

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

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Pillar II: Policy – International/Regional

Activity II.2

**Mapping Human Mobility (Migration, Displacement and Planned Relocation)  
and Climate Change in relevant policy agendas**

Summary Report

Produced by the International Organization for Migration (IOM)  
with review from the International Labour Organization (ILO)

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**1. Context**

This summary paper presents the key results of the mapping Activity II.2 under *Pillar 2): Policy - International and Regional level*, focusing on human mobility and climate change in relevant international frameworks. This policy-oriented analysis is supplemented by a comprehensive mapping that will be submitted with the finalized material. To enhance coherence, elements originally foreseen to be analyzed under the present mapping, namely “*mapping of how climate and displacement is included in National Adaptation Plans (NAPs), National Determined Contributions (NDCs) and national communications*”, have been analyzed instead in the mapping under Activity I.1 of Pillar I: *Policy/Practice – National/Subnational*.

**2. Methodology and criteria**

A specific set of criteria was identified to select the policy processes, policies and legal frameworks analyzed within the scope of this mapping, taking into account the scope of other mappings conducted by partners in the context of the Task Force’s Workplan, with a view to avoid duplications. The criteria selected are as follows: i) global undertakings, involving a majority of United Nations Member States (some regional efforts were included when they had a direct impact at the international level); ii) characterized by states’ involvement (state-led and/or approved, endorsed or initiated by states); and iii) potentially including references to at least one dimension of the climate change and human mobility nexus.

The mapping identified over 25 processes, policies and legal frameworks that were analyzed individually – the full list is available in the table provided at the end of this summary report. They have been categorized according to three criteria: i) their thematic scope;<sup>i</sup> ii) the degree of mainstreaming of migration and climate issues (advanced, some or no mainstreaming<sup>ii</sup>); and iii) where they fit in terms of the objectives set out by the Task Force: avert, minimize and address climate displacement.

### **3. Summary of findings**

#### **A. Increasing global policy awareness across domains - the catalytic role of the Paris Agreement**

Overall, the mapping finds that the inclusion of human mobility and climate change concerns has grown significantly across relevant international processes, policies and legal frameworks; especially within the development of the most recent processes, from 2015 onwards.

This trend is visible across most policy domains and particularly significant in processes related to human mobility on the one hand, and climate change and environment on the other. In that respect, policy coherence is enhanced chronologically with the development of each new framework: these international processes increasingly make direct references to one another<sup>iii</sup> and openly call for more policy convergence and synergies.<sup>iv</sup> Their approaches to the human mobility, environment and climate change nexus are also converging, gradually forming increasingly comprehensive policy frameworks to address the nexus from different specific angles.

The Paris Agreement can be understood as a milestone in terms of further developing the global governance of human mobility in the context of climate change, with processes developed post 2015 consistently referring to the principles outlined in the Paris Agreement in terms of mobility. The references made to human mobility in the UNFCCC Cancun Adaptation Framework<sup>v</sup> in 2010 represented a turning point with the inclusion, for the first time, of human mobility in the official global climate policy debate. These advances were further consolidated by the adoption of the Paris Agreement in 2015, and by extent the work to operationalize its mobility provisions conducted by the WIM Excom. In that respect, the continuous work accomplished under the umbrella of the UNFCCC, had - and continues to play - a catalytic role in encouraging awareness across policy silos and ambition towards further policy coherence on human mobility in the context of climate change at the global level.

#### **B. Ongoing development of global policy frameworks – towards broader approaches**

It is important to highlight that the work conducted under the UNFCCC by the WIM Excom currently represents the most advanced example of a broad global policy framework integrating human mobility and climate change dimensions, with the topic anchored in the Paris Agreement and operationalized through the work of the WIM Excom.

During the consultation phase and current negotiations of the development of the Global Compact for Safe, Orderly and Regular Migration (GCM), a significant number of States expressed support to integrate aspects related to migration in the context of climate change, disasters and environmental degradation, and in turn, these issues might be included in implementation, review and follow up mechanisms.<sup>vi</sup>

Similarly, States are addressing issues of human mobility in the context of climate change in the framework of the United Nations Convention to Combat Desertification (UNCCD) and the Human Right Council (HRC) and are driving the development of a body of policy work that increasingly strives towards mainstreaming climate and human mobility issues.

Efforts are also ongoing under the International Law Commission to elaborate a convention based on Draft Articles on the Protection of Persons in the Event of Disasters, to be proposed at the 73<sup>rd</sup> session of the United Nations General Assembly in 2018, to create a new regime for those displaced internally in the context of disasters. The Sendai Framework for Disaster Risk Reduction's clear acknowledgment of displacement in the context of disasters is also leading, in its implementation phase, to the development

of a comprehensive approach with the development of tools for national policymakers for strengthening action in this area.

Finally, States are also addressing human mobility and climate change concerns in the context of intergovernmental policy and practice through discussions at the level of the IOM Governing Bodies and the IOM International Dialogue on Migration (IDM), through the mainstreaming of climate and environmental dimensions in the Migration Governance Framework (MIGOF) and across migration management areas (labor migration and development, voluntary return and reintegration, international migration law, displacement tracking and camp management in disaster situations, border management, health, humanitarian response, disaster management etc.).

### **C. Gaps and challenges**

However, there are still significant gaps in terms of including human mobility and climate change issues in global policy, especially in new “frontier” issues such as oceans, wetlands or water. One example is the work related to global ocean policy – a topic of extreme relevance to the climate migration nexus. Despite the increasing scientific acknowledgement that climate change effects on oceans impact the migration of people, global discussions on the topic, such as the 2017 United Nations Ocean Conference, have not formally integrated human mobility issues.

The Agenda 2030 for Sustainable Development offers several entry points to consider issues of climate related human mobility, but these linkages might need to be better articulated in order to have global policy impacts – for instance, the relationship between climate change, migration and the goals related to energy or water.

Financing agreements and mechanisms like the Grand Bargain or the Green Climate Fund (GCF) do not make explicit references to human mobility in the context of climate change in their overall objectives and this might hinder the possibility to finance action on a large scale. However, there are encouraging signs as some integration of human mobility elements can be observed at the project level in 21 current GCF projects. Another key gap relates to “hard” laws as international law still lacks specialized provisions applicable to climate migrants and displaced persons. However, the work conducted under the Nansen Initiative, the Migrants in Countries in Crisis Initiative (MICIC) and the Human Rights Council (HRC) allows to advance current thinking on these questions to fill some of these gaps with measures at the regional and sub-regional levels.

### **4. Summary table of reviewed international processes of relevance to human mobility and climate change**

The table below presents a visual categorization of the processes reviewed and analyzed during the mapping exercise, in accordance with the methodology outlined in section 2.

There is a clear increase in the number of processes that comprehensively mainstream climate and human mobility dimensions since 2015. However, a number of processes of thematic relevance to human mobility and climate change still make insufficient reference to these dimensions.

<b>Policy Processes reviewed</b>
<b>Advanced Mainstreaming</b>
Agenda for Humanity, May 2016

Global Forum on Migration and Development (GFMD), 2007-present
Human Rights Council (HRC) and the Office of the High Commissioner for Human Rights (OHCHR), ongoing
International Law Commission Draft Articles on the Protection of Persons in the Event of Disasters, December 2016
Intergovernmental governance and policy within the International Organization for Migration (IOM), ongoing
Migrants in Countries in Crises (MICIC) Guidelines, June 2016
Nansen Initiative Agenda for the Protection of Persons Displaced Across Borders in the Context of Disasters and Climate Change, October 2015 and the Platform on Disaster Displacement, ongoing
New York Declaration for Refugees and Migrants, September 2016
Sendai Framework for Disaster Risk Reduction (DRR), March 2015
United Nations Framework Convention on Climate Change (UNFCCC), ongoing
Intergovernmental policy within the United Nations High Commissioner for Refugees (UNHCR), ongoing
<b>Some Mainstreaming</b>
Agenda 2030 for Sustainable Development, September 2015
Tripartite policy work within the International Labour Organization (ILO), ongoing
Small Island Developing States (SIDS) Accelerated Modalities of Action (SAMOA) Pathway, September 2014
The New Urban Agenda, October 2016
United Nations Convention to Combat Desertification (UNCCD), 1994
United Nations Environment Assembly (UNEA) and the United Nations Environment (UNEP), ongoing
Green Climate Fund (GCF), ongoing
<b>No Current Mainstreaming (but potential for consideration of human mobility and climate issues)</b>
Convention on Biological Diversity (CBD), June 1992
Convention on the Protection and Use of Transboundary Watercourses and International Lakes (Water Convention), March 1992
Convention on Wetlands (Ramsar Convention), 1971
Convention on Access to Information, Public Participation in Decision-Making and Access to Justice in Environmental Matters (Aarhus Convention), 1998
Global Ocean Policy
Geneva Pledge for Human Rights in Climate Action, February 2015
Grand Bargain, May 2016
<b>Ongoing Policy processes under review</b>
Global Compact for Safe, Regular and Orderly Migration (GCM), December 2018 (TBC)
Global Compact on Refugees (GCR), September 2018 (TBC)

## **5. Potential areas of recommendations**

The global governance of human mobility in the context of climate change has greatly progressed within the past few years, notably thanks to the inclusion of the theme in the Paris Agreement. However, as more relevant policy discussions are taking place at the global level, more could be done to strive towards

better convergence and coherence. In particular the Global Compact for Safe, Regular and Orderly Migration represents a key opportunity to mirror the inclusion of migration issues in the climate agenda by including climate change issues in the migration agenda. In order to further integrate and mainstream human mobility in the context of climate change in relevant new and existing policies, processes and legal frameworks, with the ultimate goal of providing support to states and migrants, the following points could be taken under consideration:

1. Systematically acknowledge that climate change is a driver of migration, displacement and planned relocation and that human mobility can in turn have impacts on the environment;
2. Systematically acknowledge and refer to agreed relevant principles, negotiated language and existing best practices in terms of human mobility and climate change;
3. Emphasize the importance of data collection, analysis and sharing of existing knowledge to support the development of evidence-based policies;
4. Emphasize the need for collective measures that reach across policy areas to i) minimize forced and unmanaged forms of human mobility, ii) provide assistance and protection, and iii) facilitate migration in the context of climate and environmental changes;
5. Assign implementation and monitoring and evaluation mechanisms, and allocate multi-year funding for the suggested measures and mechanisms.

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<sup>i</sup> i) Migration, Displacement and Planned Relocation, ii) Climate Change and the Environment; iii) Sustainable Development; iv) Humanitarian Action; v) International Law.

<sup>ii</sup> *Advanced mainstreaming* indicates a wide-ranging approach to human mobility in the context of climate change with clear references to the topic; *some mainstreaming* indicates that only one or a few aspects of the nexus are referenced; and *no mainstreaming* indicates that no aspect of the nexus is referenced.

<sup>iii</sup> For example: The Sendai Framework mentions the UNFCCC and the back then ‘post-2015 development agenda’ or the Agenda 2030; the New Urban Agenda references the Paris Agreement, the Sendai Framework, the Agenda 2030, the SAMOA Pathway, the Rio Declaration; the New York Declaration for Refugees and Migrants draws on the Paris Agreement, the Agenda 2030 and the Sendai Framework; and the Human Right Council Resolution A/HRC/RES/35/20 takes note of the Agenda 2030, the Paris Agreement, the Doha amendment, the Sendai Framework, the Nansen Initiative Protection Agenda, the New York Declaration for Refugees and Migrants, the work of IOM, UNFCCC, and UNHCR.

<sup>iv</sup> For instance, the Agenda 2030, the New Urban Agenda, the Sendai Framework, the New York Declaration for Refugees and Migrants, the Paris Agreement all call for international cooperation and global partnerships among countries, the UN system and other stakeholders and across policy areas.

<sup>v</sup> <http://unfccc.int/resource/docs/2010/cop16/eng/07a01.pdf#page=4>, Paragraph 14(f)

<sup>vi</sup> This is based on IOM’s analysis of the GCM negotiation process, as of 10 April 2018.