



Implementation of the Workplan of the Task Force on Displacement under the Warsaw International Mechanism for Loss and Damage, United Nations Framework Convention on Climate Change (UNFCCC)

Pillar I: Policy/Practice – National/Subnational Activity I.1:

Mapping Human Mobility and Climate Change in Relevant National Policies and Institutional Frameworks

International Organization for Migration (IOM)¹ - Summary Report, 2 August 2018

1. Methodology

This summary report maps and analyzes to what extent human mobility (migration, displacement and planned relocation) in the context of climate change is integrated in existing policies and frameworks related to human mobility and climate change at the national level.²

Taking into account the scope of other mappings conducted by other members of the Task Force on Displacement under its current Workplan and with a view to avoid duplications, this activity focuses on national human mobility and climate change policies and excludes disaster risk reduction frameworks.

A longer detailed version of this mapping is available; as well as an exhaustive table compiling the various references analyzed.

This report uses the generic term “human mobility”³ to encompass different types of movements in the context of climate change: migration, displacement and planned relocation. As a result, the report investigates policies that aim to avert, minimize and address human mobility.⁴ The choice has also been made to respect the specific terminological choices of the documents that have been analyzed – if a

¹ Produced by the IOM Migration, Environment and Climate Change Division (Dina Ionesco, Mariam Traore Chazalnoël and Ileana Sinziana Puscas) with review by the International Labour Organization (ILO) and inputs from the United Nations Development Programme (UNDP), the United Nations High Commissioner for Refugees (UNHCR) and the Civil Society, Advisory Group on Climate Change and Human Mobility.

² To enhance coherence, the present mapping includes elements originally foreseen to be reviewed under Activity II.2 of Pillar II. Policy – International/Regional, namely “mapping of how climate and displacement is included in National Adaptation Plans (NAPs), National Determined Contributions (NDCs) and National Communications”.

³ International Organization for Migration (2018), *Glossary on Migration*, IML Series No. 34, forthcoming, defines *Human mobility* as: “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 organizations 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.”

⁴ For the purposes of this report, the terms “avert”, “minimize” and “address” are defined as follows: - To avert is understood as measures to reduce or avoid the risk of forced and unmanaged migration as much as possible. Measures may include: disaster risk reduction, climate change adaptation and mitigation, resilience building and community stabilization; - To minimize is understood as measures to facilitate safe, orderly and regular migration as part of adaptation strategies to climate change and thus, curb the number of people forced to move by providing alternative livelihoods. Measures may include: ensuring migration pathways via free movement protocols, labor schemes or transhumance agreements; or, as a last resort, planning relocations of people living in high risk areas; - To address is understood as measures to prepare for and respond to displacement when it happens, including through ensuring assistance and protection for those on the move due to climate change, and seeking lasting solutions. Measures may include: contingency planning, humanitarian relief aid, granting, expediting or waiving visas, non-return policies or reintegration strategies.



document refers to “migration” or “displacement”, the analysis of that document will employ the same terminology.

In accordance with the Workplan of the Task Force on Displacement, the mapping has been conducted “to the extent feasible and on the basis of accessible public documents”. It is also informed by existing internal IOM compilation of information and analysis, inputs from IOM Member States, and the Nansen Initiative research. As such, this mapping does not attempt to provide a full geographical coverage of all relevant national policies in all parts of the world.

Overall the following documents were reviewed and analyzed: more than 90 human mobility legislation, policies or strategies; 56 national adaptation policies, plans or strategies; 165 Intended Nationally Determined Contributions (INDC) and 18 Nationally Determined Contributions (NDC); and 143 National Communications (NC).

2. Summary of Findings

- Out of 66 countries and territories reviewed, 53 per cent make reference to climate change and environmental factors in their national migration and displacement frameworks.
- Out of 37 countries and territories having submitted national adaptation policies, plans or strategies, 81 per cent refer to human mobility.
- Out of 193 countries and territories having submitted INDCs, 20 per cent refer to human mobility.
- Out of 18 countries and territories having submitted new NDCs, only one, Uruguay’s, refers to human mobility. On the other hand, two countries, Sri Lanka and Venezuela, submitted revised NDCs that did not retain the references to human mobility originally included in their INDCs.
- Out of 143 countries and territories having submitted NCs, 70 per cent refer to human mobility.
- This significant awareness among national climate policy actors regarding the inclusion of human mobility dimensions takes place in a context of increased global policy attention dedicated to human mobility and climate change, notably linked to the catalytic role of the WIM Excom Workplan.
- Different dimensions of human mobility are touched upon (migration, displacement and planned relocation) and the nexus is brought up through different lenses (security, urbanization, labor, adaptation, health etc.).
- Although efforts are made to create synergies between climate/environmental and human mobility communities, there are gaps related to policy coherence and synergies during the policy development process.
- Some good practices have been identified as some countries have particularly advanced on the climate and mobility nexus and have created specific national committees/working groups and/or drafted specialized policies focusing on human mobility and environmental factors – however such cases are still limited.
- The final text of the Global Compact for Safe, Orderly and Regular Migration (GCM) - the most comprehensive agreement ever negotiated on international migration - comprehensively includes climate change and environmental factors. This historical migration policy achievement could trigger a review of existing national human mobility policy frameworks in line with the GCM provisions. New mobility policy frameworks could also be developed on the basis of this Compact, opening the possibility to further mainstream climate and environmental dimensions.



3. Identified Gaps

- Although some national policy development processes do include matters of human mobility and climate change respectively in climate/environmental policies and migration policies, these policies are for the most part not yet in implementation phase.
- Although several countries have created national committees for policy development across policy areas, few of these committees include actors from both environment or climate and migration or labor communities. There are notable exceptions, such as in Bangladesh or Ghana,⁵ where climate and migration actors work together.
- In some cases, there is still a lack of coherence and coordination at the national policy development level: some countries develop climate change policies that include mobility factors, but do not include climate change dimensions in their national human mobility policies. Some countries also refer to human mobility in one of their climate policy documents, but not in others; or refer to climate change in their national migration policy, but do not further regulate the interactions between the two areas in their national legislation.
- The mapping has also evidenced a general lack of comprehensive regulations on human mobility in the context of climate change with limited to non-existent adoption of specialized legislation in both the areas of climate change and human mobility. Given the complexities surrounding the establishment of effective strategies to address human mobility in the context of climate change, specialized legal frameworks can play a key role in ensuring the effectiveness of State and local authorities' responses, particularly in defining legal mandates and authority and in allocating the necessary resources.

4. Potential Areas of Recommendations

Recommendations for governments

1. Strengthen national policies, strategies and legal frameworks, related to human mobility to systematically include the relevant environmental and climate factors impacting mobility patterns, through whole-of-government approach i.e. in coordination with climate and environment stakeholders, as well as other relevant actors across policy areas, such as labor ministries.
2. Consider adapting, where needed, existing national human mobility policies, strategies, legal frameworks and legislation and/or create new measures to reflect the principles agreed upon at the global level in terms of human mobility in the context of climate change.
3. Ensure involvement and partnerships with relevant stakeholders, such as local authorities, employers and trade unions, migrant and diasporas associations, civil society, private sector and academia on policy work on human mobility and climate change.
4. Consider the adoption of specialized legislation ensuring an effective coordination among the actors dealing with human mobility and climate change policy areas, defining roles and responsibilities, clarifying rights and duties of individuals and communities and putting in place effective accountability mechanisms.
5. Support and facilitate partnership building with a focus on data and evidence to support the inclusion of human mobility issues in climate change policies and vice versa.

⁵ In Ghana the National Disaster Management Organization (NADMO) sits on Ghana Refugee Board. In Bangladesh, the Ministry of Disaster Management and Relief handles "mass-influx" migration emergencies.



6. Consider human mobility implications in the development process of Nationally Determined Contributions (NDCs), in order to ensure that adequate measures are integrated within the NDCs in the areas of adaptation to climate change as well as loss and damage due to climate change.
7. Ensure that existing commitments regarding human mobility in national climate change policies are reported upon and that updates on implementation are communicated regularly in National Communications (NCs).
8. Ensure that in the five-year rolling workplan of the WIM/Excom, synergies are built between the human mobility workstream and other relevant workstreams on slow-onset events, non-economic losses, comprehensive risk management approaches, and finance, technology and capacity building.
9. Ensure that all national policies, plans, strategies, and legal frameworks related to human mobility in the context of climate change, disasters and environmental degradation are coherent at the national level, and accompanied by solid implementation, monitoring and evaluation mechanisms as well as multi-year funding.
10. Ensure that the potential benefits of migration are analyzed and included, whenever relevant, in long-term national adaptation policies, plans or strategies and that the positive contributions of migrants are recognized and supported. Governments could create supportive environments that maximize positive outcomes of migration, including for those leaving or returning, through safe and regular migration opportunities, enhancing skills development and recognition as well as decent work opportunities, and support the contributions of migrants to climate action.
11. Consider revising national strategies on human mobility and climate change in connection to the international global policy commitments made in the Global Compact for Safe, Orderly and Regular Migration (GCM).

Recommendations for other stakeholders (international agencies, civil society, academia, private sector)

1. Support efforts to map review processes of existing national frameworks, policies or strategies, with an aim to identify any gaps related to the human mobility and climate change nexus and ways to address them.
2. Support States to develop guidelines or review existing guidelines aimed at integrating human mobility and climate change considerations in relevant frameworks, policies and strategies.
3. Produce and analyze data that can guide national policy development and implementation on human mobility and climate change.
4. Undertake further mapping and analysis of the human mobility and climate change nexus in other relevant policies, strategies or legal frameworks, such as: internal displacement policies, planned relocation policies, human rights national policies, relevant national case-law, social protection policies and mechanisms, gender equality policies, remittance policies, rural-urban migration policies, national security policies, national policies addressing the rights of indigenous peoples, development plans and policies, and disaster risk reduction policies and strategies.
5. Support the implementation efforts undertaken at national policy level that address the human mobility and climate change nexus, with a view to address challenges and seize opportunities.