

ENVIRONMENTAL MIGRATION DISASTER DISPLACEMENT & HUMAN SECURITY POLICY ASSESSMENT TOOL



DOMINICA COUNTRY ANALYSIS

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Publisher: International Organization for Migration
Mission Office
Cnr of Cork and Old Street
Roseau
Commonwealth of Dominica
Tel.: 1 767 285 0794
Email: iomdominica@iom.int

Authors: Diogo Andreola Serraglio and Stephen Adaawen

Research coordination: IOM Dominica

Project coordination: IOM Dominica

Language editing: Tanika Sasha Jones

Layout: ACEM by Jael Inc

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ENVIRONMENTAL MIGRATION, DISASTER DISPLACEMENT AND HUMAN SECURITY POLICY ASSESSMENT

COMMONWEALTH OF DOMINICA

Diogo Andreola Serraglio
Stephen Adaawen

May 2023





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This report is an outcome of applying the recently developed Environmental Migration, Disaster Displacement, and Human Security Policy Assessment Tool in Dominica. The Human Security Policy Assessment Tool has been developed under the auspices of the International Organization for Migration (IOM), the United Nations Trust Fund for Human Security (UNTFHS) and partners, including the United Nations Framework Convention on Climate Change (UNFCCC), the Organisation of Eastern Caribbean States (OECS) Commission and the Platform on Disaster Displacement (PDD). The development and piloting of this Tool is part of the Joint Programme (JP) entitled 'Promoting a Human Security Approach to Disaster Displacement and Environmental Migration Policies Integrating the COVID-19 Pandemic Response in the Eastern Caribbean'.

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ABBREVIATIONS & ACRONYMS

CARICOM	Caribbean Community
CDEMA	Caribbean Disaster Emergency Management Agency
COVID-19	Coronavirus Disease
CRRP	Climate Resilience and Recovery Plan
CSME	CARICOM Single Market Economy
CWP – CDM	Country Work Programme for Comprehensive Disaster Management
DRR	Disaster Risk Reduction
DRM	Disaster Risk Management
DRS	Dominica Resettlement Strategy
EWS	Early Warning Systems
GDP	Gross Domestic Product
IDMC	Internal Displacement Monitoring Centre
IOM	International Organization for Migration
NDC	Nationally Determined Contribution on Climate Change
NDP	National Disaster Plan
NEPO	National Emergency Planning Organisation
NLUP	National Land Use Policy
NRDS	National Resilience Development Strategy
MDAs	Ministries, Departments and Agencies
MHEWS	Multi-Hazard Early Warning Systems
MIS	Management Information System
ODM	Office of Disaster Management
OECS	Organisation of Eastern Caribbean States
PDD	Platform on Disaster Displacement
RECAR	Resilient Communities and Regions
SDGs	Sustainable Development Goals
SkYE	Skills for Youth Employment
SRSP	Shock-Responsive Social Protection
TVET	Technical and Vocational Education and Training
UN	United Nations
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNGA	United Nations General Assembly
UNTFHS	United Nations Trust Fund for Human Security
VRF	Vulnerability and Resiliency Fund
WFP	World Food Programme





EXECUTIVE SUMMARY

Dominica has long recorded extreme weather events, including hurricanes, as part of its climatic dynamics. Amidst ongoing global climate change, the country has witnessed changes in its climatic patterns over the last two to three decades. The impact of ongoing climate change and related disasters have often interacted with social, economic, and political factors in complex ways to exacerbate vulnerability and drive the displacement or forced migration of people across the country and other States within the Caribbean. Moreover, the compounding effect of the coronavirus disease (COVID-19) pandemic on the country has further overwhelmed existing social safety nets and the already fragile health systems, as well as negatively affecting the national economy. As one of the many coping and adaptation strategies, the internal and inter-island migration of people has been part of the socio-economic organisation of people in the country. The sustained mobility of people across the Caribbean has been reinforced by existing free movement arrangements within the framework of the OECS Commission and provisions under the Caribbean Community's (CARICOM) Single Market Economy (CSME) framework.

In the face of climate change impact and high vulnerability in Dominica, there are concerns that the magnitude of loss and damage, as well as effects on food security, health, mass displacement and human suffering often caused by disasters and other shocks, could undermine human security and further degenerate into an international humanitarian crisis. These concerns have informed calls for a more comprehensive and people-centred approach to addressing the multi-dimensional challenges that interact to increase vulnerability to climate and disaster risks in Dominica and other Eastern Caribbean States. It is envisaged that addressing the root causes of vulnerability through the lens of human security would translate into ensuring the well-being of people and long-term resilience to climate change, environmental degradation, disasters, and other related shocks in Dominica.

This report is an outcome of the assessment of national policies and legislations based on the application of the set of indicators outlined by the Environmental Migration, Disaster Displacement and Human Security Policy Assessment Tool in Dominica. This Tool has been developed to assess the integration of the human security approach into environmental migration and disaster displacement policies and mechanisms under the auspices of the IOM, the United Nations Resident Coordinators Office for Barbados and the Eastern Caribbean, the UNTFHS, and partners, including the UNFCCC, the OECS Commission, and the PDD. The first application of this Tool focuses on nine Eastern Caribbean countries, namely: Anguilla, Antigua and Barbuda, the British Virgin Islands, Commonwealth of Dominica, Grenada, Montserrat, Saint Kitts and Nevis, Saint Lucia, and Saint Vincent and the Grenadines. The longer-term goal is for the Tool to be scaled up and deployed in other regions or countries across the globe.

In the context of Dominica, the Human Security Tool has been used to examine in what ways existing national policies on disaster displacement, environmental migration, and COVID-19 responses are comprehensive and consider the multi-dimensionality of threats in Dominica. The assessment also examined the extent to which the identified measures align with existing global frameworks that project a human-centred approach to addressing climate change and disaster impacts. It is envisaged that the insights presented in this report would contribute to mainstreaming human security and human mobility considerations in disaster response and national development planning to enhance long-term resilience and sustainable development in Dominica. The insights gathered from the policy analysis are summarised below.

The analyses indicate that provisions to address risks or challenges that undermine the human security of environmental migrants or persons who may be displaced or forced to relocate due to the impact of related disasters in national legal or policy documents are limited. The Climate Resilience and Recovery Plan (CRRP), Dominica Resettlement Strategy (DRS), National Resilience Development Strategy (NRDS), and the updated Nationally Determined Contribution (NDC) have all outlined plans to reduce the humanitarian impacts of disasters on the distinct forms of human mobility by improving the resilience and capacity of communities for quick recovery, as well as reducing the vulnerability and exposure of lives and livelihoods to future shocks. Despite these planned measures, there is a limited or lack of consideration for the vulnerable circumstances of local communities to enhance sustainable (re)integration of persons being relocated or returning due to the impact of climate change, environmental degradation, and related disasters.

While the CRRP, NRDS, and DRS acknowledge the need to address the needs of vulnerable groups among displaced people, the DRS, in outlining principles to guide the resettlement process, is seen to take into consideration the rights of persons being relocated or resettled in every phase of the process. Mostly, references or propositions to address human (in)securities in the wake of climate change and disaster impact have been generic, with no specific or targeted measures to address the unique needs of environmental migrants or persons who have been displaced or unable to move and thereby, 'trapped' due to disaster impact. In addition to the provisions outlined by the DRS and CRRP, the assessment also identifies ongoing national efforts to establish a Multi-Hazard Early Warning System (MHEWS) to support disaster preparedness and response in Dominica.

On integrating the human security approach into national policies and legal instruments on environmental migration and disaster displacement in Dominica, the assessment was done along the seven distinct types of human insecurities that may arise in the context of environmental migration and displacement. Regarding economic (in)security, the identified national (im)migration policy and legal instruments do not address people living in poverty, unemployment, livelihood alternatives and income diversification for those individuals who migrate, as well as people who have been displaced, relocated, or both, in the context of climate change, disasters, environmental degradation, or all. The related climate and Disaster Risk Reduction (DRR) policy and legal instruments often make generic mentions of the distinct aspects of economic (in)security. These references are not directly associated with population movements in the context of climate change, disasters, environmental degradation, or all. By considering the diverse impacts of resettlement processes on livelihoods, however, the DRS aims to ensure that the disruption of the livelihood of people moving to a new area is minimised by helping to improve their living standards.

The application of the set of indicators related to economic (in)securities points to the lack of measures that facilitate access to skills training and related education on skills development for individuals who migrate, as well as people who are displaced, forced to relocate, or both, in the context of climate change, disasters, environmental degradation, or all. The available skills training in the context of the Youth Skills Training Programme and the Skills for Youth Employment (SkYE) programme are mainly focused on youth development in the country. The Dominica Social Protection Strategy and existing social assistance programmes have stressed the need to alleviate poverty with a specific focus on the vulnerable groups of the population. It indicates the need for updated data on poverty and information to build a social protection Management Information System (MIS) to help identify households and communities most in need of social assistance. Despite the focus on vulnerable groups, it does not stipulate any specific strategies for addressing the economic insecurities of persons on the move due to climate change, disaster, or shocks.

On *food (in)security*, Dominica has shown commitment to reducing hunger by instituting actions towards achieving Sustainable Development Goal (SDG) 2 on ending hunger and malnutrition and promoting sustainable agriculture through investment and international cooperation. In effect, promoting food security, sustainable agriculture, and improved nutrition has featured prominently in the existing national development, (im)migration, climate or environmental change, and disaster governance frameworks identified as part of the assessment. Sixteen of the twenty-two policy and legal instruments identified have outlined measures to address food (in)security in Dominica. While the identified governance frameworks recognise the impact of climate change, environmental degradation, and disaster on population and agricultural production, the measures to promote food security have not been explicit in how the food and nutritional needs of environmental migrants could specifically be addressed. The recommendation by the updated NDC to set up an 'easy access fund' for a vulnerable group like the Kalinago provides the opportunity to extend support to displaced populations or environmental migrants to enhance livelihood security and sustainable agriculture.

Regarding the issue of health (in)security, none of the national (im)migration policies and legal instruments identified have made any provisions to improve access to basic healthcare for environmental migrants. For the existing national climate change and DRR policy and legal instruments that were also examined, the analysis reveals that they do not stipulate any specific provisions to enable, improve, or both access to basic healthcare for the different categories of environmental migrants. Nevertheless, it is to be noted that there are generic references. It calls to integrate the issues of health in ongoing actions to address environmental migration or (forced) population movements due to climate change and disasters.

In terms of the existing provisions on addressing environmental (in)securities, some key insights could be drawn. First, the existing national policies and legal instruments on the different focus themes do not seem to endorse the notion of migration as an adaptation strategy to climatic risks and impacts. Another observation is that they do not facilitate the development of ecosystem-based approaches to avert or reduce (forced) population movements in the context of climate change, disasters, and environmental degradation. Lastly, the existing policies and legal instruments examined do not advocate the development of strategies and plans with specific provisions to address climate change and disaster-related human mobility.

Personal (in)security relates to physical violence in all its forms, human trafficking, child labour, and gender inequalities, among others. It is widely recognised that migrants are especially vulnerable or often confronted with different risks that undermine their security and wellbeing. The national (im)migration, climate, and DRR national policy and legal instruments that were examined acknowledge the greater vulnerability of groups such as children, older adults, persons with disabilities, and women to the impacts of disasters and other adverse effects of climate change. Despite the general recognition of different vulnerabilities, the identified national governance frameworks do not outline any perceptible measures to address the personal risks or insecurity aspects of migrants, displaced persons, people being relocated, or all due to climate change, disasters, and environmental degradation, as well as in situations of violence. In this regard, it is inferred from the analysis that the issues of protection or safeguarding the personal security of migrants who may be on the move due to climate change and disasters are hardly framed in the context of addressing vulnerable groups. The same observation can be made for displaced persons, evacuees, or persons being relocated in the wake of a disaster or emergency.

Out of the eight indicators developed to assess the community (in)security aspect of the Human Security Tool, only one relates to the challenges posed by the distinct dimensions of climate-related or environmental migration. From the analysis of the identified national governance frameworks, only the DRS of Dominica advocates the participation of environmental or disaster-related migrants, displaced persons, relocated people, or all in community development. The DRS, for example, underlines that all the resettlement projects undertaken as part of its strategies must ensure community participation in the decision-making and their contribution to the possible outcomes. Despite the advocacy from the DRS for participation in all resettlement activities, there are no identifiable provisions or specific measures for inclusive community-based climate adaptation and development programmes that address, for example, ethnic or identity-based violence or sustainable (re)integration in the case of environmental migrants or displaced populations returning or populations being relocated in the context of disasters.

In contrast to the DRS, the CRRP indicates that all projects aimed at advancing the overall vision of a climate-resilient Dominica will consider all vulnerable groups and promote gender equality. This will entail special consideration of the differential impacts of disasters on men, women, and children, as well as persons with disabilities, older adults, and disadvantaged groups like the Kalinago. In effect, CRRP may be seen to be advocating equal opportunities, access, and control of resources, as well as equal participation in design and implementation of climate resilience projects. Nevertheless, it is not explicit on protection or how the needs of environmental migrants or persons who may be displaced or forced to relocate due to disasters could be addressed, as well as their participation in decision-making on issues relating to their wellbeing. As part of its prioritised actions, the updated NDC details the need to create an enabling environment for communities and vulnerable groups to be able to effectively manage and take decisions on their own climate risks.

Given that the country does not have a history of violent episodes, there are no specific policy and legal instruments that regulate peacebuilding efforts nor provisions on disarmament programmes at the national level. It should also be noted that community security also relates to the sustainable (re)integration of persons being relocated due to disasters, returning, or persons who left their habitual place of residence due to distinct push and pull factors. In this regard, the analyses indicate that the existing national policy and legal instruments on (im)migration, climate change, DRR and related topics do not provide for the sustainable (re)integration of environmental migrants or populations who may have been displaced or being relocated due to disaster impact. This means is that the potential for sustainable (re)integration of environmental migrants or returnees in local communities would be undermined. This could further exacerbate the vulnerabilities of affected populations and have adverse implications in enhancing or promoting community security.

Political (in)security is another important aspect that could undermine the prospect of safeguarding the human security of environmental migrants or populations that have been displaced due to disasters. Based on the application of the indicators outlined as part of the human security approach, none of the (im)migration, climate or environmental change, and DRR policies and legal instruments identified have outlined any specific measures relating to the improvement of the rule of law, local governance, and leadership concerning addressing environmental migration. While this may translate as a gap in mainstreaming these critical elements of political insecurity in short- and long-term climate, DRR, development and migration policies and plans, these issues are generally captured as part of national constitutional laws and commitments to regional and international frameworks on the protection of human rights, the rule of law and good governance. Considering these critical aspects relating to the protection of human rights and justice in climate change adaptation (CCA), disaster risk management (DRM) and migration governance are thus important. This will support the design of specific mechanisms or institute concrete actions in safeguarding the human security of environmental migrants or persons who may be unable to move due to climate change and disaster impact in exacerbating the aforementioned insecurities.

The assessment of the identified national migration, climate, DRR, and development governance frameworks suggests that there has been relative progress regarding climate action and sustainable development in Dominica. Besides the ongoing efforts to develop MHEVWS in contributing to resilience, the government has also instituted several social protection programmes to support and improve the quality of life of vulnerable populations in the country. To facilitate the integration of the human security approach into measures to address the multiplicity of factors that undermine the human security of environmental migrants or populations displaced by disaster in Dominica, the assessment has outlined some recommendations for consideration.

This report is organised into five main sections. The first section introduces climate change, environmental degradation, disasters, migration, and the implications for human security in Dominica. In the second section, the report highlights the scope and goal of the study. It further gives a socio-economic and geographic background of Dominica. This is followed by analysing the extent to which the existing climate, environment, disaster, and development governance frameworks acknowledge and address environmental migration and disaster displacement at the national level in the third section. The fourth section entails analysis and discussion of how the identified national policy and legal instruments make provision to address the different human (in)securities in the context of measures to address environmental migration and disaster displacement in the country. Afterwards, the discussion concludes and outlines recommendations on integrating the human security approach in ongoing and planned actions to effectively address the needs of environmental migrants, persons who may be on the move or 'trapped' due to disaster, or both.



1. INTRODUCTION

1.1. Migration, Climate Change, Environmental Change and Disasters in Dominica

Given its location in the hurricane belt of the Eastern Caribbean, Dominica has long witnessed extreme weather events, including hurricanes, as part of its climatic dynamics (Benson et al., 2001; Taylor et al., 2012; Barclay et al., 2019). Amidst ongoing global climate change, the country has recorded changes in its climatic patterns over the last two to three decades (IPCC, 2014; Taylor, 2017). These observed changes have manifested in the sustained increase in mean air temperature and the frequency and severity of extreme events (Government of the Commonwealth of Dominica, 2020a). Insights from regional climate models and projections suggest that ongoing climate change has primarily contributed to the increased day and night-time temperatures between 0.19°C and 0.28 °C since 1960 (ibid.). Besides the increase in mean annual precipitation, it is also observed that the number of consecutive dry days across Dominica has also increased (CARIBSAVE Partnership, 2012; Commonwealth of Dominica, 2020a). Alongside the devastation hurricanes continue to cause, Dominica is also faced with coastal erosion and salt-water intrusion due to rising sea levels (Barclay et al., 2019; Government of the Commonwealth of Dominica, 2020a; World Bank, 2021).

Given that global warming will continue into the nearest future with devastating consequences, the expectation is that climate change, coupled with the impact of human activities, will threaten livelihoods, accelerate environmental and ecosystem degradation, as well as affect human health, the agricultural and tourism sectors in Dominica (World Bank, 2014; Schnitter et al., 2018; Pinnegar et al., 2019). These impacts will adversely affect the national economy (Government of the Commonwealth of Dominica, 2015a; Internal Displacement Monitoring Centre (IDMC), 2021). The impact of Hurricane Maria (September 2017), for example, severely affected the agricultural and tourism sectors, which drive the economy of Dominica. Hurricane Maria displaced approximately 80 per cent of the population across the island (IDMC, 2018). In addition to the lives that were lost, the cost of damage was estimated at USD 930.9 million, with losses of up to USD 380.2 million – constituting 226 per cent of Dominica's Gross Domestic Product (GDP) for 2016 (Government of the Commonwealth of Dominica, 2017a).

In the wake of climate and disaster risks in the (Eastern) Caribbean, vulnerable populations in Dominica have not been passive victims who have remained helpless to the impacts. As in many other Caribbean States, vulnerable or affected populations in Dominica have often adopted different responses, including migration, to recover from the direct and indirect impacts of climate and natural disasters on livelihoods and wellbeing (Francis, 2019; Forster et al., 2022). As one of the many coping and adaptation strategies, migration within the country and to other Caribbean States has generally been a feature of the population dynamics and socio-economic organisation of the people (Thomas-Hope, 2002). The migration of people to other Caribbean States has been reinforced by existing free movement arrangements within the framework of the OECS Commission, and provisions under the CSME initiative (Aragón and Mawby, 2019; Francis, 2019). With these regional free movement arrangements, contemporary movements have been characterised

by mixed migrations involving the voluntary migration of people for economic reasons, education, and tourism, as well as the displacement and the trafficking of people within the region and abroad (Grosfoguel, 2002; ACP, 2014; Aragón and El-Assar, 2018). What this means is that climate-related risks mostly interact with a multiplicity of complex socio-economic factors and existing vulnerabilities in aggravating displacement and existing mobility patterns across the island (Ferdinand et al., 2012; IOM, 2017; Aragón and Mawby, 2019; Heron, 2018; Francis, 2019; Forster et al., 2022).

1.2 Climate Change, Environmental Change, Disasters, Migration and Human Security

The role of climate change in increasing the severity of hurricanes and other natural hazards sometimes overwhelms local coping and adaptation systems (Government of the Commonwealth of Dominica, 2015a, 2017a). Moreover, the high cost of recovery, food insecurity, and increasing fiscal debts due to the impacts of climate change, environmental degradation and related natural hazards have often been challenging to ongoing efforts of the government to enhance climate resilience and adaptation in Dominica (Wilkinson et al., 2021; Climate Resilience Execution Agency of Dominica, 2020). These challenges often interact with social, economic, and political factors in complex ways to exacerbate vulnerability, as well as drive the displacement or forced migration of people across the country and to other States within the region (Ferdinand et al., 2012; Hamza et al., 2017).

The compounding effect of COVID-19 and the corresponding measures, which were instituted to contain the pandemic, have further contributed to the loss of livelihoods and the disruption of agricultural food systems, as well as the exportation and importation of commodities in Dominica (OECS Commission, 2020a; World Food Programme (WFP), 2020; United Nations Development Programme (UNDP) et al., 2020). These effects have further overwhelmed existing social safety nets and the already fragile health systems, and caused the severe contraction of the national economy (CDB, 2020; Maurice-George, 2020). There are ongoing efforts to recover from the impact of COVID-19 in Dominica, where the government, through the Central Bank, is working with local financial institutions to provide relief to by way of loan deferment, tax return extensions and waiving of penalties (UNDP et al., 2020; WFP, 2020; Government of the Commonwealth of Dominica, 2023a). In addition, the government has also received financial support from the World Bank to provide income support, protect the lives and livelihoods of citizens affected by the COVID-19 pandemic, as well as contribute to policy reforms in advancing the vision of a resilient Dominica to future shocks (World Bank, 2020, 2022a). Against the ongoing efforts at accelerating the recovery from the impact of the pandemic, there are also concerns about the likely occurrence of extreme weather events or climate-related disasters and the potential of having to deal with the large-scale displacement and movement of people within, across or the influx of displaced populations from other islands in the region (OECS Commission, 2020a; Byron et al., 2021).

As highlighted by the Dominica Climate Resilience and Recovery Plan (CRRP) 2020 – 2030 and the Immigration and Passport Act (No.5 of 1941), the national government recognises the importance of effective climate change and migration management in contributing to sustainable socio-economic development and climate change adaptation (Government of the Commonwealth of Dominica, 2020a). Similarly, existing national disaster risk reduction (DRR) policy frameworks and plans have sought to enhance disaster risk management (DRM) in the country (National Emergency Planning Organisation (NEPO), 2001; ODM, 2014). The recent migration governance and needs assessments conducted by the IOM in ten Island States of the Commonwealth Caribbean showed that Dominica and all the other Member States have national plans to guide the effective management of emergencies and disasters. The government has designated agencies and institutions to implement the proposed actions and interventions (Aragón and El-Assar, 2018). Despite the relative strides that have so far been made in terms of migration, climate change, and DRM at the national level, there is still a limited integration of human mobility and human security in climate change and disaster plans and strategies. Even when the Immigration Division is deployed to handle human mobility issues as part of emergency committees, their involvement is often *ad hoc*. This is because there are often no formally documented protocols for coordinating with immigration authorities (ibid: 51).

At the regional level, (Eastern) Caribbean countries have worked collaboratively on DRM within the framework of the Caribbean Disaster Emergency Management Agency (CDEMA) (CDEMA, 2014). Beyond the framework of CDEMA, Dominica has been active in developing policies, strategies, and agencies aimed at DRM and enhancing resilience (Government of the Commonwealth of Dominica, 2020a; Thomas and Benjamin, 2020). Yet, there are still challenges relating to disaster risk response and governance at the national level (Aragón and El-Assar, 2018; Serraglio et al., 2021).

Besides the possible tensions and conflicts that may arise because of increasing competition for scarce resources with large-scale displacement and migration, there are fears that the magnitude of loss and damage, as well as the impact on food security, health and human suffering often inflicted by environment-related disasters, could further degenerate into an international humanitarian crisis and general discontent among the population (Ayuso and Hansen, 2017; Adger et al., 2014; Wilkinson et al., 2021; Maurice-George, 2020). These concerns have informed calls for a much more comprehensive and people-centred approach to addressing the multi-dimensional challenges that interact to increase vulnerability to climate and disaster risks in Dominica and other Eastern Caribbean States (Byron et al., 2021; Forster et al., 2022). The conviction is that focusing on people and addressing the root causes of vulnerability would invariably also translate into safeguarding human security and long-term resilience to environmental change and disaster impacts across States in the region¹.

Against the foregoing background, any existing national measures to address environmental migration (human mobility) and disaster response in Dominica will have to transcend the seeming macro-level focus to deploying a comprehensive approach that focuses on addressing the cross-cutting challenges and threats to vulnerable populations and safeguarding human dignity, ensuring access to basic needs, recognition of human rights and freedom (Gasper, 2012; Climate Studies Group Mona, 2020; UNTFHS, 2021a). It is envisaged that this would empower vulnerable populations, enhance long-term resilience, and promote greater environmental sustainability and inclusive development for the future (Barnett et al., 2010; UNTFHS, 2021b). Addressing the root causes of threats and vulnerability in Dominica would thus largely hinge on a thorough review and reconsideration of existing policies on disaster displacement and environmental migration to take into consideration the different contexts, as well as the dimensions or components of human security (economic, food, health, environmental, personal, community and political)².

This assessment draws on the set of indicators outlined as part of the Environmental Migration Human Security Policy Assessment Tool (see Annex 1 and 2) to examine in what ways existing national policies on disaster displacement, environmental migration, and COVID-19 responses are comprehensive and consider the multi-dimensionality of threats in Dominica. The assessment attempts to ascertain the extent to which the identified measures align with existing global frameworks that project a human-centred approach to addressing climate change and disaster impacts. It is envisaged that the insights would contribute to mainstreaming human security and human mobility considerations in disaster response and national development planning in enhancing long-term resilience and sustainable development in Dominica.

The rest of this report is further divided into four major sections. The first section gives an overview of the Human Security Policy Assessment Tool and the scope of this study. In the second section, the study examines the extent or how the mobility dimensions of climate change, environmental degradation, and disasters are addressed in existing national governance frameworks. In the following section, the discussion narrows down to how the human security approach is mainstreamed in strategies aimed at addressing the environmental migration and disaster displacement in Dominica. The discussion identifies and examines the different insecurities that vulnerable populations or persons on the move may face and how these are specifically addressed in the governance frameworks identified. In the last section, the discussion concludes by outlining recommendations on how the human security approach could be mainstreamed in existing and upcoming national policies and legal frameworks to promote long-term resilience, inclusive growth, and sustainable development in Dominica.

¹ See Rhiney, 2015; Smith and Rhiney, 2016.

² See UNTFHS, 2016, p. 20.

2. SCOPE OF THIS STUDY: ENVIRONMENTAL MIGRATION, DISASTER DISPLACEMENT AND HUMAN SECURITY POLICY ASSESSMENT TOOL

The Environmental Migration and Human Security Policy Assessment Tool has been developed under the auspices of the IOM, the UNTFHS and partners, including the UNFCCC, the OECS Commission and the PDD. The Human Security Policy Assessment Tool provides the required indicators to assess existing national governance frameworks on climate change, environmental degradation, and disasters. The first iteration focuses on nine Eastern Caribbean countries, namely: Anguilla, Antigua and Barbuda, the British Virgin Islands, Commonwealth of Dominica, Grenada, Montserrat, Saint Kitts and Nevis, Saint Lucia, and Saint Vincent and the Grenadines. The long-term goal is for the tool to be scaled up and deployed in other regions or countries across the globe.

Within the context of Dominica, the expectation is that the application of the Human Security Approach, will enable a more comprehensive and human-centred approach to addressing environmental migration and disaster displacement in the country. It seeks to promote the adequate protection of disaster-displaced persons, environmental migrants, and vulnerable communities or groups in Dominica from multiple threats (notably with COVID-19 and future pandemics).

Figure 1 Map of Dominica

2.1 Dominica: Country Profile

As the largest English-speaking island in the Lesser Antilles, Dominica covers a total land area of 750 km² (see Figure 1), with a population of over 72,000 people (2021) (see Table 1) – of which more than 70 per cent live in settlements that are located 1.5 – 5 km along the coast (Gallina, 2010; Cashman and Nagdee, 2017; Slinger-Friedman, 2017). The island recorded a sustained economic growth of 3.5 per cent in 2018 and 5.7 per cent in 2019, after recovering from Hurricane Maria's impacts in 2017 (CDB, 2019; World Bank, 2022b). Despite the relevance of the tourism sector at the national level, the Caribbean Development Bank (CDB) attributes the rebound of the economy to primarily the expansion in all sectors, which saw value additions in the agricultural, construction, trade, transport, and communication sectors. However, given the impacts of COVID-19 on the national economy, Dominica recorded a slump in GDP growth rate of -16.6 per cent in 2020. The adverse effects of COVID-19 have since eroded the relative economic gains made in the aftermath of Hurricane Maria (CDB, 2019, 2020; OECS Commission, 2020a). Nevertheless, the economy has since witnessed a rebound with GDP growth of 6.5 per cent by the end of 2021 (World Bank, 2022b). Given the stringent fiscal measures being put in place to address the shocks of the COVID-19 pandemic, the expectation is that the economy will sustain this rebound in the coming years.



Source: Encyclopedia Britannica, 2021

Note: This map is for illustration purposes only. The boundaries and names shown, and the designations used on this map do not imply official endorsement or acceptance by IOM.

Table 1. Background of Key Socio-Economic Information on Dominica

Capital	Roseau
Form of government	Parliamentary Democracy
Location	Lesser Antilles – Eastern Caribbean
Total land area	750 Square kilometres (km ²)
Population	72,172 (2021)
Main economic activities	Tourism, agriculture, and manufacturing
GDP (Annual Growth)	6.5 % (2021)
Hazards that may lead to displacement	Cyclonic wind, extreme rainfall, storm surge, volcanic eruption, and earthquake

Sources: CDB, 2019; Slinger-Friedman, 2017; World Bank, 2022b.

Due to its geographic location, Dominica is exposed and vulnerable to the impacts of climate change and disasters (Government of the Commonwealth of Dominica, 2015a; Slinger-Friedman, 2017; Dominica Emergency Management Organisation, 2018). The country has witnessed increased frequency and intensity of hurricanes over the years, often accounting for heavy rainfall activity and flash floods (Barclay et al., 2019). Alongside a 30 to 50 per cent decline in annual precipitation and freshwater shortage due to increasing dry climate, it is identified that recurring episodes of extreme drought will, in the next few years, pose significant risks to populations and agricultural production in Dominica (Government of the Commonwealth of Dominica, 2012a, 2020a; Edwards, n.d.). Furthermore, hurricane activity in Dominica has been widespread, negatively impacting human populations and the national economy. As an example, Hurricane Maria was recorded as one of the most devastating extreme weather events to hit Dominica, affecting over 80 per cent of the population. Thirty people lost their lives within the 66,926 people directly affected. More than 90 per cent of houses were reportedly destroyed, while it took more than a year to restore power and telecommunications after the hurricane event (Government of the Commonwealth of Dominica, 2017a; Climate Resilience Execution Agency of Dominica, 2020).

Following the recent recalculation of the world risk index to include the absolute number and percentage of the population at risk, Dominica has been ranked 113 (out of 193) among countries most vulnerable to disaster impacts (Atwii et al., 2022). Despite the seeming lower ranking, Dominica is exposed and remains vulnerable due to its location as an Island State in the Eastern Caribbean region. Available records indicate that between 1951 and 2014 alone, Dominica recorded a total of 431 disasters, resulting in economic losses of up to USD 148,538,261 and over 2,296,766 people affected within the period (UNDRR-DesInventar Sendai, 2020). Recent estimates from the IDMC posit that approximately 2,393 people are currently at risk of being displaced in the context of sudden onset hazards every year in the island nation (IDMC, 2020).

3. POLICY AND LEGAL FRAMEWORKS ADDRESSING ENVIRONMENTAL MIGRATION AND DISASTER DISPLACEMENT IN DOMINICA

The Environmental Migration and Human Security Policy Assessment Tool consists of a set of indicators being applied to assess the extent to which existing policy and legal instruments integrate human security in addressing related issues at the national level. To this end, the desk-based review was done to identify existing national climate, environmental, disaster, migration and development policy and legal frameworks. The desk-based review was also complemented by direct follow-up with government agencies and ministries by a team member at IOM Dominica. Of the twenty-three relevant national policies and legislation identified in Dominica, only twelve refer to the topic (see Table 2). More specifically, only the policy documents referring to the topic were considered for applying the indicators outlined in the Environmental Migration and Human Mobility Assessment Tool.

Table 2. Policy and Legal Instruments that acknowledge and/or address Environmental Migration (Human Mobility) in Dominica

Governance Sphere	Year	Policy and/or Legal Instrument	References/Measures to Address Human Mobility in the Context of Climate Change, Disasters and Environmental Degradation
Migration	1941	The Immigration and Passport Act (No. 5) ^a	No
Environment	2014	National Land Use Policy ^b	Yes
	2022	National Forest Policy ^c	No
Climate Change	2001	Initial National Communication on Climate Change ^d	Yes
	2002	Climate Change Adaptation Policy ^e	No
	2012	Second National Communication on Climate Change ^f	Yes
	2012	Low-Carbon Climate-Resilient Strategy (2012–2020) ^g	No
	2015	Intended Nationally Determined Contribution ^h	No
	2018	Climate Resilience Act (No. 16) ⁱ	No
	2020	Third National Communication on Climate Change ^j	Yes
Disaster Risk Reduction	2022	Updated Nationally Determined Contribution ^k	Yes
	1987	Emergency Powers (Disaster) Act (Chapter 15:03) ^l	No
	2001	National Disaster Plan ^m	No
	2015	Dominica Resettlement Strategy ⁿ	Yes
Other policies of relevance	2020	Dominica Climate Resilience and Recovery Plan (2020–2030) ^o	Yes
	2019	Updated National Gender Policy ^p	No
	2019	Supplemental Gender Policy ^q	Yes
	2020	National Resilience Development Strategy 2030 ^r	Yes
	2021	Gender Responsive Budgeted (GRB) Multi-Sectoral Adaptation Strategy and Action Plans (SASAP) for Dominica ^s	Yes
	2022	Voluntary National Review: Commonwealth of Dominica ^t	Yes
	2022	Dominica National Plan for Pandemic Influenza (Final Draft) ^u	No
	2022	(Draft) Social Protection Policy ^v	Yes
	2022	(Draft) Social Protection Strategy ^w	No

Sources: Government of the Commonwealth of Dominica 1941a, 2014b, 2022ac, 2001d, 2002e, 2012af, 2012bg, 2015ch, 2018i, 2020bj, 2022bk, 1987l, 2015bn, 2020ao, 2019ap, 2019bq, 2020cr, 2021bs, 2022ct, 2022du, 2022ev, 2022fw; NEPO, 2001m

3.1 Environmental Migration and Disaster Displacement within National (Im)migration Legal and Policy Frameworks

Dominica was one of the Caribbean States that voted in favour of the resolution on the Global Compact for Safe, Orderly, and Regular Migration at the United Nations General Assembly (UNGA) in 2018 (UNGA, 2018, pp. 14-15). However, the country is yet to institute a national policy on (im)migration and related topics. Furthermore, it is also observed that there are no legal and policy instruments at the national level that enable the granting of refugee status – or similar protection measures – to persons who move in the context of climate change, disasters, or environmental degradation. The Guiding Principles on Internal Displacement have also not yet been operationalised through a specific legal or policy instrument at the national level. There are no established regulations addressing internally displaced persons in the context of climate change, disasters, and other related environmental changes. This also applies to rural-urban population movements and situations in which people move due to urban planning, among others. The exception is the Dominica Resettlement Strategy (DRS), which guided the relocation of families affected by Tropical Storm Erika in 2015.³

Regarding cross-border population movements associated with disasters, there are also no identifiable good practices, specific measures, or both established by domestic legal and policy instruments that allow for the adequate admission and stay of people affected by such events, such as granting humanitarian visas. Migrants facing crisis situations in Dominica, such as disasters and pandemics, are not covered by any specific measures that are regulated by national legislation or policy that facilitates their access to humanitarian protection. Nevertheless, in instances of crisis or emergency, it is to be noted that humanitarian assistance is extended to affected persons regardless of their status (Aragón and El-Assar, 2018, p. 46). The analysis of existing documents has not also revealed any actions regarding the suspension of deportation, change of migration status, and resident permit extension for migrants when a return to the country of origin is prevented, hindered, or both by some crisis or disaster.

The analysis suggests is that Dominica does not present any specific legal and policy instruments with criteria to identify and characterise cross-border movements in situations of disasters. Considering that population movements tend to happen regionally, and individuals can circulate among CARICOM and OECS Member States, based on the existing free movement protocols, persons who may be moving as environmental migrants or seeking refuge in Dominica due to disaster displacement are not given any special protection or consideration to enhance their recovery, (re)integration and wellbeing.

3.2 Environmental Migration and Disaster Displacement within National Climate or Environmental Legal and Policy Frameworks, or Both

The CRRP 2020 – 2030 can be considered the main climate policy document in Dominica. The CRRP is backed by the Climate Resilience Act (No.16 of 2018) and aims to achieve the SDGs and respective targets, transform Dominica into a climate-resilient country, as well as enhance a people-centred development (Government of the Commonwealth of Dominica, 2018, 2020a). The main objective of the CRRP is to transform Dominica into the first climate-resilient nation by 2030 (Government of Commonwealth of Dominica, 2020a). This vision is to be achieved by outlining actionable and sustainable measures through a whole-of-government approach by working in partnership with key stakeholders to achieve this ambition. The CRRP recognises and facilitates the adoption of integrated approaches to avert, minimise, and address environmental migration and disaster displacement at the national level. In particular, it presents a practical intent to resettle people or families in the context of disaster impact in vulnerable communities across the country. The CRRP seeks to relocate people, communities, or both from high-hazard areas to safer and sustainable environments to achieve climate resilience. In this context, the goal is to transform the structural resilience of the nation's housing system to extreme weather events and to relocate those currently located in physically vulnerable locations. To this end, it proposes and sets a target of one hundred per cent resettlement of individuals living in vulnerable locations by 2025 (ibid.).⁴

Dominica has not yet developed a National Adaptation Plan to address climate impacts and risks at the national level. Nevertheless, the country launched the Climate Change Adaptation Policy (CCAP) in 2002. The CCAP thoroughly assesses the capacity needs and constraints of ongoing national efforts to improve

³ See analysis in the following sub-sections.

⁴ The CRRP presents a resilient housing scheme, stipulating, among others: (i) the mapping of vulnerable communities, (ii) the development of a plan for the relocation of vulnerable residents, (iii) the reparation and retrofitting of homes for vulnerable residents, (iv) the development of a scheme to provide subsidised home insurance for low-income families, (v) the construction of 5,000 new resilient homes for vulnerable populations, and (vi) the provisions of low-interest loans for the retrofitting of homes and the construction of safe rooms for vulnerable people (Government of the Commonwealth of Dominica, 2022a).

environmental conservation, climate adaptation, mitigation, and sustainable development across the island (Government of the Commonwealth of Dominica, 2002). The CCAP does not reference or outline any concrete measures on environmental migration or displacement in Dominica. Whereas the INDC does not refer to the topic (Government of the Commonwealth of Dominica, 2015c), the updated NDC acknowledges human mobility when addressing the devastating impacts of Tropical Storm Erika, which struck Dominica in 2015 (Government of the Commonwealth of Dominica, 2022). Aligned with the 2020 CRRP housing scheme, the updated NDC stipulates the resettlement of one hundred per cent of persons living in vulnerable locations as part of its multi-sectoral targets and initiatives to achieve climate resilience (*ibid.*). In this light, the CRRP and the updated NDC intend to scale down the humanitarian impacts of disasters by improving the capacity of communities for quick recovery and reducing the vulnerability and exposure of lives and livelihoods to future shocks.

Dominica has thus far submitted three National Communications on Climate Change to the UNFCCC Secretariat. The Initial National Communication acknowledged, for instance, that the impacts of hurricanes and sea-level rise are likely to result in internal displacement. Planned relocation is mentioned as an adaptation option to the impacts of climate change. This reference is made in the frame of the national government advocating, as part of its strategy, that housing and infrastructure will be relocated to less vulnerable areas (Government of the Commonwealth of Dominica, 2001). In turn, the topic was also given some attention in the Second and Third National Communications on Climate Change, where it is pointed out that climate change will further increase rural-urban migration in the country. In particular, the government recognises that continuous coastward migration to districts like Roseau and Portsmouth in search of economic opportunities will exert significant pressure on these coastal areas in terms of meeting demands on housing and providing other social services (Government of the Commonwealth of Dominica, 2012a, 2020b). Nevertheless, it is noted that none of the three National Communications of the country has stipulated any concrete actions related to addressing the distinct dimensions of human (im)mobility in the context of environmental degradation, climate change, and related disasters.

3.3 Environmental Migration and Disaster Displacement within National DRR Legal and Policy Frameworks

Disaster preparedness and emergency responses in Dominica are respectively implemented and coordinated within the framework of the Emergency Powers (Disaster) Act (Chapter 15/03-20 of 1987) and the NEPO (OAS, n.d.; NEPO, 2001).

On enhancing DRM at the national level, the CRRP has stipulated measures to include prudent disaster-risk management systems and effective disaster response and recovery (Government of the Commonwealth of Dominica, 2020a). Whereas the first set of measures focuses on minimising and managing the risks associated with climate-related disasters at the national level, the second set of measures focuses on the post-disaster phase - i.e., reducing disaster impacts and the period of recovery and building back better (*ibid.*). As earlier noted, the CRRP aims to transform the national housing system to enhance resilience to extreme weather and relocate families currently located in vulnerable areas. It is envisaged that relocating persons to safer areas and building or retrofitting homes to be climate resilient will mitigate or reduce vulnerability to climate and disaster impact and improve climate resilience by 2030 (*ibid.*).

Concerning the distinct dimensions of human mobility in the national DRR policy frameworks identified, the 2015 DRS also registers a practical intent to relocate people or families in the context of disasters (Government of the Commonwealth of Dominica, 2015b). The DRS was initially targeted at defining a comprehensive approach to the relocation process undertaken by the government following the events that evolved from the passage of Tropical Storm Erika in Dominica. Besides responding to the needs of the people affected in an integrated way, the DRS is intended to guide the resettling of inhabitable communities and highly vulnerable families, regardless of whether or not their houses were destroyed or damaged by Tropical Storm Erika (*ibid.*). This is to be based on nine identified components for the resettlement process.

In effect, the DRS and CRRP are the only policy documents to make provisions on environmental migration and disaster displacement – specifically, planned relocation and post-disaster recovery and resilience. Nonetheless, the CRRP does not address all the stages of the resettlement process. It overlooks the opportunity to include effective measures to protect relocated people before, during, and in the aftermath of such processes. In contrast, the DRS considers all the stages of the planned relocation process⁵ and thus may be seen as clearly attempting to safeguard the rights of persons being relocated or resettled.

Even though the CRRP incorporates the human mobility dimension (relocation) into preparedness measures, it is silent on the critical issue of the rights of displaced people to humanitarian assistance. On the part of the DRS, it highlights the need to address the specific challenges of disadvantaged groups among displaced populations, such as those below the poverty line, the aged, women, children and other minorities. In this regard, appropriate assistance must be provided to help such groups cope with the resettlement process and to improve their status (Government of the Commonwealth of Dominica, 2015b). Nonetheless, neither of the two policy documents includes considerations about migrants affected by disasters in Dominica.

On the development of Early Warning Systems (EWS), the Country Work Programme for Comprehensive Disaster Management (CWP – CDM) 2021 – 2025, the MHEWS Gaps report, Coordination and Standardization of Early Warning Systems in Dominica report and the CRRP have all identified gaps and reiterated the importance of MHEWS to DRR, preparedness and resilience in Dominica (UNDP, 2018, 2020; Government of the Commonwealth of Dominica, 2021a). On community resilience, for instance, the CWP – CDM in outlining its long-term prioritised outcomes indicates the goal to improve the capacity of vulnerable groups to address hazard impacts and the effects of climate change (Government of the Commonwealth of Dominica, 2021a, p. 33). Despite the recognition and recommendations on MHEWS, there are no identifiable provisions on how to deal with issues of displacement, mass population movements, relocation/resettlement, and (re)integration of affected populations in the context of disasters. Nonetheless, it is important to highlight that there are ongoing efforts at the national level to translate the proposed measures on MHEWS on the ground and, hence, the possibility of integrating the mobility dimensions of disasters and climate changes into the actions or measures being instituted (UNDP, 2020).

Concerning the issues of evacuation, provision of shelter, or both, the CRRP aims to strengthen established procedures to evacuate people from disaster-prone areas when lives are at risk within the national territory, thus minimising the loss of life and disruption of livelihoods (*ibid.*). On the other hand, a public service component of the resettlement process proposed by the DRS relates to incorporating emergency management aspects in the design and costs of new settlements (e.g., evacuation routes, safety signalling, and location of hydrants, among others), as well as the formulation of an appropriate evacuation plan.

Thus, the CRRP underlines, as a future outcome, the development of conditions assessment to determine the current status and to inform the scale of improvements required to achieve resilience. It also proposes the development of risk assessments to determine natural and human-made hazards to infrastructure performance and resilience (Government of the Commonwealth of Dominica, 2020a). Finally, no measures can be tracked in the DRR legal and policy instruments examined regarding information sharing, and training on disaster-related human displacement for official actors, civil society, and communities affected or at risk. In this context, no normative instruments and related mechanisms to promote access to information and the participation of displaced populations, populations at risk of displacement, and local or host communities in actions related to disaster-related displacement were identified during the activity.

⁵ Namely: (i) project identification, (ii) pre-feasibility, (iii) feasibility and detailed design, and (iv) implementation.

4. THE INTEGRATION OF THE HUMAN SECURITY PERSPECTIVE INTO POLICY AND LEGAL INSTRUMENTS THAT ADDRESS THE ENVIRONMENTAL MIGRATION AND DISASTER DISPLACEMENT IN DOMINICA

This section analyses the extent to which the human security approach is reflected in national policy and legal instruments. The analysis is divided into seven sub-sections, each representing a distinct type of human (in)security arising from environmental migration and displacement.

4.1 Economic (In)security

Regarding safeguarding economic security across the island, the identified national (im)migration policy and legal instruments analysed do not address people living in poverty, unemployment, livelihood alternatives and income diversification for those individuals who migrate, as well as people who have been displaced, being relocated, or both in the context of climate change, disasters, environmental degradation, or all. Measures related to maintaining and protecting the existing livelihood system during population movements and access to education, skills training, and related development activities (e.g., Technical and Vocational Education and Training (TVET)/Green Jobs) were also not identified. Similarly, no attention is given to the different migration patterns that may arise from climate change, disasters, environmental degradation, or all.

On the other hand, the policy and legal instruments from the climate and DRR domestic agenda that acknowledge and/or make provisions on environmental migration and disaster displacement often make generic mentions of the distinct aspects of economic (in)security. Such references are not directly associated with population movements in the context of climate change, disasters, and/or environmental degradation. Regarding poverty reduction, for instance, whereas the Initial National Communication on Climate Change draws attention to the increasing poverty rates at the national level (Government of the Commonwealth of Dominica, 2001), the Second National Communication states that adaptation policies and measures are to be assessed in a developmental context. As such, any adaptation policies and measures should complement and be consistent with wider sustainable development efforts, such as poverty reduction (Government of the Commonwealth of Dominica, 2012a). Similarly, the Third National Communication on Climate Change underlines the impacts of climate change on poverty alleviation. It specifies that poverty reduction requires the creation of sustainable employment and income-earning opportunities for all nationals over the long term (Government of the Commonwealth of Dominica, 2020b).

Regarding the Dominica Disaster Resilience Strategy (DRS), it facilitates disaster response, recovery, and long-term resilience around the three pillars of i) structural resilience, ii) financial resilience, and iii) post-disaster social resilience (IMF, 2021). In the context of the distinct pillars, the DRS specifies measures relating to prioritised investments in improving and ensuring resilient infrastructure, developing irrigation systems, financing mechanisms to enhance recovery and reconstruction, as well as post-disaster measures to restore critical public services such as the provision of potable water, medical services, citizen security and financials (ibid.). The priority areas of interventions outlined under the three pillars can be seen to address critical aspects of human security in the wake of a disaster. The planned post-disaster recovery measures outlined in the DRS may thus be seen to implicitly relate or focus on the affected or displaced population during a disaster. Nonetheless, the DRS is not explicit regarding persons moving in the context of slow-onset environmental degradation, provisions to navigate the complexity of protection for cross-border displacement, and instances of 'trapped' populations. Aside from the plans to improve resilience in the agricultural crop production sector, the DRS does not specify or outline measures to address livelihood sustainability in the fisheries sub-sector or blue economy.

The Dominica Social Protection Policy and Strategy have emphasised the critical role that social assistance plays in poverty reduction and enhanced social protection for community resilience (Government of the Commonwealth of Dominica, 2022e, 2022f). The evidence from the Shock-Responsive Social Protection (SRSP) in the Caribbean assessments suggests that several initiatives have been made at national and regional levels to enhance the social

protection of vulnerable people and for improved emergency preparedness systems in the face of increasing disaster impact and shocks⁶. In the context of Dominica, the government has initiated more than thirty social protection programmes since 2003 (Government of the Commonwealth of Dominica, 2017b). For instance, social protection programmes such as the Public Support Programme (PSP), Public Assistance Programme (PAP), and Emergency Assistance Programme have been deployed to offer social assistance to citizens and families in distress or affected by disasters or shocks of any kind (Beazley, 2018).

Although the Dominica Social Protection Strategy does not stipulate any specific strategies for addressing the economic insecurities of persons on the move due to climate change, disaster, or shocks, it emphasises the need to alleviate poverty with a specific focus on the vulnerable groups of the population. It indicates the need for updated data on poverty and information to build a social protection MIS to help identify households and communities most in need of social assistance. It should be noted, however, that some existing social assistance programmes and interventions have served as channels to provide livelihood and income support for vulnerable and affected populations. This was, for example, evident in the recent response to the COVID-19 pandemic impact in the country. The government provided some relief to Dominicans with financial support from the World Bank and other national and international partners in the wake of the COVID-19 impact on the economy.

With the DRS, the inherent references call for particular attention to the needs of disadvantaged groups among those that were displaced in the aftermath of Tropical Storm Erika - especially those below the poverty line (Government of the Commonwealth of Dominica, 2015b). However, the DRS has not presented any specific actions on how to address these needs or challenges that often arise in the wake of a disaster. In contrast, the CRRP recommends integrating environmental issues in poverty and unemployment-specific targets to address and reduce the underlying social challenges that can adversely affect communities (Government of the Commonwealth of Dominica, 2020a). Other than the aforementioned policy initiatives, some generic references to unemployment have also been identified in the Initial National Communication on Climate Change. The Initial National Communication, for instance, points out that the unemployment rate at the national level in 1994 was 20 per cent, with the quality of the labour force remaining largely non-technical and untrained for the industrial and service sectors to adequately contribute to the growth of the national economy (Government of the Commonwealth of Dominica, 2001).

None of the climate and DRR policy documents referring to environmental migration and disaster displacement outline any measures for livelihood alternatives and income diversification to cope with such population movements. By considering the diverse impacts of resettlement processes on livelihoods, however, the DRS aims to ensure that the disruption of the livelihood of people moving to a new area is minimised by helping to improve their living standards (Government of the Commonwealth of Dominica, 2015b).

At the national level, the Youth Development Division has continued to provide training to Dominican youth as part of the national Youth Skills Training Programme. Since its inception, the Youth Skills Training Programme has focused on providing employable skills training through its modules on agriculture, construction, hospitality arts, automotive trades, distributive trades, computer skills, electricity and electronics, hair styling, barbering, furniture making, leather work, industrial sewing, ceramics, candle production, silk screen printing and soap production (Government of the Commonwealth of Dominica, 2023b). It is revealed that most youth trainees (75 per cent) who have completed the skills training programme are actively employed (ibid.). Alongside this, the SkYE in the Caribbean programme also targets youth skills training in the four Caribbean countries of St. Vincent and the Grenadines, St. Lucia, Grenada, and Dominica (SkYE, 2019). With funding from the Government of the United Kingdom, the SkYE programme consists of three components: (i) support for skills training for growth, (ii) focused support and training for disadvantaged young people, and (iii) technical assistance to improve national training systems.

The programmes aim to support and enhance the quality of TVET training in the focus countries (ibid.). In Dominica, the main grantees (Dominica Youth Business Trust, Business Training Centre, and Kalinago Connection Inc) have mainly provided skills training on business entrepreneurship, retail management, computer skills, tourism and travel management, electrical installation, and outboard motor repairs.

⁶ See, for example, Longhurst and Gouretskaia, 2021.

The application of the set of indicators related to economic (in)securities points to the lack of measures or designated actions that facilitate access to education, skills training and related skills development (e.g., TVET/green skills training) for individuals who migrate, as well as people who are displaced and/or forced to relocate in the context of climate change, disasters, and/or environmental degradation. The existing skills training modules are mainly focused on youth development. There are also no provisions to address rural-urban migration patterns, circular, seasonal, and/or return migration, or all, arising from the impacts of climate change, environmental degradation, and natural disasters.

4.2 Food (In)security

The issues of food security and self-sufficiency have been of great importance at the national level in Dominica (Government of the Commonwealth of Dominica, 2020a). As part of its commitment to achieving the targets of Agenda 2030 within the context of CARICOM, Dominica has shown commitment to instituting actions towards achieving SDG 2 on ending hunger, all forms of malnutrition (achieving agreed international targets on addressing stunting and wasting in children under five years by 2025) and promoting sustainable agriculture through investment and international cooperation (Government of the Commonwealth of Dominica, 2020c). Against this background, the issues of food security and promoting sustainable agriculture and improved nutrition have featured prominently in the existing national development, (im)migration, climate/environmental change, and disaster governance frameworks that have been identified as part of the assessment. Out of the twenty-two policy and legal instruments identified, sixteen have outlined measures to address food (in)security in Dominica (see Table 2).

As the 'Nature Island State' of the Caribbean, the importance of effective land management to sustainable food production is a key priority to Dominica. Given this, Dominica has developed the National Land Use Policy (NLUP) (2014) (Government of the Commonwealth of Dominica, 2014). The NLUP provides guidance on decisions relating to preserving rivers, forests, biodiversity, sustainable land use, and development to improve the quality of life of Dominicans (ibid.). In line with this vision and commitment, the policy recognises the importance of land in safeguarding food security for self-sufficiency and improved quality of life for the population. On promoting food security across the island, the NLUP emphasises the resolve of the government to carefully manage valuable agricultural lands to "[...] ensure long-term viability of the agricultural sector, and continued contribution of the agricultural sector to Dominica's economic growth and food security" (Government of the Commonwealth of Dominica, 2014, p. 2). It will seek to do so by ensuring prime agricultural land is used solely for agricultural production, agro-tourism, and agro-processing. Agricultural lands are to be maintained as estates to stem any form of land fragmentation into parcels that would not adequately support viable agricultural production. While the NLUP has stipulated measures to promote food security, it has not outlined any specific measures to safeguard the food security and nutrition needs of environmental migrants or persons who may have been displaced and lost their livelihoods due to disaster impact or environmental degradation.

The National Agriculture Policy of Dominica is another governance framework that provides direction on sustainable agriculture and food security (CARICOM, 2016). It seeks to promote sustainable and resilient agriculture and food systems in Dominica based on the three pillars of sustainable intensification of production systems, competitive and innovative agricultural value chains, and food security and nutrition (Government of the Commonwealth of Dominica, 2022g). The Policy outlines several commitments, including a greater focus on agri-business development, increasing the production of banana, coffee, cocoa, cassava and the population of small ruminants, rural development, promoting food and nutrition security and food safety, as well as the preservation of the natural resource base (ibid.). In advancing the national agenda of Climate-Resilient Agriculture and food security, a set of indicators and targets have also been developed as part of the Dominica NRDS - including greater use of organic input, increase in the contribution of the agricultural sector to GDP by 50 per cent for seven years, increase in quantum and variety of export crops, and achieve a 50 per cent reduction in agricultural loss to extreme weather events, and so forth (ibid.). These indicators and targets are expected to guide the goal of resilient agriculture and food systems in Dominica.

Regarding the position of all the existing national climate change and environmental policies examined, they have all referenced addressing or promoting food security for the population. Specifically, the updated NDC of Dominica recognises the impact of climate change on food security (Government of the Commonwealth of Dominica, 2022b). The updated NDC, for example, notes that increased rainfall intensity accelerates coastal marine habitat degradation and damage to fisheries infrastructure.

It also indicates that the observed high rainfall variability will adversely impact on the morphology of marine ecosystems and patterns of fish and marine mammal migration, thereby gravely affecting food security and tourism in the country. In outlining priority resilience actions for Dominica, the updated NDC outlines actions to promote food security by facilitating “climate-resilient agricultural or fisheries development to build climate-resilient communities by strengthening capacity to address climate change risks to food security associated with changing precipitation patterns” (Government of the Commonwealth of Dominica, 2022b, p. 87). On agriculture, it emphasises that a transition to Climate-Smart Agriculture (CSA) and an integrated approach would allow for food security and climate resilience through effective management of cropland, livestock, forests, and fisheries. It details fourteen ongoing and planned adaptation projects to facilitate CSA in Dominica (ibid., p. 81).

While the updated NDC acknowledges the impact of hurricane disasters in displacing vulnerable populations, it has not outlined any specific measures on safeguarding the food security and nutrition requirements of environmental migrants or persons who may have been displaced or ‘trapped’ and thereby, unable to move due to disaster or environmental degradation impact. Nevertheless, it outlines measures for the vulnerable, such as the Indigenous Kalinago, by recommending establishing a climate change ‘easy access trust fund’ for them. This is to assist the vulnerable Indigenous Kalinago as part of climate change measures to address threats to agricultural production, fishing, and food security. Similarly, the Dominica CRRP 2020 – 2030 stresses the need to ensure food security in the face of climate change, environmental degradation, and disaster impact on the population and agricultural production across the island. In particular, it indicates the extension of its resilience programme to food security systems and calls for improved food security and livelihoods through better access to land for agricultural purposes in rural areas (Government of the Commonwealth of Dominica, 2020a).

As highlighted in the analysis of policy and legal instruments, there is a commitment to safeguarding food security for an improved quality of life and to achieving the SDGs of ending hunger by 2030. While the identified governance frameworks recognise the impact of climate change, environmental degradation, and disaster on population and agricultural production, the measures to promote food security have not been explicit in how the food and nutrition needs of environmental migrants could specifically be addressed. The recommendation to set up an ‘easy access fund’ for a vulnerable group like the Kalinago provides the opportunity to extend support to displaced populations or environmental migrants to enhance livelihood security and for sustainable agriculture.

4.3 Health (In)security

Regarding the national (im)migration policy and legal instruments identified, none make any provisions to improve access to basic healthcare for environmental migrants. Furthermore, they also do not present any measures or strategies aimed at strengthening overall population health and well-being, providing water, basic nutrition, and good sanitation, facilitating health assistance in disasters, or coping with situations of immobility in the event of pandemics.

The analysis of the existing national climate change and DRR policy and legal instruments that were also examined reveals that they do not stipulate any specific provisions to enable, improve, or both the access to basic healthcare for the different categories of environmental migrants. However, it is to be noted that there are generic references and calls to integrate the issues of health in ongoing actions to address environmental migration or (forced) population movements due to climate change and disasters. For instance, the Initial National Communication on Climate Change has indicated that efforts to assess the likely impacts of climate change on health have not been as well developed as in some other fields of climate change research (Government of the Commonwealth of Dominica, 2001). Similarly, the Second National Communication on Climate Change calls attention to public health emergencies in the aftermath of events when conditions such as water contamination or shortages, flooding, and damage to sanitation facilities may trigger the spread of disease (Government of the Commonwealth of Dominica, 2012a).

In turn, the Third National Communication on Climate Change has also presented recommendations to address the impacts of climate change on health. These include: (i) formulating a national health plan to ensure that appropriate short, medium, and long-term measures are implemented to address health-related climate change issues, (ii) raising awareness and educating the public and health personnel about climate-change-related health matters, and (iii) ensuring that preventive measures and curative resources, such as vaccines and medications are available as needed (Government of the Commonwealth of Dominica, 2020a). The updated NDC has also set the

the target of ensuring that by 2025, up to 80 per cent of community health service shall be restored within a few hours (1- 2 hours) whenever a major disaster event occurs by 2025 (Government of the Commonwealth of Dominica, 2022h). Besides the vulnerability and adaptation assessment for climate change and health that was conducted by the Ministry of Health, Wellness and New Health Investment in 2015 and the Caribbean Climate Outlook Forum (CARICOF) that was held in 2016 in Dominica to discuss health and climate change, the updated NDC reports that training and capacity-building were also conducted for healthcare workers on the impacts of climate change on health. These activities have been listed among several initiatives to address the health implications of climate change and disaster impact on populations.

The CRRP reiterates the need to ensure that key community infrastructure, such as healthcare facilities, are constructed to withstand major storm impacts. It also recommends developing continuity plans that enable the reopening of such facilities quickly in the immediate aftermath of an emergency or natural disaster (Government of the Commonwealth of Dominica, 2020a). Among the aspects to be considered during relocation processes, the DRS similarly aims to ensure that the new settlements have access to health and related services (Government of the Commonwealth of Dominica, 2015b). Despite not being directly aimed at migrants, displaced, relocated persons, or all, the CRRP recognises the need to strengthen overall population health and well-being. Importantly, actions that may result from such recommendations can also be applied to those on the move due to climate change, other environmental changes, or both (Government of the Commonwealth of Dominica, 2020a).

Another observation is that the existing national climate change and DRR policy and legal instruments do not outline any specific measures related to the provision of water and improved nutrition, as well as promoting good sanitation before, during, and in the aftermath of migration, displacement and/or relocation. Moreover, the identified policy and legal frameworks do not integrate migrants, displaced and/or relocated people in measures to address vulnerability to infectious diseases. As such, they do not present any provisions to cope with immobility in the event of pandemics. For example, the draft Dominica National Plan for Pandemic Influenza does not refer to the distinct situations of (im)mobility that may arise from epidemics or pandemics (Government of the Commonwealth of Dominica, 2022d).

On the other hand, the National Disaster Plan (NDP), as the main governance framework that guides disaster response at the national level, specifically presents a sub-section on the provision of health services in emergency situations (access to medical attention during a disaster situation) (NEPO, 2001). In outlining a number of different strategies to be deployed by the health services taskforce, the NDP advocates the development of a National Policy on Emergency Health Care, as well as a National Emergency Health Care Plan for slow and rapid onset of emergencies that is to be reviewed and updated annually as a pre-disaster measure to enhance the delivery of adequate health care during disasters (ibid.). While this study could not confirm whether this plan has yet been developed or not, the NDP nonetheless details specific health responses in the wake of disasters or emergencies to include the requisitioning of medical supplies as necessary, ensuring effective coordination of medical and first-aid assistance from organisations and partners, training first aid personnel to enhance their work and operations during emergencies and at shelters, as well as the provision of emergency health services and medical supplies at shelters (ibid., p. 28). The indication is that the complementary effective coordination in terms of the implementation of the aforementioned National Emergency Health Care Plan and the Ministry of Health Disaster Plan, as well as ensuring the availability of the needed resources to enhance healthcare delivery and recovery will be key to promoting the welfare of vulnerable or affected populations.

4.4 Environmental (In)security

Regarding the development and implementation of climate adaptation strategies to address climate or environmental-related (forced) population movements, it may be recalled that the CRRP recommends the implementation of resettlement programmes in order to relocate people living in areas that are exposed or vulnerable to the impacts of disasters and other adverse effects of climate change (Government of the Commonwealth of Dominica, 2020a). Furthermore, it draws attention to the need for effective EWS in Dominica. While the issue of developing MHEWS has been echoed by the Dominica CWP – CDMP as a priority action to promote resilience to disasters, the CRRP has not made any provisions or outlined any measures for the development of specific mechanisms and respective action plans at the national and/or local

levels related to movements that may be triggered by slow-onset environmental events, environmental degradation, resource depletion, or in the context of disasters (Government of the Commonwealth of Dominica, 2021a, 2020a). On the development of risk assessment reports and hazard or risk zone mapping, the CRRP detail plans for the development of assessment procedures to measure current status and ascertain the scale of improvements to achieve resilience, as well as conduct risk assessments to determine natural and man-made hazards to infrastructure performance and resilience⁷. It is envisaged that these proposed measures will enable the identification of areas prone to disasters and the potential for the mass displacement of people.

Some key insights could be drawn based on the analysis of the existing national policy and legal instruments on (im)migration, climate, and DRR identified and how they address the issue of environmental (in)securities. First, it is observed that the existing national policies and legal instruments on the different themes of focus do not seem to endorse the notion of migration as an adaptation strategy to climatic risks and impacts. Another observation is that they do not facilitate the development of ecosystem-based approaches to avert or reduce (forced) population movements in the context of climate change, disasters, and environmental degradation. Lastly, the existing policies and legal instruments examined do not also advocate the development of strategies and plans with specific provisions to address climate change and disaster-related human mobility.

4.5 Personal (In)security

Personal (in)security describes physical violence in all forms: human trafficking, child labour, and gender inequalities⁸. It is widely recognised that people on the move are especially vulnerable or confronted with different risks that undermine their personal security and well-being. In the context of the existing national (im)migration, climate, and DRR national policy and legal instruments that were examined, they expressly acknowledge the greater vulnerability of special groups – which include children, older adults, persons with disabilities, and women – to the impacts of disasters and other adverse effects of climate change. Despite the general recognition of different vulnerabilities, the identified national governance frameworks do not outline any perceptible measures to address the personal risks or insecurity aspects of migrants, displaced persons, people being relocated, or all due to climate change, disasters, and environmental degradation, as well as in situations of violence (e.g., injuries, killings of migrants' community members).

Similarly, they do not stipulate for the improvement of local governance, the implementation of law enforcement systems, or leadership strategies to cope with such groups of individuals. It could thus be inferred from the analysis that the issues of protection or safeguarding the personal security of migrants who may be on the move due to climate change and disasters are hardly framed in the context of addressing vulnerable groups. The same observation can be made for displaced persons, evacuees, or persons being relocated in the wake of a disaster or emergency.

In this light, there is thus the need for special attention to promoting or mainstreaming SRSP for vulnerable groups in national climate change and DRR policies, legislation, and strategies. With the draft National Social Protection Policy and Strategy already developed, it is envisaged that the three priority actions outlined would be operationalised to the letter and within the timelines. It is envisaged that a commitment to implementing actions earmarked to improve SRSP and assistance would contribute to safeguarding personal security and enhancing recovery and resilience to climate and other shocks such as the COVID-19 pandemic.

4.6 Community (In)security

Out of the eight indicators that have been developed to assess the community (in)security aspect of the Human Security Tool, only one relates to the challenges posed by the distinct dimensions of climate-related or environmental migration. From the analysis of the identified national governance frameworks, only the DRS of Dominica advocates the participation of environmental or disaster-related migrants, displaced and/or relocated people in community development. The DRS, for example, underlines

⁷See, for example, Government of the Commonwealth of Dominica, 2020a, pp. 62-68.

⁸See UNTFHS, 2016.

that all the resettlement projects undertaken as part of its strategies must ensure community participation in the decision-making and their contribution to the possible outcomes. It emphasises that “communities shall not be seen under any circumstances – not even those most affected by the disaster – as passive subjects of the resettlement process; on the contrary, they must contribute actively to their solutions with the support of the Government of Dominica and its cooperation stakeholders” (Government of the Commonwealth of Dominica, 2015b, p. 7). Although the DRS advocates participation in all resettlement activities, there are no identifiable provisions or specific measures for inclusive community-based climate adaptation and development programmes that address, for example, ethnic or identity-based violence or sustainable (re)integration in the case of environmental migrants or displaced persons returning or persons being relocated in the context of disasters.

The 2030 NRDS also recognises human mobility in the context of extreme events or disasters and further outlines provisions to address the different insecurities that may arise due to climate change and disaster impacts in enhancing resilience and sustainability in Dominica. The NRDS also focuses on enhancing community (in)security for especially the vulnerable (poor, persons with disabilities, and Kalinago Community). It advocates the devolution of disaster management and service delivery at the regional level to enhance resilient communities and regions (Government of Commonwealth of Dominica, 2020c). To this end, the NRDS recommends the distribution of responsibilities at four levels (i.e., national, district, community and household levels) (ibid., p. 5). At the community level, the NRDS has prescribed several measures to enhance community resilience and safeguard community security. These measures include mass education of community members, mapping every community member and their respective vulnerabilities, hazard mapping of the community and evacuation routes, and identifying suitable, safe, resilient shelters based on specific characteristics.

In contrast to the DRS, the CRRP indicates that all projects aimed at advancing the overall vision of climate-resilient Dominica will consider all vulnerable groups and promote gender equality. This will entail special consideration of the differential impacts of disasters on men, women, children, persons with disabilities, older adults, and disadvantaged groups like the Kalinago. In effect, CRRP may be seen to be advocating equal opportunities, access, and control of resources, as well as equal participation in the design and implementation of climate resilience projects. Nevertheless, it is not explicit on protection or how the needs of environmental migrants or persons who may be displaced or forced to relocate due to disasters could be addressed, as well as their participation in decision-making concerning their well-being. The updated NDC of Dominica makes generic references to promoting community resilience. As part of its priority actions, the updated NDC details the need to create an enabling environment for communities and vulnerable groups to effectively manage and take decisions on their climate risks. On the issue of energy, for instance, the NDC urges the establishment of off-grid renewable energy electrical supply systems in vulnerable communities.

Given that the country does not have a history of violent conflicts, there are no specific policy and legal instruments that regulate peacebuilding efforts nor provisions on disarmament programmes at the national level. Moreover, the (im)migration, climate, and DRR policies that were examined as part of the assessment do not specify any provisions or measures that correlate or detail any specific measures to deal with any tensions or discrimination against environmental migrants or persons who may have been displaced or being relocated in the event of any disasters or due to other environmental risks. It should also be noted that community security also relates to the sustainable (re)integration of persons being relocated, returning populations or populations who left their habitual place of residence due to distinct push and pull factors, or persons being relocated due to disaster impacts or as part of disaster preparedness. In this regard, the analysis indicates that the existing national policy and legal instruments on (im)migration, climate change, DRR and related topics do not provide for the sustainable (re)integration of environmental migrants or persons who may have been displaced or being relocated due to disaster impact. This means the potential for sustainable (re)integration of environmental migrants or returnees in local communities would be undermined. This could further exacerbate the vulnerabilities of affected populations and, have adverse implications for enhancing or promoting community security.

4.7 Political (In)security

Another important aspect that could undermine the prospect of safeguarding the human security of environmental migrants or populations that have been displaced due to disasters relates to political (in)security. Based on the application of the indicators outlined as part of the Human Security Policy Assessment Tool, none of the (im)migration, climate/environmental change, and DRR policies and legal instruments identified have outlined any

specific measures relating to the improvement of rule of law, local governance, and leadership concerning addressing environmental migration and disaster displacement in Dominica. While this may translate as a gap in mainstreaming these critical elements of political insecurity in short- and long-term climate, DRR, development and migration policies and plans, these issues are generally captured as part of national constitutional laws and commitments to regional and international frameworks on the protection of human rights and good governance. This will support the design of specific mechanisms or institute concrete actions in safeguarding the human security of environmental migrants or persons who may be unable to move due to climate change and disaster impact exacerbating the aforementioned insecurities.

4.8 Alignment of Policies and Measures to the Fundamental Principles of the Human Security Approach

The human security approach is not just merely a tool or framework to tick-off measures targeted at addressing the multi-dimensional risks and threats to the general well-being of vulnerable populations such as environmental migrants and displaced populations but underpinned by five main fundamental principles. In effect, any measures to safeguard human security must be couched or aligned with the principles of being people-centred, comprehensive, context-specific, prevention-oriented, and enhances protection and empowerment.⁹ In the context of Dominica, the application of the Environmental Migration, Disaster Displacement and Human Security Policy Assessment Tool sought to ascertain in what ways the existing national governance frameworks address the human insecurities that often arise with environmental migration and disaster displacement at the national level. The analysis indicates that provisions to safeguard the human security of environmental migrants or persons who may be displaced or forced to relocate due to the impact of related disasters in national legal or policy documents are limited.

While the analysis indicates that the generic propositions outlined in the national policies and legal frameworks assessed have mostly aligned with the principles of the human security approach, the challenge remains that most of the relevant actors and national agencies translate the policies or operate in silos. This is evidenced by the competing interests, budget lines, and specific areas of interventions or response in the wake of a disaster or emergency at the national level. In the context of the provision of social protection services in the country, for instance, it is observed that there are some overlaps and instances of duplication in the implementation of the numerous social protection initiatives that abound in the country.¹⁰ Given that the identified existing national policies and legal instruments, and inherent measures, have mostly been people-centred, context-specific, prevention-oriented, and seek to enhance protection and empowerment of Dominicans as part of the national climate resilience agenda, the realisation of this long-term vision will require synergy and effective collaboration across departments, agencies, and relevant actors. This will contribute to ensuring a comprehensive approach to safeguarding the human security of environmental migrants, displaced populations, or populations unable to move due to disaster impact or the long-term impact of the COVID-19 pandemic on vulnerable communities.

⁹ See UNTFHS, 2016, p. 7.

¹⁰ See, for example, Beazley, 2018.

5. CONCLUSION AND RECOMMENDATIONS

As highlighted in the foregoing discussion, the analysis reveals limited consideration in addressing the vulnerable circumstances of environmental migrants and displaced populations in measures outlined to enhance the protection of human security as part of the national climate resilience and sustainable development agenda. The CRRP, DRS, NRDS, and the updated NDC have all indicated plans to reduce the humanitarian impacts of disasters on the distinct forms of human mobility by improving the resilience and capacity of communities for quick recovery, as well as reducing the vulnerability and exposure of lives and livelihoods to future shocks. The CRRP, for instance, details the plan to resettle populations from vulnerable locations to less vulnerable areas.

Despite the planned measures, there is limited consideration for the needs of local communities to enhance sustainable (re)integration of persons being relocated or returning due to the impact of climate change, environmental degradation, and related disasters. The CRRP, NRDS, Dominica Social Protection Policy, and DRS acknowledge the need to address the needs of vulnerable groups among displaced or affected populations. Specifically, the DRS, in outlining principles to guide resettlement processes, is seen to take into consideration the rights of persons being relocated or resettled in every phase of the process. Mostly, references or propositions to address the human (in)securities in the wake of climate change and disaster impact have been generic, with no specific or targeted measures to address the special needs of environmental migrants or persons who have been displaced or unable to move and thereby 'trapped' due to disaster impact or other shocks like the COVID-19 pandemic.

In addition to the impact of climate change in contributing to migration and large-scale displacement and the need to address the insecurities of vulnerable or affected populations, Dominica is still trying to recover from the impact of the COVID-19 pandemic on socio-economic systems. Addressing the multiplicity of threats that work to undermine human security will require a comprehensive approach to building back a better and climate-resilient Dominica for the future. In effect, instituting specific measures through the lens of the human security approach in ongoing or planned measures to address environmental migration and disaster displacement would help to address the host of complex and multi-dimensional risks that threaten the general well-being of vulnerable populations. The following recommendations are hereby outlined for consideration to facilitate integrating the human security approach to enhance a comprehensive approach to address the distinct mobility dimensions of climate change, environmental degradation, and disasters in Dominica.

i) Policy or Strategy Arena

a) Mainstream the human security approach and human mobility considerations in existing and upcoming national policies and legal instruments on migration, climate change adaptation and DRR in Dominica: As revealed in the analysis, there is limited consideration to address the different human insecurities of environmental migrants and displaced populations in existing national CCA, DRR, migration and development policy frameworks. Most of the existing policies and legal frameworks acknowledge the multiplicity of factors or risks that interact with climate change to undermine the prospect of promoting climate resilience and the socio-economic well-being of vulnerable populations in Dominica. Yet, the measures often advanced to safeguard human security are mostly generic without recourse to the vulnerable circumstances of environmental migrants and populations displaced due to disasters and pandemics such as COVID-19.

For example, the CRRP, the updated NDC, and the DRS have outlined measures to address the underlying challenges of vulnerable groups like the Indigenous Kalinago and populations below the poverty line. However, these measures do not make any provisions that include the vulnerable circumstances of environmental migrants or populations who have been displaced but are unable to move and, thus, 'trapped' in perpetual conditions of vulnerability due to climate change and disaster impact, as well as poor socio-economic conditions. The recommendation is thus for reviewing and mainstreaming the human security approach in existing and upcoming national policies and legal instruments with specific measures targeted at addressing the mobility dimensions of climate change, environmental degradation, and disasters. In this regard, the government should consider developing a national migration policy to guide migration governance in Dominica. As part of the proposed national migration policy, provisions should be made to address the key issues of environmental migration and disaster displacement from the human security perspective. On the other hand, considerations could be made

to integrate measures to promote “sustainable (re)integration” – through livelihood security, psycho-social support, provision of social facilities, and participation as part of ongoing or planned relocation or resettlement schemes. This could be highlighted as part of a review of the DRS or as part of the draft Dominica Social Protection Policy and Strategy currently being reviewed.

Considerations for sustainable (re)integration for migrants or displaced populations who may be returning to their communities of origin or other areas could help build resilience to shocks or climate change impact. It is envisaged that the stipulation of measures through the lens of human security would allow for a comprehensive approach to addressing the multiplicity of threats (socio-economic, political, and environmental) to the human security of environmental migrants and enhance the vision of climate resilience in Dominica.

b) Develop national green and blue growth economic strategy for inclusive and sustainable growth and long-term resilience to shocks: As a Small Island Developing State, Dominica is exposed and vulnerable to climate risks and shocks. The vulnerability of the island to risks was, for example, evidenced by the large-scale socio-economic impact that was caused by Hurricane Maria and the recent impact of the COVID-19 pandemic across communities. With this recognition and vision to build a resilient Dominica for the future, for instance, the Dominica Low-Carbon Climate-Resilient Strategy identifies the promotion of green communities and food security through climate-resilient agricultural or fisheries development as some of the key pillars to promoting resilience and sustainable development in the country. Similarly, the NRDS has subscribed to the concept of Resilient Communities and Regions (RECAR) as a viable approach to building regional and community level resilience. The NRDS details inter alia the objective to promote sustainable human settlements or communities, enhance the resilience of ecosystems and sustainable use of natural resources (forestry, marine, water resources), and transition to a green economy through a low carbon development pathway.

In line with these objectives, nature-based solutions and greening the economy can potentially enhance CCA and DRM in Dominica. The transition to a green economy will contribute to creating green and decent jobs, livelihood sustainability in the blue economy and inclusive growth for all. In taking a cue from Rwanda, South Korea, and Germany, the Government of Dominica could, as part of the proposed greening of communities and economy to enhance CCA and DRM, adopt the ‘Eco-town’ model or framework as a proactive approach to promoting long-term community resilience to shocks and sustainable growth in the context of the RECAR concept. As exemplified in San Vicente (The Philippines), the ‘Eco-town’ Framework aims to build long-term community resilience by integrating CCA, mitigation, and environmental sustainability at the core of community development. In addition to facilitating green, inclusive, and sustainable growth, the ‘Eco-town’ framework allows for a holistic approach to community resilience based on sound scientific and prioritised insights derived from systematic analysis around the six main components of natural resource assessment, vulnerability assessment, ecosystem services valuation, adaptation and mitigation measures, climate adaptation support service and financial support programmes.¹¹

Given the vulnerability of Dominica to climate change risks, disasters, and the adverse impact of COVID-19 on communities, livelihoods, and the national economy, the ‘Eco-town’ approach would enhance community resilience to climate change and shocks. Analysing the different dynamics and vulnerabilities will implicitly inform measures to cater for the improved well-being of displaced populations or populations ‘trapped’ in communities due to disaster impact or environmental degradation by promoting green sustainable livelihoods, ecosystem health, climate adaptation, and inclusive growth. To this end, the UNFCCC could, as part of its programming, support ongoing efforts of government and institutions by helping translate the proposed ‘Eco-town’ framework as part of ongoing and planned CCA and DRM activities in promoting long-term community resilience in Dominica.

ii) Programming in Line With Existing Plans or Interventions

a) Develop and/or enhance existing (shock-responsive) social protection and proactive approach to responding to climate change and disaster impact on migration and displacement: There is widespread recognition that effective social protection is a viable strategy for CCA and DRM and to promote long-term recovery and resilience to climate change and shocks in vulnerable communities.¹² Aside from the draft Dominica Social Protection Policy and Strategy currently being considered as part of efforts for improved quality of life and a climate-resilient Dominica, the government has long initiated many social protection programmes over the years. These programmes have mostly

¹¹ See Ancha, 2016.

¹² See O'Brien et al., 2018

focused on providing relief and improving the quality of life with specific attention to addressing challenges faced by vulnerable groups. Despite the significant progress in promoting social protection (social assistance) in the country, there are still challenges relating to discretionary targeting or the lack of established criteria in selecting beneficiaries and graduation from social protection programmes. There is also no explicit consideration for protection in the context of migration and displacement.

Besides the potential to overlook vulnerable or affected families that may need support, this could undermine the prospect of a proactive, timely, fair, and effective SRSP in especially vulnerable communities. Moreover, these limitations could also have adverse implications for cross-border migrants or displaced persons who may be exercising their right to equal treatment and to access social protection based on the OECS Policy on Rights Contingent on the Right to Freedom of Movement within the Economic Union. Yet, as part of the specific actions outlined under 'Priority 3' ("Resilience and Strengthened Livelihoods") on integrating SRSP into DRM and CCA activities, the draft Dominica Social Protection Strategy is not explicit on the strategy to address the human insecurities or vulnerabilities of persons on the move due to disaster. How to enhance long-term resilience and recovery for persons or communities affected by extreme climate events and other shocks is also unclear.

The lack of established legal framework and protocols on how to deal with issues of migration and cross-border (mass) displacement in social (assistance) protection programmes raises concerns about protection and the human insecurities that may arise with vulnerable groups like women, (unaccompanied) children and persons with disabilities. The absence of comprehensive, reliable data and an integrated MIS to enhance social protection interventions presents a challenge to having a coordinated and integrated approach to (shock-responsive) social protection that transcends social assistance to considering the special needs of environmental migrants or promoting long-term recovery from shocks. The recommendation is thus for the government to, in addition to developing a comprehensive social (protection) register,¹³ consider developing established criteria and integrated MIS for all social assistance programmes to enhance effective targeting, including SRSP that focuses on the specific needs or human insecurities of environmental migrants and vulnerable groups.

b) Establish a national fund and legal framework to enhance CCA, DRM and SRSP to promote long-term resilience and human security: For proactive and effective protection of vulnerable populations or persons on the move because of climate change or disaster impact, there is the need for adequate funding for CCA, DRM and SRSP. However, a recent study on SRSP in Dominica suggests that other than the financing that comes in as part of the Caribbean Catastrophe Risk Insurance Facility (CCRIF) and contingencies fund for disaster response, no established funding mechanism for CCA and DRM also supports shock response through social protection.

Even with the utilisation of the available funds, there seems to be no established legal framework or protocols guiding the timely disbursement of funds in the immediate aftermath of a disaster or to support long-term recovery from shocks. In the context of the Dominica Disaster Resilience Strategy, the three pillars of structural resilience, financial resilience and post-disaster, and social resilience have been outlined as key areas in contributing to disaster response and resilience of the country. In reference to the financial resilience pillar, it is highlighted that the government is undertaking initiatives to reform risk insurance (risk layering) and the establishment of the Vulnerability and Resiliency Fund (VRF) that would see the automatic allocation of revenue and up to 12 per cent of GDP savings for disaster response and other shocks.

While it is yet unclear whether the VRF is being operationalised, the recommendation is to integrate the critical aspects of disaster preparedness and CCA as part of the areas to be considered for financing. Another recommendation is for protection initiatives to transcend the strong focus on addressing food, community, and environmental security to addressing the economic, health, and personal insecurities of displaced populations or populations on the move as part of ongoing post-disaster recovery and reconstruction initiatives.

c) Promote skills training as part of DRM, CCA, migration and other relevant national policies to enhance livelihood diversification and employability of vulnerable populations, migrants and displaced persons: Given the impact of climate change and disasters in eroding the relative gains that had been made in contributing to human capital development, for instance, the 2030 NRDS has identified education as a priority area in human development and capacity building to build back better and enhance climate resilience in Dominica. In addition to improving the quality of education in the medium to long-term, the NRDS emphasises TVET and tertiary education in building

¹³ A social register of every person in Dominica, which will be shared across social protection programmes and agencies for effective targeting.

COVID-19 pandemic has further exacerbated existing vulnerabilities, it is expected that climate change and disaster impact will have adverse implications for livelihood security. As part of measures to promote human security, the recommendation is to extend skills training to environmental migrants and other vulnerable groups. In particular, the skills training could be designed as part of the reforms proposed by the 2030 Dominica NRDS to offer TVET in building human capital. Other than integrating TVET as part of the migration, CCA, and DRR activities, the government could enter a joint partnership with the private sector and development partners to design and offer skills training modules that would also consider environmental migrants and vulnerable groups like women, children, and persons with disabilities. As exemplified by the Empleaverde Programme in Spain, the consideration of environmental migrants in the proposed national TVET skills training would allow for livelihood diversification and sustainability, as well as the employability of vulnerable populations and, hence, climate resilience.

iii) Institutional Framework

a) Facilitate effective cooperation and coordination between the different Ministries, Departments and Agencies (MDAs) and key actors, and mainstream human security and environmental migration into sectoral programming to enhance adaptation capacities: At the national level, a host of national agencies, local actors and relevant international stakeholders work actively on issues of migration, social protection, CCA and DRM in Dominica. The different institutions and actors have also seen the proliferation of different policies, strategies, and competing interests in contributing towards the overall vision of transforming Dominica into a climate-resilient country. Despite the relative progress that has so far been made in the different policy fields to mainstream issues of human security, social protection, disaster displacement and migration in national migration, CCA and DRM governance frameworks, it is observed that the MDAs, and designated national institutions, and international actors tend to operate in silos. While the NEPO and ODM are mandated to coordinate and implement disaster response and preparedness measures in the country, other relevant institutions tend to have their own sectoral plans and programming concerning CCA, disaster response, recovery, and how the mobility dimensions of climate change are addressed. This gap could also be discerned regarding social protection governance in Dominica.

As a first step, the government could develop an inter-agency national platform for DRM and CCA. This platform would consist of representatives from the different national agencies, civil society, and international partners operating in the country. This platform could then serve as a basis for all stakeholders and actors to continuously confer on planned and ongoing activities on CCA, DRM, and related activities on human mobility. To promote synergy in institutional programming, the ODM lead on the proposed inter-agency National Platform for DRM and CCA to develop Standard Operating Procedures (SOPs) in collaboration with stakeholders. It is envisaged that a national platform and the development of SOPs would help promote synergies in effectively mainstreaming the human security approach into the programming and operations of the different stakeholders and actors on CCA, DRM, and related activities on human mobility at the national level.





GLOSSARY

IOM Glossary – Key Definitions on Migration, Environment and Climate Change

Climate Migration: “The movement of a person or groups of persons who, predominantly for reasons of sudden or progressive change in the environment due to climate change, are obliged to leave their habitual place of residence, or choose to do so, either temporarily or permanently, within a State or across an international border. Note: This is a working definition of the International Organization for Migration with an analytic and advocacy purpose which does not have any specific legal value. Climate migration is a subcategory of environmental migration; it defines a singular type of environmental migration, where the change in the environment is due to climate change. Migration in this context can be associated with greater vulnerability of affected people, particularly if it is forced. Yet, migration can also be a form of adaptation to environmental stressors, helping to build resilience of affected individuals and communities” (IOM, 2019, p. 31).

Disaster Displacement: “The movement of persons who have been forced or obliged to leave their homes or places of habitual residence as a result of a disaster or in order to avoid the impact of an immediate and foreseeable natural hazard. Note: Such displacement results from the fact that affected persons are (i) exposed to (ii) a natural hazard in a situation where (iii) they are too vulnerable and lack the resilience to withstand the impacts of that hazard. It is the effects of natural hazards, including the adverse impacts of climate change that may overwhelm the resilience or adaptive capacity of an affected community or society, thus leading to a disaster that potentially results in displacement. Disaster displacement may take the form of spontaneous flight, an evacuation ordered or enforced by authorities or an involuntary planned relocation process. Such displacement can occur within a country (internal displacement), or across international borders (cross-border disaster displacement)” (IOM, 2019, p. 51).

Disaster: “A serious disruption of the functioning of a community or a society at any scale due to hazardous events interacting with conditions of exposure, vulnerability and capacity, leading to one or more of the following: human, material, economic and environmental losses and impacts. Note: The International Law Commission adopted the following alternative definition of disaster, which includes an express reference to mass displacement: ‘disaster’ means a calamitous event or series of events resulting in widespread loss of life, great human suffering and distress, mass displacement, or large-scale material or environmental damage, thereby seriously disrupting the functioning of society” (IOM, 2019, pp. 50-51).

Environmental Migration: “A person or group(s) of persons who, predominantly for reasons of sudden or progressive changes in the environment that adversely affect their lives or living conditions, are forced to leave their places of habitual residence, or choose to do so, either temporarily or permanently, and who move within or outside their country of origin or habitual residence. Note: There is no international agreement on a term to be used to describe persons or groups of persons that move for environment related reasons. This definition of environmental migrant is not meant to create any new legal categories. It is a working definition aimed at describing all the various situations in which people move in the context of environmental factors” (IOM, 2019, pp. 64-65).

Hazard: “A process, phenomenon or human activity that may cause loss of life, injury or other health impacts, property damage, social and economic disruption or environmental degradation. Note: Each year millions of people are displaced by the adverse effects of natural hazards, such as floods, tropical storms, earthquakes, landslides, droughts, salt water intrusion, glacial melting, glacial lake outburst floods, and melting permafrost. Of these, the great majority is displaced by weather- and climate-related hazards. The largest increases in displacement resulting from the effects of natural hazards are related to sudden-onset weather and climate-related hazards, and floods in particular. In addition, people are increasingly forced to move because of the slow-onset effects of sea level rise, desertification or environmental degradation. Climate change, combined with people’s increasing exposure and vulnerability, is expected to magnify these trends, as extreme weather events become more frequent and intense in the coming decades” (IOM, 2019, p. 89).

Human Mobility: “A generic term covering all the different forms of movements of persons. Note: The term human mobility reflects a wider range of movements of persons than the term ‘migration’. The term is usually understood as encompassing also tourists that are generally considered as not engaging in migration. As an example of the emergence of this term, the international organization members of the Advisory Group on Climate Change and Human Mobility created in the context of the Conferences of the Parties of the UN Framework Convention on Climate Change have started to use the term human mobility to cover all the broad range of types of movements that can take place in the context of climate change ” (IOM, 2019, pp. 93-94).

Human Security ^Δ: “condition that exists when the vital core of human lives is protected, and when people have the freedom and capacity to live with dignity” (Adger et al., 2014, p. 759).

Internal Migration: “The movement of people within a State involving the establishment of a new temporary or permanent residence. Note: Internal migration movements can be temporary or permanent and include those who have been displaced from their habitual place of residence such as internally displaced persons, as well as persons who decide to move to a new place, such as in the case of rural-urban migration. The term also covers both nationals and non-nationals moving within a State, provided that they move away from their place of habitual residence” (IOM, 2019, p. 108).

Planned Relocation: “In the context of disasters or environmental degradation, including when due to the effects of climate change, a planned process in which persons or groups of persons move or are assisted to move away from their homes or place of temporary residence, are settled in a new location, and provided with the conditions for rebuilding their lives. Note: The term is generally used to identify relocations that are carried out within national borders under the authority of the State and denotes a long process that lasts until relocated persons are incorporated into all aspects of life in the new setting and no longer have needs or vulnerabilities stemming from the Planned Relocation” (IOM, 2019, p. 157).

Reintegration: “A process which enables individuals to re-establish the economic, social and psychosocial relationships needed to maintain life, livelihood and dignity and inclusion in civic life. Note: Social reintegration implies the access by a returning migrant to public services and infrastructures in his or her country of origin, including access to health, education, housing, justice and social protection schemes. Psychosocial reintegration is the reinsertion of a returning migrant into personal support networks (friends, relatives, neighbours) and civil society structures (associations, self-help groups and other organizations). This also includes the re-engagement with the values, mores, way of living, language, moral principles, ideology, and traditions of the country of origin’s society. Economic reintegration is the process by which a returning migrant re-enters the economic life of his or her country of origin and is able sustain a livelihood” (IOM, 2019, p. 176).

Trapped Populations: “Populations who do not migrate, yet are situated in areas under threat, [...] at risk of becoming ‘trapped’ or having to stay behind, where they will be more vulnerable to environmental shocks and impoverishment. Note: The notion of trapped populations applies in particular to poorer households who may not have the resources to move and whose livelihoods are affected” (IOM, 2019, p. 220).

Vulnerable Group: “Depending on the context, any group or sector of society (such as children, the elderly, persons with disabilities, ethnic or religious minorities, migrants, particularly those who are in an irregular situation, or persons of diverse sex, sexual orientation and gender identity (SSOGI)) that is at higher risk of being subjected to discriminatory practices, violence, social disadvantage, or economic hardship than other groups within the State. These groups are also at higher risk in periods of conflict, crisis or disasters” (IOM, 2019, p. 230).

ANNEX I

ANNEX 1. INDICATORS ON THE CONSIDERATION OF ENVIRONMENTAL MIGRATION FROM THE HUMAN SECURITY PERSPECTIVE IN NATIONAL MIGRATION, DRR, CLIMATE AND ENVIRONMENT GOVERNANCE FRAMEWORKS

List of Indicators (Environmental Migration, Climate Change and DRR Clusters)			
CLUSTER 1: Environmental Migration from the Human Security Perspective Within National Migration Legal and Policy Frameworks			
Indicator	Question	Answer	Additional Remarks/Observations
1.1	Does the country present legal and policy instruments relate to the distinct dimensions of human (im)mobility?	() Yes () No	
1.2	Do these legal and policy instruments make references to disasters, as well as climate and/or other environmental changes, as drivers of (im)mobility?	() Yes () No () Partially	
1.3	Do these legal and policy instruments propose the development of specific measures to address population movements in the context of disasters, as well as climate and/or environmental changes?	() Yes () No	
1.4	Have these legal and policy instruments been adopted, amended or complemented since the adoption of Global Compact for Safe, Orderly and Regular Migration?	() Yes () No	
1.5	Existence of legal and policy instruments that facilitate an integrated approach among distinct governmental bodies/levels, as well as the coordination between climate, environmental and other relevant actors.	() Yes () No () Partially	
1.5.1	Existence of legal and policy instruments defining the distinct responsibilities, rights and roles from such actors, as well as provided for accountability mechanisms.	() Yes () No () Partially	
1.6	Existence of legal and policy instruments that facilitate safe, orderly and regular migration ¹ in the context of climate change.	() Yes () No () Partially	
1.7	Existence of legal and policy instruments that take into consideration the special needs of individuals migrating as a result of climate and/or other environmental changes, as well as the special needs of destination communities.	() Yes () No () Partially	
1.8	Existence of legal and policy instruments that ensure the fulfilment of migrants' human rights?	() Yes () No	
1.8.1	Could they be also applicable to individuals migrating as a result of climate and/or other environmental changes?	() Yes () No	

¹ Safe, orderly, and regular migration covers all internal, international, or both dimensions holistically and comprehensively. In other words, it can be defined as migration processes that occur through recognised and authorised channels. Migration patterns that are not safe, orderly, and regular relate to the movement of people outside the law, regulation, international agreements, or all governing the entry into or exit from the State of origin, transit, or destination.

1.9	Existence of legal and policy instruments that present any criteria to identify and characterise cross-border movements in situations of disasters.	() Yes () No	
1.10	Are there good practices and/or exceptional measures established by legal and policy instruments that allow for adequate admission and stay of people affected by disasters?	() Yes () No	
1.11	Are there legal and policy instruments with provisions on the granting of humanitarian visas?	() Yes () No	
1.11.1	<i>(If instruments (i.e. humanitarian visas) are in place for the reception of cross-border displaced people as a result of disasters:)</i> Are there provisions and/or measures to safeguard their human rights, as well as access to assistance and basic needs (i.e. education, food, health, labour market, etc.)?	() Yes () No	
1.11.2	Are these individuals provided with personal documentation (according to their migratory status)?	() Yes () No	
1.13	Are there government initiatives (plans, programmes, projects, strategies, etc.) in place to identify, develop and strengthen solutions for internal and/or cross-border population movements in the context of slow-onset events?	() Yes () No	
1.14	Are there any legal and policy instruments that enable the granting of refugee status (or similar protection measures) to persons displaced in the context of disasters?	() Yes () No	
1.15	Are there any specific measures to support migrants facing crisis situations in the host country, such as disasters (including pandemics), facilitating their access to consular and humanitarian protection?	() Yes () No	
1.16	Are there provisions for humanitarian actions (i.e. suspension of deportation, change of migratory status, resident permit extension) for migrants when a disaster in their country of origin prevents and/or hinders their return?	() Yes () No	
1.17	Are there provisions related to the stay and/or return of cross-border migrants or displaced people when the conditions that caused the (forced) movement persist?	() Yes () No	
1.18	Is there any legal or policy instrument that provides the concession of resident permits for seasonal workers, prioritising individuals from countries facing the impacts of climate and/or other environmental changes?	() Yes () No	

1.19	Are there provisions related to the establishment of mechanisms capable of collecting, managing and disseminating data on human (im)mobility in the context of climate and/or other environmental changes?	() Yes () No	
1.20	Are there provisions on the access of information, consultation and participation of affected individuals in decision-making processes related to human (im)mobility in the context of climate and/or other environmental changes?	() Yes () No	
1.21	Does the country present a specific legal or policy instrument (mechanisms) related to internal movement of people? <i>(For instance, internal displacement, rural-urban migration, resettlement in the context of land and/or urban planning, etc.)</i>	() Yes () No	
1.21.1	Does such legal or policy instrument integrate the provisions established under the Guiding Principles on Internal Displacement?	() Yes () No	
1.21.2	Does such legal or policy instrument related to internal displacement also apply to internally-displaced persons in the context of disasters, as well as climate and/or other environmental change?	() Yes () No	
1.22	Has the country concluded bilateral agreements with other countries, or is it a party to a regional agreement or instrument with direct or indirect provisions allowing admission and stay of migrants from a country affected by sudden-onset disaster? <i>(Examples of instrument include free movement agreements, transhumance agreements, regional refugee protection frameworks, regional disaster response frameworks with provisions for entry and stay applicable in disaster situations.)</i>	() Yes () No	
1.22.1	Does the country participate in any bilateral, subregional or regional mechanisms, agreements, frameworks or programmes that provide solutions to facilitate temporary or seasonal regular migration pathways, including visa options or international labour standards and rights-based labour migration schemes for persons affected by slow-onset effects of climate change and environmental degradation, in particular from countries affected by desertification, land degradation, drought or sea level rise?	() Yes () No	
1.22.2	Has the country concluded bilateral or regional cooperation frameworks or agreements on return, readmission and reintegration that include specific provisions for non-return or temporary suspension of removal to countries affected by disasters?	() Yes () No	

CLUSTER 2: Environmental Migration from a Human Security Perspective Within National Climate Policies and Legal Frameworks			
Indicator	Question	Answer	Observations
2.1	Does the country have specific legal and policy instruments addressing climate change adaptation and/or mitigation?	() Yes () No	
2.2	Have these specific legal and policy instruments been adopted, amended or complemented since the adoption of the 2015 Paris Agreement?	() Yes () No	
2.3	Are there legal and policy instruments in place that recognise human (im)mobility in the context of disasters, climate and/or other environmental changes?	() Yes () No () Partially	
2.3.1	Do they present provisions that facilitate the adoption of integrated approaches to averting, minimising, and addressing human (im)mobility in the context of disasters, climate and/or other environmental changes?	() Yes () No	
Indicate the climate agenda instruments that have been adopted and/or communicated by the country			
2.4	National Policy on Climate Change <i>(Please include complete title and year of publication, if yes)</i>	() Yes () No	
2.4.1	Is it backed up by a normative instrument for its establishment and operationalization?	() Yes () No	
2.4.2	Does it mention, address and/or identify concrete actions related to the distinct dimensions of human (im)mobility?	() Yes () No () Partially	
2.5	National Adaptation Plan <i>(Please include complete title and year of publication, if yes)</i>		
2.5.1	Is it backed up by a normative instrument for its establishment and operationalization?	() Yes () No	
2.5.2	Does it mention, address and/or identify concrete actions related to the distinct dimensions of human (im)mobility - challenges and opportunities - in its formulation and subsequent implementation?	() Yes () No () Partially	
2.5.3	Is there an institutional framework that facilitates the implementation of the National Adaptation Plan?	() Yes () No () Partially	
2.6	Nationally Determined Contributions <i>(Please include complete title and year of publication, if yes)</i>	() Yes () No	
2.6.1	Is it backed up by a normative instrument for its establishment and operationalization?	() Yes () No	
2.6.2	Does it mention, address and/or outline concrete actions related to the distinct dimensions of human (im)mobility?	() Yes () No	

		() Partially	
2.7	National Communications <i>(Please include complete title and year of publication, if yes)</i>	() Yes () No	
2.7.1	Is it backed up by a normative instrument for its establishment and operationalization?	() Yes () No	
2.7.2	Does it mention, address and/or outline concrete actions related to the distinct dimensions of human (im)mobility?	() Yes () No () Partially	
2.8	Do the existing legal and policy climate instruments allow for the adaptation to climate impacts, avoiding humanitarian crises as a result?	() Yes () No () Partially	
2.9	Have the existing legal and policy climate instruments been designed and implemented with the participation of relevant stakeholders (for instance, besides national authorities, these would also include civil society and non-governmental organizations)?	() Yes () No () Partially	

CLUSTER 3: Environmental Migration from a Human Security Perspective Within National DRR Governance Frameworks			
Indicator	Question	Answer	Observations
3.1	Has the country established legal and policy instruments related to Disaster Risk Reduction (DRR)? <i>(Please include complete title and year of publication, if yes)</i>	<input type="checkbox"/> Yes <input type="checkbox"/> No	
3.2	Have the existing legal and policy instruments related to DRR been adopted, amended or complemented since the adoption of the Sendai Framework for DRR?	<input type="checkbox"/> Yes <input type="checkbox"/> No	
3.3	Have the existing legal and policy instruments related to DRR incorporated the distinct dimensions ¹ of human (im)mobility?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Partially	
3.3.1	How well is the human (im)mobility dimension integrated into the national DRR legal and policy instruments (on a scale of 1 to 5) ² ? <i>(Consider provisions related to preparedness, management and response to human displacement in the context of disaster, as well as measures to enhance the resilience of displaced people and host communities).</i>		
3.3.2	Do these legal and policy DRR instruments consider all the stages of the human displacement cycle due to disasters, including effective measures to protect displaced people in this context?	<input type="checkbox"/> Yes <input type="checkbox"/> No	
3.4	Have the existing legal and policy instruments related to DRR established powers and responsibilities to distinct actors dealing with the topic in terms of preparedness, management and responses to disaster-related displacement?	<input type="checkbox"/> Yes <input type="checkbox"/> No	
3.5	Is there any national strategy on DRR?	<input type="checkbox"/> Yes <input type="checkbox"/> No	
3.5.1	Is this national strategy backed up by the (existing) DRR policy and legal instruments?	<input type="checkbox"/> Yes <input type="checkbox"/> No	
3.5.2	Does this national strategy encompass the distinct dimensions of human (im)mobility? <i>(Please refer to the human (im)mobility dimension incorporated in the existing legal and policy instruments. It is to be noted that, in the context of disasters,</i>	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Partially	

¹ Please refer to the human (im)mobility dimension incorporated in the existing legal and policy instruments. It is to be noted that, in the context of disasters, the human (im)mobility dimension goes beyond migration, displacement and planned relocation, also encompassing evacuation and sheltering of individuals.

² 1=not integrated, 2=less integrated, 3= neutral, 4=more integrated, 5=completely integrated.

	<i>the human (im)mobility dimension goes beyond migration, displacement and planned relocation, also encompassing evacuation and sheltering of individuals.)</i>		
3.5.3	Does this national strategy integrate migrants in DRR and related measures, as well as ensure migrants' participation in DRR decision-making processes?	() Yes () No	
3.6	Are there preparedness and recovery response plans based on normative instruments?	() Yes () No	
3.6.1	Do these plans incorporate the human (im)mobility dimension into preparedness and recovery measures, including provisions on the right of displaced people to humanitarian assistance?	() Yes () No () Partially	
3.6.2	Do these plans include considerations about migrants affected by disasters in the host country?	() Yes () No	
3.7	Do existing legal and policy DRR instruments stipulate the development of early warning systems with respective actions plans at the national and/or local levels?	() Yes () No	
3.7.1	Do the system and respective action plan include any measure related to human displacement?	() Yes () No	
3.8	Do the existing legal and policy DRR instruments foresee the establishment of evacuation and/or sheltering mechanisms and/or plans, including preventive evacuation in the aftermath of an early warning?	() Yes () No	
3.8.1	Do these mechanisms and plans address evacuees' and/or sheltered people's human rights?	() Yes () No	
3.9	Do the existing legal and policy DRR instruments present provisions related to the development of risk assessment reports, as well as access to information?	() Yes () No	
3.9.1	If existing, do risk assessment reports include data on the risk of human displacement, as well as distinct levels of exposure and vulnerability to risks?	() Yes () No	
3.9.2	Are there measures in place related to information sharing, as well as training, on disaster-related human displacement for official actors, civil society, and communities affected or at risk?	() Yes () No	
3.10	Do the existing legal and policy DRR instruments adopt provisions aimed at preventing human settlements in risk areas? <i>(Please also consider the existence of urban planning mechanisms and tools.)</i>	() Yes () No	
3.10.1	Do the existing legal and policy DRR instruments adopt provisions aimed at relocating people and communities from risk areas?	() Yes () No	

	<i>(Please also consider the existence of specific guidelines for relocation and/or resettlement of people.)</i>		
3.10.2	Do such provisions stipulate the development of mechanisms to safeguard the rights of affected people?	() Yes () No	
3.10.3	Do such provisions call for the development of assessment reports related to the (eventual) relocation of persons from human settlements in risk areas?	() Yes () No	
3.11	Do the existing legal and policy DRR instruments foresee the development of specific policies, plans or programmes aimed at durable solutions for disaster-related human displacement?	() Yes () No	
3.12	Are there normative instruments and related mechanisms to promote access to information and the participation of displaced people, people at risk of displacement, as well as host communities in actions related to disaster-related displacement?	() Yes () No () Partially	
3.13	At the national level, is there articulation and coordination between DRR, climate and mobility national policy and legal frameworks?	() Yes () No () Partially	

Source: Developed by authors (2022)

ANNEX II

Annexes II. Indicators on the Integration of the Human Security Approach Into National Governance Frameworks That Address the Mobility Dimensions of Climate Change, Environmental Degradation and Disasters

Table 4. The Integration of the Human Security Perspective into Environmental Migration and DRR Policy and Legal Instruments that Address the Distinct Dimensions of Human Mobility in the Context of Climate Change, Environmental Degradation and Disasters				
Type of (In)security	Indicator	Question	Answer	Observations
4.1 Economic (In)security	4.1.1	Do existing national policy and legal instruments make provisions to address or extend support to people living in poverty in the context of climate change, environmental degradation and/or disaster-related migration, displacement and/or planned relocation processes?	() Yes () No () Partially	
	4.1.2	Do existing national policy and legal instruments address unemployment due to migration, displacement and/or planned relocation processes in the context of climate change, environmental degradation and/or disasters?	() Yes () No () Partially	
	4.1.3	Do existing national policy and legal instruments make provisions for the maintenance, protection of livelihood systems or livelihood alternatives, and income diversification for those individuals who migrate, have been displaced and/or relocated in the context of climate change, environmental degradation and/or disasters?	() Yes () No () Partially	
	4.1.4	Do existing national policy and legal instruments facilitate access to education, skills training and related skills development (i.e. TVET/green/blue jobs) for individuals who migrate, displace and/or relocate in the context of climate change, environmental degradation and/or disasters?	() Yes () No () Partially	
	4.1.5	Do existing policy and legal instruments make provisions for or address rural-urban migration and/or displacement, as well as other circular, seasonal and/or return migration that arise from the impacts of climate change, environmental degradation and/or disasters?	() Yes () No () Partially	
4.2 Food (In)security	4.2.1	Do existing policy and legal instruments promote enhanced food assistance and improved nutrition to people who have migrated, been displaced and/or relocated as a result of the impacts of climate change, environmental degradation and/or disasters?	() Yes () No () Partially	
	4.2.2	Do existing policy and legal instruments stipulate for the development of climate-smart agricultural practices (climate adaptation and food security) for affected or vulnerable	() Yes () No () Partially	

		populations that migrate, are displaced and/or relocate in the context of climate change, environmental degradation and/or disasters?		
	4.2.3	Do existing policy and legal instruments relate food (in)security measures to the needs of populations in the context of protracted displacement and rising (forced) populations movements (i.e. rural-urban, seasonal and/or circular migration/return migration)?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Partially	
4.3 Health (In)security	4.3.1	Do existing policy and legal instruments enable and/or improve access to basic healthcare for affected or vulnerable populations who migrate, are displaced and/or relocate as a result of climate change, environmental degradation and/or disasters?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Partially	
	4.3.2	Are there national policy and legal instruments aimed at providing water and related basic nutrition assistance, as well as promoting good sanitation before, during and in the aftermath of migration, displacement and/or relocation processes?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Partially	
	4.3.3	Do existing national policy and legal instruments integrate migrants, displaced and/or relocated people in measures to address vulnerability to infectious diseases (i.e. vaccination, preventive healthcare, etc.)?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Partially	
	4.3.4	Are there specific national policy and legal instruments dealing with strategies to cope with immobility in the event of pandemics?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Partially	
	4.3.5	Are there specific national policy and legal instruments stipulating for the provision of health assistance in situations of disaster?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Partially	
4.4 Environmental (In)security	4.4.1	Do existing policy and legal instruments encourage the development and implementation of climate adaptation strategies to address (forced) population movements in the context of climate change, environmental degradation and/or disasters?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Partially	
	4.4.2	Do existing policy and legal instruments encourage the notion of migration as an adaptation strategy to climate/environmental risks and impacts?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Partially	

	4.4.3	Are there national policy and legal instruments that facilitate the development of ecosystem-based approaches to avert (forced) population movements in the context of climate change, environmental degradation and/or disasters?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Partially	
	4.4.4	Do existing policy and legal instruments at the national level that call for the development of strategies and plans also make provisions to tackle the (im)mobility dimension of climate change, environmental degradation and/or disasters?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Partially	
4.5 Personal (In)security	4.5.1	Are there existing policy and legal instruments that regulate or extend provisions to promote the security of migrants, displaced and/or relocated people in the context of climate change, environmental degradation and/or disasters in situations of violence (i.e. injuries and killings of community members, migrants, displaced persons)?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Partially	
	4.5.2	Do existing policy and legal instruments stipulate for the improvement of local governance, the implementation of law enforcement systems, as well as leadership strategies to cope with the distinct dimensions of human mobility in the context of climate change, environmental degradation and/or disasters?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Partially	
	4.5.3	Do existing policy and legal instruments address the special needs of vulnerable groups, which include not only children, elderly, persons with disabilities and women but also migrants, displaced and/or relocated persons in the context of climate change, environmental degradation and/or disasters?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Partially	
4.6 Community (In)security	4.6.1	Are there policy and legal instruments regulating peacebuilding efforts at the national level that consider the challenges related to the distinct dimensions of human mobility in the context of climate change, disasters, and environmental degradation?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Partially	
	4.6.2	Do the existing policy and legal instruments at the national level aim to enhance participation of migrants, displaced and/or relocated people in the context of climate change, environmental degradation and/or disasters in community development?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Partially	

	4.6.3	Are there policy and legal instruments with provisions on (community)disarmament programmes in promoting/ensuring community security?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Partially	
	4.6.4	Do existing policy and legal instruments stipulate for inclusive community-based climate adaptation and development programmes that allows for the participation of environmental migrants or persons displaced due to disasters?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Partially	
4.7 Political (In)security	4.7.1	Are there policy and legal instruments that support the improvement of rule of law, local governance and leadership at the national level?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Partially	
	4.7.1.1	If yes, do they consider the challenges related to the distinct dimensions of human mobility in the context of climate change, environmental degradation and/or disasters?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Partially	

Source: Developed by the authors (2022)

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