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**IOM COMPREHENSIVE APPROACH TO PREPAREDNESS,
DISASTER RISK REDUCTION AND CLIMATE CHANGE ADAPTATION**

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Introduction

1. The stark reality of climate change is reflected in the staggering number of displaced persons worldwide. Globally, more than 117 million persons live in displacement, in a crisis fuelled by increasingly frequent and intense disasters.¹ Investing in a comprehensive approach to preparedness, disaster risk reduction and climate change adaptation, as outlined in the [IOM Strategic Plan 2024–2028](#), is critical for driving solutions to displacement. Such solutions must also address and consider labour mobility within the broader context of climate change, as part of a single adaptive strategy for communities.

2. In 2022, nearly 33 million persons were internally displaced as a result of disasters, and in 2023, natural hazards forced a further 26.4 million persons from their homes.² A total of 399 disasters related to natural hazards were recorded in the Emergency Events Database (EM-DAT) in 2023,³ resulting in 86,473 deaths and affecting more than 93 million persons. The associated economic losses amounted to 202.7 billion United States dollars. These figures highlight the urgent need for global action to address climate change and mitigate its devastating consequences, especially the displacement crisis.

3. At the same time, humanitarian needs are reaching all-time highs. In 2024, nearly 300 million persons around the world required humanitarian assistance and protection, owing to crises driven by conflict and climate change.⁴ And yet, in 2023 only one third of the total funds required were received, amounting to some 20 billion dollars out of total need of 55 billion dollars,⁵ which highlights the dramatic reality of year-on-year increases in humanitarian needs and caseloads coupled with a shrinking financial environment.

4. With extreme weather events increasing in frequency and intensity and causing widespread displacement and loss of life, IOM recognizes the urgent need for proactive measures. IOM takes a whole-of-organization approach to climate preparedness, disaster risk reduction and climate change adaptation, leveraging expertise across its diverse programming areas and pursuing active internal coordination across all its departments and with other humanitarian, development and peacebuilding actors in order to address existing and anticipated climate-related challenges.

5. This paper builds on and complements two earlier papers produced at the thirty-first and thirty-second sessions of the Standing Committee on Programmes and Finance: [Update on Displacement, Migration and Climate Action: Promoting Innovative Approaches to Prevention, Preparedness, Response and Solutions](#) and [IOM's Comprehensive Approach to Disaster Displacement](#). It is intended to demonstrate the developing thought process of IOM in light of Member States' support needs and as a consequence of the contextual, environmental and geopolitical shifts that have reinforced the necessity of urgently scaling up innovative delivery approaches to the climate crisis.

¹ IOM, [World Migration Report 2024](#) (Geneva, IOM, 2024).

² Internal Displacement Monitoring Centre (IDMC), [2024 Global Report on Internal Displacement](#) (Geneva, IDMC, 2024).

³ Centre for Research on the Epidemiology of Disasters (CRED), [2023: Disasters in Numbers](#) (Brussels, CRED, 2024).

⁴ United Nations Office for the Coordination of Humanitarian Affairs (OCHA), [Global Humanitarian Overview 2024](#), abridged version (Geneva, OCHA, 2023).

⁵ OCHA, ["UN launches \\$46 billion appeal for 2024 as global humanitarian outlook remains bleak"](#), press release (11 December 2023).

6. Under the IOM Strategic Plan 2024–2028 and the newly established Preparedness and Climate Change Adaptation Division, IOM aims to instrumentalize preparedness, disaster risk reduction and climate change adaptation in order to catalyse sectoral-based responses, by implementing initiatives that avert, anticipate, reduce and address risks over the short, medium and long term.

Rationale for a comprehensive approach

7. With climate change intensifying, the occurrence of more frequent and more severe disasters is inevitable. Investing in preparedness, disaster risk reduction and climate change adaptation is essential to save lives, minimize humanitarian needs and support communities in adapting to this new reality. The comprehensive approach taken by IOM integrates interventions across the disaster management spectrum, including:

- early warning systems to reduce disaster impacts and allow for timely evacuations;
- anticipatory action to enable pre-emptive measures before disasters strike, thereby minimizing loss and displacement;
- risk modelling and data analytics to inform preparedness efforts and support evidence-based decision-making;
- resilience-building and adaptation planning to promote long-term preparedness and reduce vulnerability by integrating human mobility considerations.

8. The IOM comprehensive approach is intended to address root causes, strengthen resilience and build the capacity of communities and governments to anticipate and respond to climate-related disasters. It offers a cost-effective path for reducing humanitarian caseloads and the impacts of climate-driven displacement.

Linking actions: the power of integration

9. The IOM approach connects interventions in the areas of preparedness, disaster risk reduction and climate change adaptation:

- **Data-informed interventions:** IOM's Displacement Tracking Matrix and progressive risk modelling tools (such as the Progressive Representation of Internal Migration and Risk Intelligence (PRIMARI) system) provide granular information which can be used to identify vulnerable areas and determine where to target early warning systems and anticipatory actions to achieve the greatest impact.
- **Early warnings to action:** Early warning systems alone are not enough. IOM works with governments and communities to prepare anticipatory action plans, thereby ensuring timely action when warnings are issued.
- **From response to resilience:** Effective response and recovery efforts consider longer-term vulnerability. IOM helps countries link emergency actions with climate change adaptation by integrating human mobility, displacement and planned relocation into national adaptation planning.

The strength of partnerships

10. Effectively addressing these complex challenges requires collaboration across diverse sectors. IOM actively builds partnerships to enhance and scale up its work, including with the following:

- **The United Nations system:** IOM is working with the United Nations Office for Disaster Risk Reduction (UNDRR), the Food and Agricultural Organization of the United Nations (FAO), the World Food Programme (WFP), the Office for the Coordination of Humanitarian Affairs (OCHA), the United Nations Framework Convention on Climate Change (UNFCCC) and the Santiago network for averting, minimizing and addressing loss and damage associated with the adverse effects of climate change;
- **Governments:** IOM provides support in developing preparedness action plans, integrating human mobility into climate change planning and building capacity for risk reduction and adaptation;
- **Civil society and communities:** IOM promotes inclusive approaches to ensure that marginalized groups and displaced populations are heard and are involved in finding solutions;
- **The private sector:** IOM works with the private sector to leverage innovative technologies and expertise for risk mapping, data analytics and response solutions.

Featured partnership: United Nations Office for Disaster Risk Reduction

IOM and UNDRR are formalizing a closer partnership to address climate-driven displacement. Their combined expertise in disaster risk reduction and migration allows for integrated solutions that protect vulnerable communities and support displaced populations. Their collaboration is helping to strengthen data-sharing, research and advocacy for better disaster preparedness and durable solutions. The partnership already includes close technical engagement on many flagship initiatives, including Early Warnings for All, the regional and global disaster risk reduction platforms, the Words into Action publication series, the Capacity for Disaster Reduction Initiative, the Santiago network and the Conference of the Parties to the UNFCCC.

Delivering on cost effectiveness while saving lives and reducing humanitarian needs

11. The following key initiatives demonstrate how the commitment of IOM to preparedness, disaster risk reduction and climate change adaptation translates into cost-effective solutions aimed at averting damage, saving lives and minimizing humanitarian needs.

12. The **IOM Foresight and Preparedness Dashboard** is an integrated knowledge management tool which represents an innovative shift towards a more holistic approach to institutional preparedness. Under the leadership of the Emergency Preparedness Unit and the Global Data Institute, the dashboard is designed to integrate data and insights from various thematic areas, including climate change, conflict analysis and the humanitarian–development–peace nexus. The dashboard will foster cross-departmental collaboration, streamline analysis and facilitate the exchange of foresight. In 2024, IOM will pilot the dashboard in Lebanon, Mozambique, Peru and Türkiye, with the aim of demonstrating its potential for enhancing preparedness in diverse crisis contexts. The dashboard will further be used as a prioritization tool and will integrate a traffic light system to support informed decision-making for both IOM and affected countries.

13. **Early warning systems** empower communities to take proactive measures in advance of a disaster, thereby reducing the severity of the impact, preventing crises from escalating and lessening the need for humanitarian assistance. IOM actively works to make these systems inclusive by tailoring communication and supporting preparedness plans that include and empower migrants and displaced persons. IOM is an active participant in the United Nations Secretary-General’s [Early Warnings for All](#) initiative. Since the initiative was launched at the twenty-seventh session of the Conference of the Parties to the UNFCCC in December 2022, IOM has led a series of regional webinars for all its country missions, targeting hundreds of technical and managerial staff, in order to scale up awareness and

participation at country level. To date, IOM has actively supported national-level roll-outs of the initiative in 17 of the 30 participating countries, with more to follow in 2024. These efforts support the set-up of coordination architecture, programme development, financing access, gap identification and the drafting of national implementation plans.

14. **Anticipatory action** enables interventions before disasters strike, thereby minimizing their impact and reducing displacement. By focusing on preparedness and pre-emptive measures, anticipatory action helps communities build resilience to future shocks. The work of IOM to strengthen anticipatory action globally is increasingly focused on areas with high climate-related displacement risks. IOM is actively engaged in a significant number of efforts related to anticipatory action, in partnership with FAO, WFP, OCHA, the International Federation of Red Cross and Red Crescent Societies (IFRC), the Anticipation Hub and the German Red Cross. In 2023, IOM and FAO issued a [dedicated anticipatory action framework for Asia and the Pacific](#), which is being converted into a global initiative. In addition, IOM is actively participating in [OCHA-facilitated anticipatory action frameworks](#) in Fiji, Malawi, the Philippines, Somalia and South Sudan in order to address diverse hazards and is providing seed funding for early action to country missions identified as being of high priority in the IOM Emergency Preparedness Dashboard. It is further contributing its expertise in data analytics and displacement projections to support evacuation policy development and is collaborating with UNDP on artificial intelligence-driven risk scenario and preparedness tools. The increasing footprint of IOM in the area of artificial intelligence is evident through its participation in regional workshops organized by IFRC and the Anticipation Hub, in its interactions with donors, in its regional agreements with IFRC and in its involvement in the Grand Bargain Caucus on Scaling up Anticipatory Action. Going forward, IOM aims to leverage its expertise with data to provide predictive analytics and foresight to support anticipatory action both internally and at inter-agency level.

Global policy leadership on loss and damage

15. There are significant linkages between climate change and displacement, as highlighted in the latest synthesis report of the Intergovernmental Panel on Climate Change.⁶ Loss and damage can force people into displacement, a state that increases their vulnerability and exposure to subsequent harm. IOM advocates the full integration of human mobility and displacement into funding decisions related to loss and damage, which is essential to accurately understand the scope of the effects of climate change and to design solutions that protect the rights and well-being of displaced persons. In the aftermath of the twenty-seventh session of the Conference of the Parties to the UNFCCC, throughout the twenty-eighth session and in the lead up to the twenty-ninth session, IOM has played, and will continue to play, a significant leadership role in ensuring that the newly established loss and damage fund includes displacement within its scope. As a result of that work, IOM was designated the sole named United Nations entity in the fund arrangements and was allocated a seat on the fund's board. Additionally, through its position on the Advisory Board to the Santiago network, IOM champions the meaningful participation of displaced persons in decision-making processes and provides technical assistance to countries to help them gain access to funding and build resilience.

Enhancing government leadership on disaster risk reduction and climate change adaptation

16. **Integrating human mobility into climate change adaptation planning:** IOM is actively assisting countries in integrating human mobility considerations into their climate change planning processes in line with the recommendations of the Task Force on Displacement, including the [technical guide on integrating human mobility and climate change linkages into relevant national climate change planning](#)

⁶ Intergovernmental Panel on Climate Change (IPCC), *Climate Change 2023: Synthesis Report. Contribution of Working Groups I, II and III to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change* (Geneva, IPCC, 2023).

[processes](#), which facilitates the inclusion of migration, displacement and planned relocation within national adaptation plans. At country level, IOM is providing support to Ecuador on the development of a dedicated human mobility chapter within its national adaptation plan; providing input and ongoing cooperation to the Philippines; offering technical support, conducting a case study and providing policy advice in Moldova; delivering technical guidance in Uzbekistan; coordinating extensive community consultations in the Marshall Islands; building capacity in Tajikistan; conducting a gender-sensitive case study and capacity-building in Turkmenistan; working with the Ministry of Climate Change and Environmental Coordination in Pakistan; and assisting Kenya in the development of evidence-based and inclusive climate change adaptation plans.

17. **Disaster displacement indicators:** Since 2021, IOM and the Internal Displacement Monitoring Centre have been collaborating with governmental and non-governmental organizations to develop standardized metrics for measuring disaster-related displacement,⁷ linked to the Sendai Framework for Disaster Risk Reduction 2015–2030, with the goal of enhancing the collection and analysis of data on displacement in order to better understand its impacts and improve policymaking and the allocation of resources to vulnerable communities. This initiative involves extensive research, consultations and the publication of two key reports. In 2024, with German funding, pilot implementation of the indicators was completed in Bangladesh, Indonesia, Mozambique and the Philippines. This flagship initiative aims to support State ownership of displacement data with a view to achieving enhanced reporting to the new disaster losses and damages tracking system that is being developed by UNDRR, UNDP and the World Meteorological Organization. Through technical involvement in the Santiago network and the UNFCCC loss and damage fund, IOM seeks to support the allocation of resources to climate-vulnerable States and communities.

18. **Disaster Resilience Scorecard for Cities:** As a part of its comprehensive approach to preparedness, IOM took over the management of the [Disaster Displacement Addendum to the Disaster Resilience Scorecard for Cities](#) from the Norwegian Refugee Council in January 2024. This collaborative effort, uniting UNDRR, the Internal Displacement Monitoring Centre, the Global Network of Civil Society Organisations for Disaster Reduction and the Platform on Disaster Displacement, aims to raise the profile of the scorecard significantly and facilitate its roll-out in diverse settlement contexts in Brazil, Egypt, Kenya, Lebanon, Moldova and Thailand throughout 2024 and beyond. Currently undergoing revision by IOM and partner agencies, the scorecard will be accompanied by a facilitator’s guide and training materials. This initiative holds promise as a key institutional tool for use by municipalities of all sizes and resource levels to build awareness, establish resource allocation targets and implement preparedness actions ahead of prospective displacement crises.

19. **Capacity for Disaster Reduction Initiative:** Led by IOM and UNDP, this initiative continues to foster collaboration across humanitarian, development and peacebuilding sectors, with a focus on climate change adaptation and disaster displacement. In 2023, it supported governments in Costa Rica, Mongolia, Tanzania and Zambia, and new initiatives were launched in Cameroon, Djibouti, the Democratic Republic of the Congo and Mozambique. A new workplan leading up to 2030, focused on fragile contexts and early warnings, is under development, which will refocus the initiative’s efforts at the national level by embedding its expertise into the results group on disaster risk management of the United Nations Sustainable Development Cooperation Framework in a series of pre-determined priority countries over a period of 6–12 months. This presents a significant shift away from the present demand-driven model and is intended to enable more sustainable financing.

⁷ See: IOM, [“Developing Indicators on Displacement for Disaster Risk Reduction”](#).

20. **Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster:** Produced following a Member State-led effort, helmed by the Philippines and the United States of America, these guidelines focus on preparedness and effective responses in order to ensure that systems are responsive to the unique needs of migrants and that no one is left behind during a crisis. The guidelines have been translated into more than eight languages. Since 2019, at least 46 governments have been trained on applying the guidelines to build a more migrant-inclusive response, most recently Azerbaijan, Guatemala, Indonesia, Kenya, Lebanon, Libya and Uzbekistan. The European Union, the United States Government, crisis response agencies and other stakeholders are showing growing interest in the guidelines owing to concerns about migration management, especially in the context of climate change and civil protection in emergencies. IOM is actively advocating the establishment of additional partnerships, the enhanced roll-out of training and preparedness exercises related to the guidelines and the development of tools to improve crisis response across all regions.

21. **Integration of technical solutions via the private sector:** IOM is working to build new technical partnerships with the private sector to address complex humanitarian and development challenges. In September 2023, IOM and Microsoft signed a framework agreement with a specific focus on climate action at the Africa Climate Summit, thereby formalizing their collaboration. Alongside their technical partnership network, IOM and Microsoft are currently exploring pilot activities focused on flood risk mapping, utilizing high-resolution satellite imagery in Ethiopia and the Maldives to map population densities and understand cyclical movement patterns. This data-driven approach will enhance emergency preparedness and long-term response capabilities, while also empowering governments to create targeted policies to support planned relocation, pre-emptive evacuations and climate change adaptation measures with a view to effectively safeguarding vulnerable communities.

The criticality of data for action and insight

22. The IOM Displacement Tracking Matrix, active in 100 countries, is the world's largest repository of primary displacement data. In collecting, analysing and disseminating information on the location, movements and evolving needs of displaced populations during crises, the matrix plays a crucial role in the provision of data for humanitarian action, which are utilized in more than 81 per cent of humanitarian response plans. The matrix supports the coordination of humanitarian responses, identification of gaps and advocacy of the protection of displaced persons and their rights. Through engagement with more than 30 national disaster management agencies, the matrix ultimately leads to the provision of better-targeted and more effective assistance. The critical role played by the matrix within the humanitarian programme cycle over the past 15 years was formally acknowledged in the [independent review of the humanitarian response to internal displacement](#) published by ODI in March 2024.

23. IOM and the Complex Risk Analytics Fund are partnering to improve responses to internal displacement crises through data innovation, including through the establishment of the PRIMARI system as a centralized data repository, which will bring together humanitarian and mobility data to empower decision makers with timely, comprehensive insights. This will lead to quicker and more effective humanitarian assistance, benefiting up to 42 million persons in crisis settings.

24. The unparalleled level of data gathered by IOM on displacement dynamics provides the foundation for understanding how climate change fuels displacement and humanitarian needs. With the ability to inform decision-making in favour of effective assistance, the Displacement Tracking Matrix is a proven tool for supporting evidence-based humanitarian action. The PRIMARI system will further enhance these capabilities by integrating additional forms of mobility data, offering greater insight into displacement risks and providing opportunities for proactive preparedness efforts.

Conclusion and next steps

25. The strategic focus and expertise of IOM on preparedness, disaster risk reduction and climate change adaptation hold immense potential to reduce humanitarian caseloads and the impact of climate-induced displacement. By continuing to invest in data-driven tools, collaborative partnerships and innovative solutions while maintaining its operational agility, field-focused footprint and projectized model, IOM is strategically positioned to navigate a more constrained global funding environment while expanding its crucial role in addressing the multifaceted challenges of the climate crisis.

26. Moving forward, IOM will prioritize scaling up the cost-effective flagship initiatives covered in this paper, in a concerted effort to limit the growth of humanitarian needs while enhancing Member State leadership in response and preparedness.

27. To secure long-term sustainability, IOM will continue to work towards establishing a diversified resource mobilization and partnership base, with additional emphasis on the private sector.

28. IOM will continue to champion the rights of displaced and immobile populations impacted by climate change, elevating the voices of climate-affected communities within policy discussions and decision-making processes.

Recommendations for Member States

29. IOM calls upon Member States to join forces by sharing best practices and climate data, leveraging technical tools and investing in resilience, social protection and human development through the creation of national action plans and through active participation in preparedness initiatives with a view to achieving the following aims:

(a) Strategically reducing humanitarian caseloads and the impacts of climate-driven displacement, and prioritizing cost-effective initiatives: Member States can achieve this through investing in IOM data-driven preparedness tools, collaborative partnerships and innovative solutions and by strengthening their preparedness and crisis response.

(b) Supporting the expansion of anticipatory action: Member States should prioritize the integration of anticipatory action into climate preparedness strategies. This can be achieved by allocating resources to initiatives such as the anticipatory action frameworks of the Central Emergency Response Fund and by collaborating with IOM to develop data analytics and risk forecasting tools and to trigger development in climate-vulnerable States. IOM and donors can further incentivize anticipatory action funding by matching funds provided by local governments, thus enhancing ownership and buy-in into the process. By investing in anticipatory action, Member States can proactively address displacement risks before disasters strike, thereby minimizing human suffering and the economic and non-economic losses associated with climate-induced human mobility.

(c) Ensuring the successful implementation of the Early Warnings for All initiative: Member States should collaborate with IOM to identify priority areas where scaling up early warning systems can have the most profound impact and to provide targeted project-based support to IOM to accelerate the development and implementation of effective early warning systems.

(d) Unifying policy and programming efforts: Member States should prioritize the integration of human mobility into national adaptation plans and nationally determined contributions by engaging in active partnership with IOM to leverage its technical expertise and country-level support.

30. In the run up to and during the twenty-ninth session of the Conference of the Parties to UNFCCC, Member States should advocate that the loss and damage fund prioritize the following actions to effectively address displacement risks linked to climate change:

- (a) Advocate clear and efficient mechanisms that allow governments and communities, especially those in vulnerable regions, to directly access funding for addressing displacement risks;
- (b) Work collaboratively to ensure that the operational framework of the fund explicitly addresses human mobility and displacement needs to facilitate the effective allocation of resources to support displaced populations;
- (c) Support initiatives that guarantee the meaningful participation of displaced communities, refugees and climate migrants in decision-making processes related to funding allocation.