been largely effective, the development of bilateral agreements or memoranda of understandings (MoUs) between governments would help to improve the predictability and effectiveness of future responses.
- Legal frameworks need to be developed to specifically address the human rights of cross-border disaster-displaced persons, reflecting the potential impact of climate change on displacement.
- Temporary protection measures for cross-border disaster-displaced persons should be combined with efforts to find durable solutions, such as facilitating return in dignity.
- States should review the potential relevance of the 1969 AU Refugee Convention for providing protection to cross-border disaster-displaced persons.
- Efforts to find durable solutions for cross-border disaster-displacement should recognize the need for combined policies that address both reconstruction and the need for safe return to

the countries of origin. Additional efforts are needed to find durable solutions for internally displaced persons in disaster context to avoid potential cross-border movements.

- SADC, with the support of the SADC Secretariat, could work with Member States to develop a common approach to provide protection and assistance for cross-border disaster-displaced persons, such as through the development of a regional contingency plan.
- The Migration Dialogue in Southern Africa (MIDSA) could be used as a forum to discuss a more coordinated regional approach to cross-border disaster-displacement.

4. General Feedback on the Draft Protection Agenda

- The Protection Agenda's comprehensive approach to cross-border disaster-displacement is relevant for Southern Africa.
- The Protection Agenda could highlight that vulnerability assessments on disaster displacement should apply to the whole continuum of displacement, including by identifying underlying risk factors, as well as the specific reasons why people migrate or are displaced in disaster contexts.
- The Protection Agenda could emphasize the potential for bilateral agreements between States for clarifying roles and responsibilities and the rights of displaced persons in the event of cross-border disaster-displacement.
- Given the economic and social impact of providing humanitarian and social assistance to displaced persons, the needs of countries receiving cross-border disaster-displaced persons should be addressed in more detail, such as States need for increased financial support and public awareness campaigns.
- The Protection Agenda should recognize and respond, in a pragmatic way, to the concern that implementing its effective practices may create the need for administrative reform and additional resources, and will also likely result in challenges when seeking inter-ministerial cooperation.
- The UN General Assembly could be used to clarify mandates, roles and responsibilities of international organizations to address cross-border disaster-displacement, and generate financial support from donors on the issue.

II. The Consultation

The effects of natural hazards on migration and displacement in Southern Africa¹ are both substantial in scale and diverse in nature. In particular, flooding associated with tropical cyclones and severe droughts have consistently contributed to both internal and cross-border displacement. Southern Africa also experiences a range of other natural hazards including landslides, flash floods, earthquakes, tsunamis, tornados, excessive snowfall, hail storms, sand storms, land degradation, extreme temperatures and volcanic eruptions. Hazards such as these take place in broader environmental, social and political contexts impacted by inequality, poverty, violence and governance challenges. The Nansen Initiative Southern Africa Consultation provided participants an opportunity for representatives from governments, civil society, international organizations and academic institutions in the region to share relevant experiences and identify good practices from Southern Africa related to human mobility in the context of natural hazards and climate change as they review the draft Protection Agenda.

The Consultation was organized over one and a half days. Following introductory remarks that

¹ Angola, Botswana, Democratic Republic of the Congo (DRC), Lesotho, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe.

provided an overview of the Nansen Initiative process to date, the first session of the workshop presented an synopsis of disasters and displacement in Southern Africa, including: 1) an overview of disaster and climate change related human mobility in Southern Africa; 2) the specific experiences of 2015 flooding following Cyclone Chedza in Malawi and Mozambique, 3) drought and flooding in Zambia, 4) protection challenges for cross-border disaster-displaced persons, and 5) the potential for existing and future labour migration frameworks to address human mobility considerations in the context of natural hazards, disasters and climate change. This session was followed by a presentation of the draft Nansen Initiative “Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change.”

At the end of the first day, participants met in small working groups to begin discussing the relevance of the Protection Agenda for addressing cross-border disaster-displacement in Southern Africa. On the second day, participants again brainstormed effective practices from Southern Africa for addressing cross-border disaster-displacement, and identified priority areas to respond to specific challenges facing the region. The Consultation concluded with a plenary discussion on the “Key Messages” and “The Way Ahead” sections of the draft Protection Agenda, and closing remarks.

1. Welcome and Opening Remarks

Prof. Oliver Ruppel

Professor of Law, Faculty of Law, University of Stellenbosch

Ruppel welcomed the participants and described the Nansen Initiative’s approach to addressing the protection and assistance needs of cross-border disaster-displaced persons, highlighting that the Initiative not only looks at protection during displacement, but also seeks to prevent disaster displacement when possible, such as through efforts to build the resilience of people exposed to natural hazards and the impacts of climate change. Noting his role with the Intergovernmental Panel on Climate Change, he recognized the Nansen Initiative’s crucial contribution to the overall transdisciplinary approach necessary for tackling the impacts of climate change and ultimately achieving political justice and human protection. Finally, Ruppel expressed the Development and Rule of Law Programme’s (DROP) appreciation for the opportunity to co-organize the Consultation at the University of Stellenbosch.

H.E. Trine Skymoene

Ambassador, Embassy of Norway in South Africa

Skymoene welcomed the participants to the Consultation on behalf of the Chairmanship of the Nansen Initiative, the Governments of Norway and Switzerland, explaining that the Nansen Initiative responds to the fact that the number of people newly displaced by disasters each year exceeds those displaced by conflict, and yet there are significant legal, operational and institutional gaps for protecting cross-border disaster-displaced persons. She expressed the hope that the Consultation would provide participants an opportunity to share their experiences and good practices about disaster displacement in Southern Africa, and to review the draft Protection Agenda. In their deliberations, Skymoene encouraged participants to be inspired by the spirit and attitude of Fridtjof Nansen, after whom the Nansen Initiative is named, who found unorthodox solutions to solve complex problems.

Prof. Walter Kaelin*Envoy of the Chairmanship of the Nansen Initiative*

Kaelin welcomed the participants on behalf of the Chairmanship of the Nansen Initiative, and noted with appreciation the opportunity to organize the workshop in collaboration with DROP and the Norwegian Refugee Council. He 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. Kaelin explained that there are currently gaps in international and regional normative frameworks for cross-border disaster-displacement, namely in regards to standards for the admission and return, as well as operational and institutional gaps such as limited cross-border cooperation and unclear organizational mandates. He concluded by providing a brief overview of the Nansen Initiative consultative process to date, which intends to build consensus on how to protect cross-border disaster-displaced persons through the development of a Protection Agenda that will be endorsed at an intergovernmental meeting in Geneva, Switzerland on 12-13 October 2015.

2. Overview of Human Mobility in the Context of Natural Hazards and Climate Change in Southern Africa: Dynamics, Case Studies and Concepts

This session provided an overview of human mobility within the context of disasters and climate change in Southern Africa. It highlighted disaster displacement experiences from Malawi, Mozambique and Zambia, as well as perspectives from international organizations, to identify potential legal and policy frameworks and processes relevant for addressing the protection, assistance, and coordination challenges for responding to cross-border disaster-displacement in Southern Africa.

Presentations:*Nansen Initiative Southern Africa Background Paper***Ms. Hannah Entwisle Chapuisat***Research and Partnerships Officer, Nansen Initiative Secretariat*

Entwisle Chapuisat presented the Nansen Initiative's background paper, "Disasters, Climate Change and Human Mobility in Southern Africa," noting that some 1.5 million people had been displaced by sudden-onset disasters in the region between 2008 and 2013, mostly within their own countries. She explained the concept of human mobility (displacement, migration and planned relocation) and highlighted specific examples of cross-border disaster-displacement that have occurred in recent years in Southern Africa. Entwisle Chapuisat concluded by identifying existing legal and policy frameworks in Africa and Southern Africa that have been or could be used to respond to the protection and assistance needs of cross-border disaster-displaced persons, including measures to avoid or reduce disaster displacement in the first place, such as the 2011 Programme on Climate Change Adaptation and Mitigation in the Eastern and Southern Africa Region, the 1969 AU Refugee Convention, the 2005 SADC draft Protocol on the Facilitation of Movement, and the 2006 SADC Disaster Risk Reduction Strategic Plan.

Country Experience Malawi

Ms. Shupikai Nyirenda

Under Secretary, Department of Disaster and Relief Management, Government of Malawi

Nyirenda shared Malawi's experience in the aftermath of the 2015 Cyclone Chedza that internally displaced some 230,000 people and forced an unknown number of people from Mozambique to flee into Malawi. Explaining that the Malawian Government assisted displaced people from both countries alike, she highlighted operational challenges related to gathering accurate registration data on displaced persons, ensuring effective camp management and developing a camp closure strategy, noting that displaced persons needed to be registered to receive assistance. Drawing on lessons learned from the crisis, and in light of future threats posed by floods, drought and food insecurity, Nyirenda stated that the Government of Malawi plans to include camp coordination and camp management issues within the National Disaster Preparedness and Relief Act currently under review, and to continue efforts to build capacity and financial resources to facilitate planned relocation for people living in areas where they are likely to be displaced by future disasters.

Country Experience Mozambique

Ms. Ana Cristina Manuel

Director, National Institute for Disaster Management, Government of Mozambique

Manuel explained her country's vulnerability to natural hazards such as cyclones, floods, droughts, earthquakes and epidemics, noting that people from Mozambique regularly cross into Malawi, South Africa and Zimbabwe in disaster contexts. She presented the Government's Master Plan for disaster management that focuses on 1) reducing vulnerabilities to natural hazards, and 2) preventing, mitigating and responding to disasters, noting that it is implemented by the Disaster Management Coordination Council, supported by a Technical Council of institutions with different expertise and in cooperation with the UN Humanitarian Country Team, which includes a Protection Cluster linked to the Social Services Sector. Manuel reported that when some 2,000 Mozambican citizens were displaced into Malawi during the 2014-2015 floods, the Mozambique Ambassador in Malawi informed the Malawian Government, which allowed the Ambassador to visit the displaced persons and arrange for the Government of Mozambique to provide their citizens in Malawi with humanitarian assistance and organize their return travel home to Mozambique.

Country Experience Zambia

Ambassador Godfrey Simasiku

President, Zambia Red Cross Society

Simasiku emphasized the critical importance of addressing the underlying social problems that affect the most vulnerable members of society and their ability to cope with natural hazards such as drought and floods that can lead to food insecurity and displacement. Recognizing that people can no longer easily cross international borders when faced with natural hazards as in the past, he highlighted the need to consult affected communities to adapt and live with hazards such as floods, and find ways to optimize the use of natural resources to build resilience and avoid displacement in the context of the future impacts of climate change. Recognizing that Zambia shares its border with nine countries, he underscored the need for coordination at high, medium and low levels amongst countries and systems to address the issue of water resource management, food security and

displacement, build the capacity of disaster management units, and ensure proactive responses for addressing the impacts of natural hazards before disasters occur.

Climate Change, Natural Disasters and Human Displacement: A UNHCR Perspective

Mr. Patrick Male Kawuma

Head of Office, UNHCR Field Office, Cape Town, South Africa

Kawuma presented an overview of UNHCR's mandate in Southern Africa, highlighting elements that are relevant to disaster displacement, including contingency planning and emergency preparedness for possible population movements including those due to climate change. He explained five scenarios in which climate change could contribute to displacement, noting that the refugee framework would apply in only certain situations, such as when refugee movements are provoked by armed conflict rooted in environmental factors or when disaster victims flee after being marginalized by their government on one of the 1951 Refugee Convention grounds. In the absence of a clear mandate for international organizations on disaster displacement, Kawuma explained that UNHCR in Southern Africa is often requested to assist IDPs displaced by disasters through the Cluster Approach, such as in Malawi, Mozambique, Zimbabwe, Botswana and Namibia. However he expressed UNHCR's general concern about the use of the "refugee" concept in the context of climate change, the need for better understanding the impacts of climate change on displacement, how cross-border disaster-displaced persons can be best protected, and how UNHCR could support a holistic approach to disaster displacement that would include prevention, mitigation, and adaptation.

Overview of Labour Migration in Southern Africa

Ms. Aurelia Segatti

Labour Migration Expert, International Labour Organization, DW Team for Eastern and Southern Africa

Segatti highlighted numerous relevant instruments and frameworks in Southern Africa that address the protection needs of labour migrants that could potentially be used to address the impacts of natural hazards, disasters and climate change on migration and displacement, such as the new SADC Protocol on Employment and Labour, noting that regional and global advocacy to mainstream disaster and climate change issues within labour migration frameworks is needed. While ILO's work in the area of environment and climate change is new, she highlighted in particular the organizations' "Just Transition Framework" that intends to advance policies that promote decent work opportunities for those affected by the impacts of climate change. Segatti concluded by presenting examples of ILO's global activities to provide guiding frameworks and standards for interventions that anticipate, mitigate, and respond to climate-induced displacement, such as ILO's South African public employment programmes that support climate resilient development and employment opportunities for those most vulnerable to the impacts of climate change.

3. Presentation of Nansen Initiative's Draft Protection Agenda

During this session, Prof. Kaelin presented the draft Protection Agenda and invited participants to ask questions and reflect upon how it could better include the specific context and existing practices in Southern Africa. The participants split up into working groups at the beginning of the second day to further identify existing practices and gaps from the region related to cross-border disaster-displaced persons, the conclusions of which are included above in Part I.

Prof. Walter Kaelin

Envoy of the Chairmanship of the Nansen Initiative

Kaelin presented the draft Protection Agenda, noting that the non-binding document represents the outcomes of the Nansen Initiative's bottom-up consultative process which included Regional Consultations in the Pacific, Central America, the Horn of Africa, South Asia, and Southeast Asia. He explained that the Protection Agenda conceptualizes the notion of cross-border disaster-displacement and compiles existing effective practices for using humanitarian protection measures for cross-border disaster-displaced persons. Kaelin said that it also includes effective practices to avoid disaster displacement when possible, such as through disaster risk reduction, climate change adaptation and other resilience building measures, like facilitating migration or planned relocation processes when appropriate. While recognizing such existing practices, he explained that the Protection Agenda concludes with three priority action areas for future action to address remaining gaps to adequately respond to cross-border disaster-displacement. Kaelin closed by emphasizing that the Protection Agenda was still in draft form, and that inputs and comments provided by participants to the Southern Africa Consultation were welcomed to further improve the document.

4. Closing Remarks

Hon. Eddie Cross

Member of Parliament, Government of Zimbabwe

Cross reflected on the fact that all people living in Southern Africa are migrants, with the exception of some indigenous communities, and that while this meeting had usefully discussed cross-border disaster-displaced persons and the potential impacts of climate change, he said that it is important to reflect upon the global picture and the particular struggles and protection challenges that the larger group of migrants in Southern Africa face when moving. He shared specific stories from the region of migrants and displaced persons, highlighting the dire decisions they are sometimes forced to make, as well as the ingenious initiatives they take, in order to survive in the face of hardship, such as in large urban slums. Cross emphasized that migrants need to be able to access formal migration mechanisms so that their innovations and skills as economic drivers can be recognized, such as through diaspora remittances that far exceed foreign aid. He concluded by calling upon participants to see this Nansen Initiative meeting as the first step in completing the broader work of ensuring that governments take actions that protect the welfare of Southern Africa's people.

H.E. Christian Meuwly

Ambassador, Embassy of Switzerland in South Africa

Meuwly highlighted the fact that climate change is already a reality for many States in the region that has contributed to displacement both within countries and across international borders, creating complex challenges for governments as well as host communities that require enhanced preparedness, coordination, and strengthened operational capacity at all levels. He said that the meeting also recognized that many governments are generously providing protection and assistance to cross-border disaster-displaced persons on an *ad hoc* basis, and that agreements between neighboring countries on the modalities of cooperation to address such situations would be desirable. Meuwly noted that the participants had determined that a comprehensive approach to disaster displacement in Southern Africa would include identifying risks, understanding the protection needs of affected people, integrating human mobility within disaster risk reduction plans and strategies, facilitating migration as an adaptation measure, and enhancing the use of planned relocation to help people avoid displacement and protect those who fall victim to displacement. Recognizing that more understanding is required regarding the overall number of disaster displaced

persons as well as the underlying causes of such movement, he stated that the Protection Agenda provides a useful framework for analysis to help move the discussion forward. Meuwly stated that contributions from this meeting would be included within the final version of the Protection Agenda that will be endorsed by States in Geneva, Switzerland on 12-13 October 2015, and thanked the organizers and participants for their valuable contributions to the Consultation.

Prof. Oliver Ruppel

Professor of Law, Faculty of Law, University of Stellenbosch

Ruppel thanked the organizers and participants for making the Southern African Consultation a success, recognizing that the meeting was encouraging, but also created a future task to address the protection and assistance needs of cross-border disaster-displaced persons in light of Africa's vulnerability to the impacts of climate change. Noting that he was proud to be part of the Nansen Initiative Consultative Committee, particularly having personally experienced a severe disaster, he said that he hoped that the meeting would have a positive impact for people that need protection, such as by ensuring that human mobility is included within the upcoming 2015 UNFCCC climate change agreement.

Agenda

***Disasters, Climate Change and Human Mobility in Southern Africa:
Consultation on the Draft Protection Agenda
Stellenbosch, South Africa, 4-5 June 2015***

Day 1 Thursday, 4 June 2015	
08:00-08:30	Registration
08:30-09:30	<p>Welcome Remarks Prof. Oliver Ruppel, Director, Development and Rule of Law Programme (DROP), Stellenbosch University, and Member of the Nansen Initiative Consultative Committee</p> <p>Official Opening Chairmanship of the Nansen Initiative H.E. Trine Skymoene, Ambassador of Norway in South Africa</p> <p>Overview of the Nansen Initiative Prof. Walter Kaelin, Envoy of the Chairmanship of the Nansen Initiative</p>
09:30-10:00	<i>Coffee Break</i>
10:00-10:30	<p>Presentation of Participants and Methodology for the Consultation</p> <p>Facilitator: Ms. Jenny Clover</p>
10:30-12:30	<p>Panel Presentations and Plenary Discussion</p> <p>Overview of Human Mobility in the Context of Natural Hazards and Climate Change in Southern Africa: Dynamics, Case Studies and Concepts</p> <ul style="list-style-type: none"> - Nansen Initiative Southern Africa Background Paper Ms. Hannah Entwisle Chapuisat, Research and Partnerships Officer, Nansen Initiative Secretariat - Country Experience Malawi Ms. Shupikai Nyirenda, Under Secretary, Department of Disaster and Relief Management, Government of Malawi - Country Experience Mozambique Ms. Ana Cristina Manuel, Director, National Institute for Disaster Management, Government of Mozambique - Country Experience Zambia Amb. Godfrey Simasiku, President, Zambia Red Cross Society - UNHCR in Southern Africa in the Context of Disasters: Lessons Learned and Opportunities and Challenges for Protection Mr. Patrick Male Kawuma, Head of Office, UNHCR Field Office, Cape Town, South Africa - Overview of Labour Migration in Southern Africa Ms. Aurelia Segatti, Labour Migration Expert, International Labour Organization, DW

	<p>Team for Eastern and Southern Africa</p> <p>Facilitator: Ms. Jenny Clover</p>
12:30–14:00	<i>Lunch</i>
14:00-16:00	<p>Presentation of the Draft Protection Agenda</p> <p>Prof. Walter Kaelin, Envoy of the Chairmanship of the Nansen Initiative</p> <p>Questions and Answers, and Plenary Discussion</p>
16:00-16:30	<i>Coffee Break</i>
16:30-18:00	<p>Working Groups: Relevance of the Protection Agenda for Southern Africa</p> <p>Discussion in small groups, and report back to plenary</p> <p>Facilitator: Ms. Jenny Clover</p>
19:00	Dinner Reception
<p>Day 2</p> <p>Friday, 5 June 2015</p>	
08:30-09:00	Summary of Day One
09:00-10:30	<p>Plenary Discussion: Four Priority Areas for Future Action in the Draft Protection Agenda & Feedback on Effective Practices from Southern Africa</p> <p>Facilitator: Ms. Jenny Clover</p>
10:30-11:00	<i>Coffee Break</i>
11:00-12:30	<p>Plenary Discussion: Key Messages (Part One) and The Way Ahead (Part 6) of the Draft Protection Agenda</p> <p>Prof. Walter Kaelin, Envoy of the Chairmanship of the Nansen Initiative</p> <p>Facilitator: Ms. Jenny Clover</p>
12:30 – 13:00	<p>Closing Session</p> <p>Closing reflections</p> <p>Hon. Eddie Cross, Member of Parliament, Zimbabwe</p> <p>Closing Remarks Chairmanship of the Nansen Initiative</p> <p>H.E. Christian Meuwly, Ambassador of Switzerland in South Africa</p> <p>Closing Remarks</p> <p>Prof. Oliver Ruppel, Director, Development and Rule of Law Programme (DROP), Stellenbosch University</p> <p>Facilitator: Jenny Clover</p>
13:00-14:00	<i>Lunch</i>