

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)

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**Mapping of existing international and regional guidance and tools on averting, minimizing,  
addressing and facilitating durable solutions to displacement related to the adverse impacts  
of climate change**

Activity II.4 - UNHCR

Summary Report, July 2018

*1. Context*

The workplan of the Task Force includes activity II.4: “Mapping of existing international/regional guidance/tools on averting, minimizing and addressing displacement and durable solutions.” The Office of the United Nations High Commissioner for Refugees (UNHCR) is a member of the Task Force on Displacement and has committed to take the lead on this mapping exercise, in consultation with International Organisation for Migration (IOM), the Advisory Group of Civil Society Organisations (CSOs) and the Platform on Disaster Displacement (PDD). The objectives of this mapping are to: enhance dissemination of the existing tools and guidance; identify key opportunities to further develop tools and guidance; to enhance coherence between tools and guidance and to ensure better implementation of existing tools and guidance; inform the development of recommendations related to tools and guidance by the Task Force on Displacement; and inform the work of the Warsaw International Mechanism on Loss and Damage as it pertains to tools and guidance.

*2. Methodology*

This methodology utilized for this mapping exercise was primarily a desk review, supplemented by inputs and revisions from key partners. The scope of this mapping is limited to the most recent international and regional guidance and tools that aim to provide assistance and advice to policymakers and practitioners, and that offer practical options to avert, minimize, address, or facilitate achievement of durable solutions to displacement related to the adverse impacts of climate change. Whilst the mapping does not claim to provide an exhaustive list of all guidance and tools relevant to displacement related to climate change, it aims to set out a representative and illustrative selection of existing guidance and tools at the international and regional levels. It further includes links to more resources, web platforms and online tools when considered appropriate.

Criteria for inclusion of tools and guidance in this mapping include: their availability in English or French; publication or adoption by an international or a regional entity; being addressed to or issued with the principal objective of providing help and advice to policymakers and practitioners; and offering practical options to avert or minimize or address displacement related to the adverse impacts of climate change and/or to facilitate achievement of durable solutions. Most of the tools and guidance listed in this mapping explicitly include issues of human mobility (including migration, displacement, and planned relocation) related to climate change. However, some tools and guidance that do not explicitly address these issues have been included where they were nevertheless considered relevant for averting, minimizing and addressing displacement.

### *3. Summary of findings*

This non-exhaustive mapping identified over two hundred relevant tools and guidance documents. This includes tools and guidance aimed at enhancing the resilience of populations and reducing their displacement risks through climate change adaptation, disaster risk reduction and sustainable development. It further encompasses tools and guidance aimed at minimizing displacement through preparedness activities, but also through forms of human mobility that potentially carry positive benefits for populations, such as ‘migration with dignity’ and planned relocation. Finally, a number of tools and guidance documents are aimed at addressing displacement through support to the provision of assistance and protection in disaster situations, including those related to climate change, as well as to the process of identifying and achieving durable solutions.

At regional level, implementation of many of the identified tools and guidance documents is steered by regional strategies or frameworks,<sup>1</sup> developed following the adoption of international agreements that recognize the challenges posed by displacement related to climate change and disasters, including the Paris Agreement on Climate Change, the Sendai Framework for Disaster Risk Reduction 2015–2030, the 2030 Agenda for Sustainable Development, and the Agenda for Humanity. Legal and policy-related guidance and tools have proliferated at both international and regional levels to support implementation of these international and regional instruments, complemented by operational guidance and tools developed by relevant organizations and practitioners.

The present examination of international and regional tools and guidance revealed that relatively few are exclusively dedicated to the issue of averting, minimizing, addressing and/or facilitating durable solutions to displacement related to climate change and disaster. Tools and guidance focus primarily on other thematic areas, such as climate change adaptation, disaster risk reduction, sustainable development, disaster preparedness, or relief and recovery. Many tools and guidance acknowledge human mobility issues, without necessarily providing practical advice and support for the specific situation of displacement related to climate change.

Finally, the mapping illustrates the diversity and breadth of the international and regional organizations engaged in averting, minimizing and addressing displacement, highlighting the cross-sectoral nature of this issue. While the scope of this mapping is limited to tools and guidance developed by international and regional organizations, there is a wealth of other material available, including documents produced by academia and civil society organizations, that provide recommendations for policymakers.

### *4. Identified gaps*

This mapping highlights a number of gaps, including with regards to thematic area of focus, geographic distribution, temporal frame of reference, and funding mechanisms. Overall, relatively limited guidance and tools are available on minimizing displacement, in comparison with guidance and tools available on averting or addressing displacement. This can be explained partially by limitations of the categories used in the mapping exercise, as in fact many preparedness tools and guidance are incorporated in instruments also addressing disaster relief and recovery. In addition, there is a lack of regional tools for ‘migration with dignity’ and planned relocation and related issues such as land tenure and cultural heritage; and identification of the trigger or tipping point for the implementation of these options. Migration as an

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<sup>1</sup> For example, the Guidelines Towards a Regional Action Plan for the Implementation of the Sendai Framework 2015-2030 in the Americas, the Southern Africa Development Community (SADC) Climate Change Policy Paper, the East African Community “Disaster Risk Reduction and Management Bill”, the IGAD “Regional Climate Change Strategy (IRCCS) 2016-2030”, the Asia Regional Plan for Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030, the EU Strategy on adaptation to climate change, the Framework for Resilient Development in the Pacific An Integrated Approach to Address Climate Change and Disaster Risk Management (FRDP) 2017 – 2030, the Coordination Center for the Prevention of Natural Disasters in Central America (CEPRENAC) Regional Plan for Disaster Risk Reduction (2014-2019), the Central American Policy on Comprehensive Disaster Risk Management.

adaptation strategy, as well as planned relocation, can both potentially carry risks for the human rights of the concerned populations, and existing international guidance and tools aimed at reducing these risks has not yet been transposed through tools and guidance at regional levels. Similarly, most guidance and tools on facilitating durable solutions for displaced persons are available at the international, rather than at the regional level. There is also a need for further guidance to clarify the relevance and application of protection under existing international and regional instruments for persons displaced related to climate change.

At the regional level, the mapping reveals that the geographic distribution of guidance and tools is uneven around the world. Whilst the EU is supporting the development of many tools around the world, few guidance documents or tools are dedicated to guiding its Member States. Often guidance and tools available in one specific region are more focused on either averting, minimizing or addressing displacement depending on the regional priority. In the Pacific, for example, enhancing resilience of populations is a key focus. Furthermore, the mapping demonstrates that most existing tools and guidance focus on the present and immediate future, with relatively short-term time horizons.

This exercise does not exhaustively map all relevant existing financial and funding mechanisms. Instead, it identifies a lack of specific tools and guidance aimed to improve the accessibility of funds for projects to avert, minimize and address displacement, as well as to ensure funded projects integrate safeguards for rights of people on the move. Besides traditional funding mechanisms, innovative approaches are being developed, such as Forecast-based Financing and Disaster Risk Financing Initiative, which may in the future provide opportunities to fund projects that avert, minimize, address, and promote durable solutions to displacement related to climate change.

## *5. Potential areas of recommendations*

### **Enhancing tools and guidance in thematic areas:**

- There is a significant need, and great potential, for further development of tools and guidance dedicated to the issue of displacement related to climate change. This includes, but is not limited to, tools that integrate measures to avert, minimize, address, and facilitate solutions to displacement within climate change-related Nationally Determined Contributions, Disaster Risk Reduction Strategies, sustainable development plans, financial mechanisms, regional strategies for ‘migration with dignity’ and planned relocation, provision of assistance and protection at the regional level in cases of cross-border displacement, and durable solutions at the regional level. For example, while there are existing technical guidance to NAPs, there could be a technical supplement focusing on displacement to support country mainstreaming displacement in both their NAPs and NDCs. One area where further guidance is warranted relates to the potential needs for international protection of people displaced in the context of climate change and disaster, and application of the relevant international legal criteria in such cases.
- Furthermore, there is a need for guidance and tools that focus on long-term planning, noting that the mapping demonstrates that most existing tools and guidance focus on the present and immediate future, with relatively short-term time horizons. Guidance and tools could further prepare stakeholders for all phases (averting, minimizing, addressing and facilitating durable solutions to displacement) with longer term timeframes in line with the IPCC projections of climate change impacts, for example in 2050 and 2100. The IPCC Special report on scenarios for 1.5 degrees temperature change and the Sixth Assessment Report (AR6) could represent opportunities to feed in displacement analysis and projections.

### **Strengthening tools and guidance across sectors and at regional levels:**

- Multi-sectoral tools and guidance on displacement related to climate change would also be useful to address this multi-causal, complex phenomenon. The Nansen Initiative Protection Agenda is a good example of an existing cross-sectoral tool box, although it was developed with the intention of addressing the specific issue of protection for people displaced across borders in the context of disasters. Further dissemination and enhancement of identified good practices across sectors is needed to ensure implementation of the Protection Agenda's recommendations.
- There is a great potential to incorporate displacement related to climate change more systematically and explicitly into existing and upcoming guidance and tools, including for supporting the implementation of instruments that translate international agreements into regional strategies. The role of regional organizations is central in this endeavour.

**Areas for future analysis and action to strengthen tools and guidance:**

- Building on the present mapping, which documents the existence of tools and guidance to avert, minimize and address displacement, future analysis is needed to assess the effectiveness of these tools and guidance, including the extent to which they are used by policy makers and practitioners, their usefulness, and opportunities for improvement. Overall, it is suggested that more practical guidance and tools would be useful, in particular templates with language for developing and implementing policies and laws.
- Conducting needs assessments to better understand the requirements of policy makers, practitioners and affected communities is also necessary as a preliminary step for further development of new tools and guidance on displacement related to climate change. Consulting with communities, practitioners and policy makers would allow for more tools and guidance to be developed from the 'bottom up', tailored to specific context and realities on the ground. The UNFCCC Indigenous People Platform for example could support community driven development of guidance and tools to avert minimized address displacement and enable durable solutions.
- Access to funding is crucial for supporting the use and implementation of existing tools and guidance, including at the regional and sub regional levels, for example through a dedicated funding stream on averting, minimizing and addressing displacement and durable solutions. The UNFCCC Suva process is developing a technical paper on innovative finance sources to address the funding gap that could be relevant for displacement. There is also a need for increased capacity building (including through webinars, trainings) for regional and national actors to better implement these international and regional tools and guidance.

The functions of the WIM are to enhance knowledge and understanding of comprehensive risk management approaches to addressing loss and damage; strengthen dialogue, coordination, coherence and synergies among relevant stakeholders; and enhance action and support, including finance, technology and capacity-building. In line with these functions, the WIM could steer the implementation of these recommendations, as well as encourage development of new tools and guidance, and facilitate access to existing tools and guidance. This could be achieved through the hosting of a participatory web portal for tools and guidance on ways to avert minimize, address and facilitate durable solutions to displacement related to climate change, to ensure that policy makers and practitioners have a better access to the existing guidance and tools. Such a web portal would also enhance coherence, avoid duplication of tools and guidance, as well as stimulating synergies and partnerships in the revisions and development of future tools and guidance.