



## **Task Force on Displacement Stakeholder Meeting**

### **“Recommendations for integrated approaches to avert, minimize and address displacement related to the adverse impacts of climate change”**

Château de Bossey Conference Centre, Bogis-Bossey, Switzerland, 14-15 May 2018

#### **BACKGROUND PAPER<sup>1</sup>**

#### **I. INTRODUCTION**

On behalf of the Task Force on Displacement (TFD), the International Organization for Migration (IOM) and the Platform on Disaster Displacement (PDD) are jointly organizing a Stakeholder Meeting on “Recommendations for integrated approaches to avert, minimize and address displacement related to the adverse impacts of climate change” in Bogis-Bossey, Switzerland from 14 to 15 May 2018 with support from the United Nations High Commissioner for Refugees (UNHCR). The overall goal of the meeting<sup>2</sup> is to synthesize findings that will assist the Task Force with the drafting of recommendations for integrated approaches to avert, minimize and address displacement related to the adverse impacts of climate change.

This background paper seeks to offer information in support of the meeting deliberations, focussing on: i) how displacement and wider issues related to human mobility have been included in the climate negotiations under the United Nations Framework Convention on Climate Change (UNFCCC); ii) stakeholders’ engagement on climate change and human mobility in the climate negotiations; iii) the

mandate and activities of the TFD; and iv) key findings from the outputs (mapping exercises and analysis) produced under the TFD Workplan.

The initial outputs of the TFD Workplan were briefly discussed at the 7th Meeting of the Executive Committee of the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts (WIM Excom) in Bonn, Germany, in March 2018. The latest outputs will be presented to a broader audience during the Stakeholder Meeting to allow for additional feedback and discussion.

As this Stakeholder Meeting is organized in the context of the work conducted under the UNFCCC, this Background Paper focuses on human mobility dimensions in climate change policy. However, issues of human mobility and climate change are of relevance to other policy areas considering the intersection of climate change with environmental, developmental, social, demographic and political drivers of displacement and migration. Consequently, the mappings and analysis undertaken under the mandate of the Task Force are not limited to climate change policy, but also analyze how human

<sup>1</sup> This Background Paper has been produced jointly by the meeting organizers, the International Organization for Migration (IOM) and the Platform on Disaster Displacement (PDD).

<sup>2</sup> The Stakeholder Meeting is an activity under the Task Force on Displacement Workplan. See: [www.environmentalmigration.iom.int/sites/default/files/Workplan.pdf](http://www.environmentalmigration.iom.int/sites/default/files/Workplan.pdf).

mobility and climate change issues are considered in other policy areas.

Most importantly, the Stakeholder Meeting is taking place at a time when issues of human mobility are high on the global policy agenda, notably since the adoption of the New York Declaration for Refugees and Migrants<sup>3</sup> - a political declaration outlining a set of common commitments to respond to current and future challenges related to large movements of refugees and migrants.<sup>4</sup>

As a follow up to the New York Declaration, United Nations Member States are currently engaged in intergovernmental negotiations and consultations expected to result in the adoption of the first Global Compact on Safe, Orderly and Regular Migration (GCM)<sup>5</sup> and a Global Compact on Refugees (GCR).<sup>6</sup> In that respect, current global migration policy developments represent a unique opportunity to address human mobility and climate change dimensions and complement the efforts undertaken under the UNFCCC and the 2015 Paris Agreement. The Stakeholder Meeting could therefore facilitate the development of synergies between migration and displacement policy on the one hand and climate policy on the other.<sup>7</sup>

It is also important to note that since October 2012, States have been holding informal discussions on issues related to cross-border displacement in the context of disasters and climate change that have contributed to increased attention to displacement and wider human mobility considerations within the context of the UNFCCC. At the

conclusion of the 2012-2015 Nansen Initiative, 109 government delegations endorsed the *2015 Nansen Initiative Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change* (Protection Agenda).<sup>8</sup> The PDD Steering Group, comprising 17 States and the EU,<sup>9</sup> supports implementation of the Protection Agenda to address displacement and related human mobility considerations within relevant laws and policies, including national and regional climate change strategies.

Opportunities for policymakers to address human mobility in the context of climate change exist in other global processes as well. The implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030, which acknowledges displacement as a consequence of disasters as well as the positive contributions of migrants in disaster risk reduction, is one key process. Currently, a group of stakeholders are developing practical guidance tools to support policymakers in addressing displacement and migration in the context of disasters, including on how to reduce risk, address impacts and strengthen resilience.<sup>10</sup>

In addition, in July 2017 the Human Rights Council adopted a Resolution on Human Rights and Climate Change,<sup>11</sup> looking specifically at migrants and persons displaced across international borders in the context of climate

<sup>3</sup> See the *New York Declaration for Refugees and Migrants*. Available from: [http://www.un.org/en/ga/search/view\\_doc.asp?symbol=A/RES/71/1](http://www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/71/1).

<sup>4</sup> Internally displaced persons (IDPs) are not covered by the two global compacts, and gaps relevant for their protection and assistance needs will not be addressed. The mandate of the TFD is broader, see *Decision 5/CP.23 Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts* "8. Invites the task force on displacement referred to in paragraph 2 above to take into consideration both cross-border and internal displacement, in accordance with its mandate, when developing recommendations for integrated approaches to averting, minimizing and addressing displacement related to the adverse impacts of climate change;

<sup>5</sup> See IOM (2018). *Environment and Climate Change in the GCM*. Available from: [www.environmentalmigration.iom.int/environment-and-climate-change-gcm](http://www.environmentalmigration.iom.int/environment-and-climate-change-gcm).

<sup>6</sup> See <https://refugeesmigrants.un.org/refugees-compact>.

<sup>7</sup> The necessity to create connections between migration workstreams and climate workstreams is regularly highlighted by States active in both areas and some initiatives are developed to respond to these demands. For instance, IOM and the UNFCCC Secretariat organized a common briefing for Member States in New York in March 2018 to address common issues related to climate migration.

<sup>8</sup> See Nansen Initiative (2015). *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change, Volume I*. Nansen Initiative, Geneva. Available from [http://disasterdisplacement.org/wp-content/uploads/2014/08/EN\\_Protection\\_Agenda\\_Volume\\_I\\_low\\_res.pdf](http://disasterdisplacement.org/wp-content/uploads/2014/08/EN_Protection_Agenda_Volume_I_low_res.pdf).

<sup>9</sup> Members of the Steering Group of the Platform on Disaster Displacement (PDD) are: Australia, Bangladesh (Chair), Brazil, Canada, Costa Rica, European Union, Fiji, France (Vice-Chair), Germany, Kenya, Madagascar, Maldives, Mexico, Morocco, Norway, Philippines, Senegal, Switzerland.

<sup>10</sup> A reference group formed of the Norwegian Refugee Council (NRC), the Platform on Disaster Displacement, the International Organization for Migration (IOM), the United Nations High Commissioner for Refugees (UNHCR), United Nations Office for Disaster Risk Reduction (UNISDR), and the Internal Displacement Monitoring Center (IDMC) are developing a "Words into Action Guide for Implementing the Sendai Framework for Disaster Risk Reduction 2015-2030: Disaster Displacement: How to Reduce Risk, Address Impacts and Strengthen Resilience".

<sup>11</sup> See Resolution A/HRC/RES/35/20 on Human Rights and Climate Change. Available from: <https://documents-dds-ny.un.org/doc/UNDOC/LTD/G17/167/92/PDF/G1716792.pdf?OpenElement>.

change. The Resolution already triggered research and discussions on the topic among relevant stakeholders.<sup>12</sup>

Finally, the 2030 Agenda for Sustainable Development, outlining 17 Sustainable Development Goals (SDGs), recognizes the role of migrants in contributing to sustainable development, calls for facilitated orderly, safe, and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies (Target 10.7), and also proposes measures to address disaster risk and the adverse effects of climate change. Policymakers are calling for the implementation of other major global processes, including the forthcoming GCM and GCR, and the Sendai Framework, to be aligned with the implementation of the SDGs.



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*Woman crossing river during the dry season. Due to sedimentation in Udaipur region, Nepal, intensified by the heavy rains and deforestation, rivers are becoming shallower and broader, contributing to floods during monsoon.*

## II. TIMELINE: HUMAN MOBILITY IN THE CLIMATE CHANGE NEGOTIATIONS

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The human mobility and climate change nexus has been discussed in the context of climate change negotiations under the UNFCCC for more than a decade. The Intergovernmental Panel on Climate Change (IPCC) first raised the issue of climate change leading to displacement in its 1990 report, *Climate Change: The IPCC Impacts Assessment*, warning policymakers that “the gravest effects of climate change may be those on human migration as millions are displaced by shoreline erosion, coastal flooding and severe drought.”<sup>13</sup> Despite subsequent IPCC references to human mobility considerations,<sup>14</sup> the issue only entered the UNFCCC negotiations when focus began to shift to adaptation issues following the **13<sup>th</sup> UNFCCC Conference of the Parties (COP13) in Bali, Indonesia in December 2007** with the adoption of the Bali Action Plan, and the Ad Hoc Working Group on Long-Term Cooperative Action (AWG-LCA).

Based upon Party and observer organization submissions to the AWG-LCA during the previous year, in **December 2008 during COP14 in Poznan, Poland**, the AWG-LCA included references to human mobility in its assembly text, which was drafted to aid in future negotiations.<sup>15</sup> The first official side event dedicated to the nexus was also held during COP14.<sup>16</sup> Since then, human mobility issues have been included in draft negotiating text, discussed in subsequent COPs and integrated into the Loss and Damage work stream.<sup>17</sup>

A significant milestone occurred at COP16 with the adoption of the **Cancun Climate Change Adaptation**

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<sup>12</sup> See the HRC panel discussion on human rights, climate change, migrants and persons displaced across international borders; and the Inputs received for research-based report on human rights, migration and climate change. Available from:

<http://www.ohchr.org/EN/Issues/HRAAndClimateChange/Pages/HRClimateChangeAndMigration.aspx>.

<sup>13</sup> IPCC. 1990. Policymakers' summary of the potential impacts of climate change. Report from Working Group II to IPCC, Intergovernmental Panel on Climate Change, Commonwealth of Australia, p. 20.

<sup>14</sup> The IPCC's First Assessment Report (AR1) was completed in 1990 and was crucial in bringing visibility to the climate debate. Available from:

[http://www.ipcc.ch/ipccreports/1992%20IPCC%20Supplement/IPCC\\_1990\\_and\\_1992\\_Assessments/English/ipcc\\_90\\_92\\_assessments\\_far\\_overview.pdf](http://www.ipcc.ch/ipccreports/1992%20IPCC%20Supplement/IPCC_1990_and_1992_Assessments/English/ipcc_90_92_assessments_far_overview.pdf). The Fourth Assessment Report (AR4) from 2007 also touches on issues related to population migration in looking at examples of potential impacts of climate change, based on projections. Available from: [http://www.ipcc.ch/pdf/assessment-report/ar4/syr/ar4\\_syr\\_full\\_report.pdf](http://www.ipcc.ch/pdf/assessment-report/ar4/syr/ar4_syr_full_report.pdf). In its most recently issued Fifth Assessment Report (AR5), the IPCC also refers on several occasions to human mobility and climate change. Available from: <http://www.ipcc.ch/report/ar5/wg3/>.

<sup>15</sup> Warner, Koko. 2011. *Climate Change Induced Displacement: Adaptation Policy in the Context of the UNFCCC Climate Negotiations*. p.4-5, and 8-9. Available from <http://www.refworld.org/docid/4fdf1f4f2.html>.

<sup>16</sup> See COP14 Side Event on ‘Climate change, migration and forced displacement: the new humanitarian frontier?’ on 8th December 2008, with UNHCR, IOM, OCHA, UNU, UNFPA, and UN-HABITAT.

<sup>17</sup> <https://unfccc.int/topics/adaptation-and-resilience/workstreams/approaches-to-address-loss-and-damage-associated-with-climate-change-impacts-in-developing-countries#eq-1>

**Framework in 2010 in Mexico.**<sup>18</sup> For the first time, provisions related to population movements in the context of climate change were included in paragraph 14(f) of the Cancun Adaptation Framework. The reference outlined the need to enhance action on adaptation, including through international cooperation and coherent consideration of matters by enhancing understanding, coordination and cooperation on three different human mobility dimensions: displacement, migration and planned relocation. It also highlighted the importance of addressing this challenge at all levels: national, regional and international.

**At COP18 in Doha, Qatar, in 2012,** human mobility dimensions were included under the loss and damage work programme of UNFCCC,<sup>19</sup> which is itself nestled under the adaptation and resilience topic,<sup>20</sup> with the adoption of Decision 3/CP.18. This Decision acknowledged the need to better understand “how impacts of climate change are affecting patterns of migration, displacement and human mobility”. In that context, displacement, but also potentially other forms of human mobility, started to be understood as a type of non-economic losses associated with climate change.<sup>21</sup> It also led to the Parties’ subsequent decision to discuss issues related to human mobility under the Warsaw International Mechanism for

Loss and Damage associated with Climate Change Impacts (WIM).

**The Warsaw International Mechanism (WIM)** was established by COP19 in 2013 in Warsaw, Poland.<sup>22</sup> It was designed to address loss and damage associated with the adverse effects of climate change in developing countries particularly vulnerable to climate change. The Executive Committee of the WIM (WIM Excom) steers the implementation of the Mechanism and reports annually to the COP. Since its inception, the WIM Excom has identified human mobility as a priority area of engagement.<sup>23</sup> An action area was entirely devoted to migration, displacement and human mobility by the WIM Excom under its initial two-year workplan (2014-2016).<sup>24</sup>

The adoption of the **Paris Agreement on 12 December 2015 at COP21 in France** was an unprecedented breakthrough for integrating migration concerns in a climate change treaty. The Preamble of the Paris Agreement encouraged States to, “when taking action to address climate change, respect, promote and consider their respective obligations on human rights (...) [of] migrants.”<sup>25</sup> Furthermore, COP21 mandated the creation of a **Task Force on Displacement** to develop recommendations for integrated approaches to avert, minimize and address displacement related to the adverse impacts of climate change.<sup>26</sup>

<sup>18</sup> See *Cancun Climate Change Adaptation Framework* (2010): “14. Invites all Parties to enhance action on adaptation under the Cancun Adaptation Framework, taking into account their common but differentiated responsibilities and respective capabilities, and specific national and regional development priorities, objectives and circumstances, by undertaking, inter alia, the following: (f) Measures to enhance understanding, coordination and cooperation with regard to climate change induced displacement, migration and planned relocation, where appropriate, at the national, regional and international levels;”. Available from <https://unfccc.int/resource/docs/2010/cop16/eng/07a01.pdf#page=4>.

<sup>19</sup> See *Decision 3/CP.18 Approaches to address loss and damage associated with climate change impacts in developing countries that are particularly vulnerable to the adverse effects of climate change to enhance adaptive capacity*: “7. Acknowledges the further work to advance the understanding of and expertise on loss and damage, which includes, inter alia, the following: (a) Enhancing the understanding of: (vi) How impacts of climate change are affecting patterns of migration, displacement and human mobility;”. Available from <http://unfccc.int/resource/docs/2012/cop18/eng/08a01.pdf#page=21>.

<sup>20</sup> See: <https://unfccc.int/topics>.

<sup>21</sup> See UNFCCC (2013). *Technical paper - Non-economic losses in the context of the work programme on loss and damage FCCC/TP/2013/2*. Available from <https://unfccc.int/resource/docs/2013/tp/02.pdf>. And UNFCCC (2013). *Technical paper - Gaps in existing institutional arrangements within and outside of the Convention to address loss and damage, including those related to slow onset events*. Available from <https://unfccc.int/resource/docs/2013/tp/12.pdf>.

<sup>22</sup> See *Decision 2/CP.19 Warsaw international mechanism for loss and damage associated with climate change impacts*, in FCCC/CP/2013/10/Add.1. Available from: <https://unfccc.int/resource/docs/2013/cop19/eng/10a01.pdf>.

<sup>23</sup> See WIM Excom website on Migration, displacement and human mobility. Available from: <https://unfccc.int/process/bodies/constituted-bodies/executive-committee-of-the-warsaw-international-mechanism-for-loss-and-damage-wim-excom/areas-of-work/migration--displacement-and-human-mobility>.

<sup>24</sup> See *Annex II Initial two-year workplan of the Executive Committee of the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts in accordance with decisions 3/CP.18 and 2/CP.19*: “Action area 6: Enhance the understanding of and expertise on how the impacts of climate change are affecting patterns of migration, displacement and human mobility; and the application of such understanding and expertise”. Available from: <https://unfccc.int/sites/default/files/resource/docs/2014/sb/eng/04.pdf>.

<sup>25</sup> See the *Preamble of the Paris Agreement*: “Acknowledging that climate change is a common concern of humankind, Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights [...] (of) migrants [...]”. Available from [http://unfccc.int/files/meetings/paris\\_nov\\_2015/application/pdf/paris\\_agreement\\_english.pdf](http://unfccc.int/files/meetings/paris_nov_2015/application/pdf/paris_agreement_english.pdf).

<sup>26</sup> See *COP21 Decision 1 under Loss and Damage*: “49. Also requests the Executive Committee of the Warsaw International Mechanism to establish, according to its procedures and mandate, a task force to complement, draw upon the work of and involve, as appropriate, existing bodies and expert groups under the Convention

The TFD is expected to deliver its recommendations by COP24 in 2018, under the oversight of the WIM Excom.

The following year, the first **technical meeting under the UNFCCC dedicated to Migration, Displacement and Human Mobility in the context climate change was organized in July 2016 in Casablanca, Morocco**<sup>27</sup> by the International Organization for Migration (IOM) and the WIM Excom.<sup>28</sup> The objective of the Meeting was to bring together the WIM Excom Members, national policymakers and practitioners, and other relevant experts to synthesize relevant information and make it widely available. This objective was in line with the expected results of activity (a) under Action Area (6) of the initial two-year (2014-2016) work plan of the WIM Excom. The outputs of the meeting also aimed to feed into the work of the TFD, which was still being established at the time.

The growing political importance of the human mobility and climate change nexus was further evidenced during **COP22, in Marrakesh, Morocco, 2016**.<sup>29</sup> On this occasion, over 35 events addressing human mobility dimensions were organized by UNFCCC Parties and stakeholders.<sup>30</sup> During the meeting, the WIM Excom presented a stocktaking report<sup>31</sup> regarding implementation of its initial

two-year workplan, highlighting the joint IOM – WIM Excom technical meeting and the establishment of the TFD and its Terms of Reference as key achievements.<sup>32</sup> COP22 approved a framework for a five-year rolling workplan (2017-2021) of the WIM Excom, which was finalized in November 2017.<sup>33</sup> Strategic Workstream D of this workplan is dedicated to “*enhanced cooperation and facilitation in relation to human mobility, including migration, displacement and planned relocation*”.<sup>34</sup>

**The Task Force on Displacement (TFD)**, comprised of 13 members,<sup>35</sup> was officially constituted in March 2017. The first face-to-face meeting took place on 18-19 May 2017 in Bonn, Germany,<sup>36</sup> where its Members identified a set of activities that would support the TFD to deliver on its mandate. On the basis of this meeting, the TFD Workplan was developed and adopted intersessionally by the WIM Excom in late 2017. The TFD complements, draws upon the work of and involves existing bodies and expert groups under the UNFCCC, as well as relevant organizations and expert bodies outside the Convention.<sup>37</sup>

During the 23<sup>rd</sup> Conference of the Parties (**COP23**), in **2017 in Bonn, Germany**, the WIM Excom presented its annual report,<sup>38</sup> which recognized the establishment of the TFD

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including the Adaptation Committee and the Least Developed Countries Expert Group, as well as relevant organizations and expert bodies outside the Convention, to develop recommendations for integrated approaches to avert, minimize and address displacement related to the adverse impacts of climate change.” Available from [http://unfccc.int/files/meetings/paris\\_nov\\_2015/application/pdf/paris\\_agreement\\_english.pdf](http://unfccc.int/files/meetings/paris_nov_2015/application/pdf/paris_agreement_english.pdf).

<sup>27</sup> See IOM (2016). *Technical Meeting on Migration, Displacement and Human Mobility*. Available from <https://environmentalmigration.iom.int/technical-meeting>.

<sup>28</sup> With the support of the French Ministry of Foreign Affairs and International Development.

<sup>29</sup> See *Decision 3/CP.22 Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts*: “9. Encourages Parties to incorporate or continue to incorporate the consideration of extreme events and slow onset events, non-economic losses, displacement, migration and human mobility, and comprehensive risk management into relevant planning and action, as appropriate, and to encourage bilateral and multilateral entities to support such efforts”. Available from <https://unfccc.int/sites/default/files/resource/docs/2016/cop22/eng/10a01.pdf>.

<sup>30</sup> See IOM (2016). *Human Mobility at COP22*. Available from: [www.environmentalmigration.iom.int/human-mobility-cop22](http://www.environmentalmigration.iom.int/human-mobility-cop22).

<sup>31</sup> See *Report of the Executive Committee of the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts FCCC/SB/2016/3*. Available from: <https://unfccc.int/resource/docs/2016/sb/eng/03.pdf>.

<sup>32</sup> The Task Force’s Terms of Reference were developed. Available from

[http://unfccc.int/files/adaptation/groups\\_committees/loss\\_and\\_damage\\_executive\\_committee/application/pdf/tor\\_task\\_force.pdf](http://unfccc.int/files/adaptation/groups_committees/loss_and_damage_executive_committee/application/pdf/tor_task_force.pdf).

<sup>33</sup> See *Annex - The five-year rolling workplan of the Executive Committee of the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts*. Available from <https://unfccc.int/sites/default/files/resource/docs/2017/sb/eng/01a01e.pdf>.

<sup>34</sup> See WIM Excom website *Approaches to address loss and damage associated with climate change impacts in developing countries*. Available from:

<https://unfccc.int/topics/adaptation-and-resilience/workstreams/approaches-to-address-loss-and-damage-associated-with-climate-change-impacts-in-developing-countries#eq-1>.

<sup>35</sup> As of April 2018, Task Force Members are: Ms. Keti CHACHIBAIA, United Nations Development Programme; Ms. Madeline GARLICK, United Nations High Commissioner for Refugees; Ms. Dina IONESCO, International Organization for Migration; Ms. Michelle LEIGHTON, International Labour Organization; Mr. Ezekiel SIMPERINGHAM, International Federation of Red Cross and Red Crescent Societies; Mr. Atle SOLBERG, Platform on Disaster Displacement; Ms. Bina DESEI, Civil Society, Advisory Group on Climate Change and Human Mobility; UNFCCC NGO constituency group ‘Local government and municipal authorities’; Ms. Maria del Pilar BUENO, UNFCCC Adaptation Committee; Mr. Idrissa SEMDE, UNFCCC Least Developed Countries Expert Group; Ms. Cornelia JÄGER, Ms. Pepetua Election LATASI, Mr. Russell MILES, and Ms. Sumaya Zakieldeen. See WIM Excom website *Membership - Task Force on Displacement*. Available from <https://unfccc.int/process/bodies/constituted-bodies/executive-committee-of-the-warsaw-international-mechanism-for-loss-and-damage-wim-excom/sub-groups/task-force-on-displacement/membership>.

<sup>36</sup> A summary of the proceedings of the 1st meeting of the Task Force on Displacement, its workplan, membership and other information can be found here <https://unfccc.int/event/first-meeting-of-the-task-force-on-displacement>.

<sup>37</sup> See WIM Excom website *Task Force on Displacement*. Available from <https://unfccc.int/node/285#eq-2>.

<sup>38</sup> See *Decision 5/CP.23 Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts* “7. Welcomes the plan of the task force on displacement referred to in paragraph 2 above to convene a meeting in May 2018 on all areas of its work, which will include wide consultations with stakeholders to

and welcomed the upcoming Stakeholder Meeting for which this background paper is being prepared. It also called upon the TFD to consider “both internal and cross-border displacement” in delivering their recommendations. States were also encouraged to continue including climate change-related human mobility in their relevant policy, planning and action.

Other domains within the realm of climate negotiations under the UNFCCC are of relevance to the issue of human

mobility in the context of climate change although they do not directly mention human mobility, in particular: the Nairobi Work Programme, decisions on capacity building, knowledge transfer and financing, the Talanoa Dialogue, the Least Developed Countries Mechanism, and the Global Climate Action Agenda.

**Migration in Adaptation**

Work program on Loss and Damage created: paragraph 14(f) calls for Parties to take “measures to enhance understanding, coordination and cooperation with regard to *climate change induced displacement, migration and planned relocation*, where appropriate, at the national, regional and international levels” to enhance action on adaptation.

**Migration in Loss and Damage**

COP Agreed on their role in addressing loss and damage. Paragraph 7.(vi) “advance the understanding of and expertise on loss and damage, which includes [...] how impacts of climate change are affecting patterns of *migration, displacement and human mobility*.”

**Implementation of WIM**

The 2-year workplan and structure of the Warsaw International Mechanism was approved by COP

**Technical Meeting on Migration**

The IOM organized a technical meeting to document best practices, challenges, and lessons as well as to develop recommendations for the Task Force on Displacement in relation to the three pillars of the Warsaw International Mechanism.

**Launch of Clearing House for Risk Transfer**



ensure regional coverage; 8. Invites the task force on displacement referred to in paragraph 2 above to take into consideration both cross-border and internal displacement, in accordance with its mandate, when developing recommendations for integrated approaches to averting, minimizing and addressing displacement related to the adverse impacts of climate change; (...) 13. Encourages Parties to actively engage in the work and to disseminate, promote and make use of the products of the Warsaw International Mechanism and its Executive Committee, including by: (c) Incorporating or continuing to incorporate the consideration of extreme weather events and slow onset events, non-economic losses, climate change impacts on human mobility, including migration, displacement and planned relocation, and comprehensive risk management into relevant policy, planning and action, as appropriate, and encouraging relevant bilateral and multilateral entities to support such efforts;”. Available from <https://unfccc.int/sites/default/files/resource/docs/2017/cop23/eng/11a01.pdf>.

### III. INCREASING STAKEHOLDERS ENGAGEMENT ON HUMAN MOBILITY IN THE CLIMATE NEGOTIATIONS

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The increasing integration of human mobility concerns in climate change negotiations, led by State Parties, was supported by the long standing and systematic engagement of several actors from different fields that sought to bring a greater level of awareness on this nexus.

Stakeholders from various backgrounds – civil society, academics, private sector and international agencies – have consistently engaged in the negotiations, highlighting the need for greater inclusion of mobility matters in climate policy. Stakeholders have been providing technical support to ensure that issues of human mobility remained visible in the climate negotiations, sharing evidence, analysis and policy guidance.<sup>39</sup>

In addition to their individual work, stakeholders from various backgrounds have also organized themselves in groupings seeking to provide technical advice on human mobility and climate change, such as the formal *Climate Change, Environment and Migration Alliance (CCEMA)*<sup>40</sup> or the more informal *Inter-Agency Standing Committee (IASC) group on migration/displacement and climate change*,<sup>41</sup> the *Initiative on the Social Dimensions of Climate Change*<sup>42</sup> and the *Advisory Group on Climate Change and Human Mobility*.<sup>43</sup>

One clear sign of stakeholders' interest can be seen in the ever-increasing number of technical submissions and side events dedicated to human mobility and climate change. For example, in 2016, when the WIM Excom invited relevant organizations and experts to provide information on human mobility in the context of climate change impacts, 69 sets of inputs were received from more than

30 experts and organizations.<sup>44</sup> The number of dedicated side events addressing this topic has also tremendously increased: from one in 2008 to more than 35 in 2016.



© IOM 2016 / Amanda Nero; In Bangladesh, the Sirajganj, community is affected by river erosion. Many people were displaced several times due to the river erosion.

### IV. TASK FORCE ON DISPLACEMENT: AREAS OF WORK

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In order to deliver on its mandate of providing recommendations, the Task Force has put together a Workplan at its first meeting in May 2017.<sup>45</sup> The Workplan is based on the Task Force's discussions focusing on target audiences and desired impacts of the recommendations. Four broad areas of desired impacts were identified by parallel working groups: i) policy/practice - national/subnational; ii) policy - international/regional; iii) data and assessment; and iv) framing and linking. Further group work led to the identification of activities for each of the four broad areas.

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<sup>39</sup> For instance, in the last decade the number of publications dedicated to human mobility in the context of climate change have increased significantly. See the *IOM Environmental Portal Research Database*. Available from [www.environmentalmigration.iom.int/research-database](http://www.environmentalmigration.iom.int/research-database).

<sup>40</sup> CCEMA was comprised of IOM, Munich Re Foundation (MRF), the Stockholm Environment Institute (SEI), United Nations Environment (UNEP), United Nations Office for the Coordination of Humanitarian Affairs (OCHA), United Nations University – Institute for Environment and Human Security (UNU-EHS) and University of Sussex (DRC).

<sup>41</sup> Sub-group of the Task Force on Climate Change, convened by IOM in collaboration with UNHCR, the Representative of the Secretary General for Internally Displaced Persons (RSG for IDPs), OCHA and other IASC interested organizations.

<sup>42</sup> See [www.who.int/globalchange/mediacentre/events/2011/social-dimensions-of-climate-change.pdf](http://www.who.int/globalchange/mediacentre/events/2011/social-dimensions-of-climate-change.pdf).

<sup>43</sup> The Advisory Group is composed of IOM, UNHCR, UNU-EHS, United Nations Development Programme (UNDP), International Labour Organization (ILO), Norwegian Refugee Council (NRC), Internal Displacement Monitoring Centre (IDMC), Refugees International (RI), Sciences Po – Centre de recherches internationales (CERI) and Arab Network for Environment and Development (RAED) and the Representative of the Secretary-General on the Human Rights of Internally Displaced Persons.

<sup>44</sup> See UNFCCC (2017). *Submissions on internal and cross-border migration, displacement and other forms of human mobility*. Available from:

<https://unfccc.int/topics/resilience/resources/submissions-on-internal-and-cross-border-migration--displacement-and-other-forms-of-human-mobility>.

<sup>45</sup> See the Workplan of the Task Force on Displacement and the Summary of Proceedings of its First Meeting here:

[https://unfccc.int/sites/default/files/tfd\\_1\\_summary\\_of\\_proceedings.pdf](https://unfccc.int/sites/default/files/tfd_1_summary_of_proceedings.pdf).

The Workplan activities to be discussed at the TFD Stakeholder Meeting focus on three areas (policy, practice and data) at three levels (national, regional and international levels). The aim of these activities was to provide knowledge and identify gaps for the development of recommendations for integrated approaches to avert, minimize and address displacement related to the adverse impacts of climate change. A summary of the main outputs under each activity of the TFD Workplan is provided below. The full reports will also be available when finalized.<sup>46</sup>

The recommendations of the TFD will be submitted to the WIM Excom at its 8th Meeting, to be held in September 2018, through the co-facilitators of the TFD.<sup>47</sup> The final recommendations will subsequently be reported in December 2018 by the WIM Excom at the Katowice Climate Change Conference (COP24) in Poland.

### Summary of TFD Workplan Activities

*Activity I.1: Mapping of existing relevant policies and institutional frameworks that deal with the climate and displacement interaction at the national level, including identification of key actors in the policy formulation, to the extent feasible and on the basis of accessible public documents. Combined with: Activity II.2: Mapping of how climate and displacement is included in National Adaptation Plans (NAPs), Nationally Determined Contributions (NDCs), national communications.*

- Led by IOM with support from ILO, UNDP, UNHCR and Advisory Group CSOs

The mapping exercise identified and analyzed how human mobility in the context of climate change is integrated in national policy and institutional frameworks - including the key actors involved, - pertaining to i) migration governance i.e. the main national legal frameworks, policies and strategies related to migration and displacement; and ii) climate change policies, i.e. official documents submitted by Parties to the UNFCCC Registries. The exercise was also informed by existing internal IOM compilation of information and analysis (MECLEP National Assessments; Migration Governance Index; Atlas of Environmental

Migration; Migration, Environment and Climate Change Policy Briefs Series; IOM Infosheets; and International Migration Law Division archives), inputs from IOM Member States, and the Nansen Initiative research. Overall the following documents were reviewed and analyzed: more than 90 human mobility legislation, policies or strategies; 56 national adaptation policies, plans or strategies; 162 Intended Nationally Determined Contributions (INDC) and 17 Nationally Determined Contributions (NDC); and 143 national communications. 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”. As such, this mapping does not attempt to provide a full geographical coverage of all relevant national policies in all parts of the world.

The mapping shows that 37 per cent out of 61 countries refer to climate change and environmental factors in their national migration and displacement frameworks. In addition, 81 per cent of national adaptation policies, 20 per cent of Intended Nationally Determined Contributions (INDCs) and 70 per cent of National Communications on climate change reviewed refer to human mobility. These findings show a significant awareness among national climate policy actors of the importance to include human mobility dimensions and vice-versa. This awareness comes 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.

National policies and frameworks touch upon different dimensions of human mobility (migration, displacement and planned relocation) and the nexus is brought up through different lenses (security, urbanization, labour, adaptation, health etc.). However, the frameworks reviewed mostly analyze the negative impacts of human mobility and rarely highlight the potentially positive impacts of migration in the context of climate change. In addition, although some efforts are made by governments to link different policy areas (such as climate change adaptation, sustainable development, disaster risk reduction and migration), cross-sectoral policy coherence

<sup>46</sup> See IOM's webpage for the Task Force on Displacement Stakeholder Meeting “Recommendations for integrated approaches to avert, minimize and address displacement related to the adverse impacts of climate change” at [www.environmentalmigration.iom.int/iom-pdd-task-force-displacement-stakeholder-meeting](http://www.environmentalmigration.iom.int/iom-pdd-task-force-displacement-stakeholder-meeting).

<sup>47</sup> As of April 2018, the co-facilitators of the Task Force are: Mr. Russell MILES of Australia and Ms. Pepetua Election LATASI of Tuvalu.

constitutes a key gap in the formulation of policies at the national level.

*Activity I.2: Synthesizing the state of knowledge to better understand displacement related to slow onset events.*

- Led by Advisory Group CSOs with support from IOM, UNDP and UNHCR

This scoping exercise looks at the state of knowledge on displacement related to slow onset events, with the objectives to i) synthesize information and existing research on displacement related to slow onset events; ii) enhance the understanding of displacement related to slow onset events and iii) formulate key opportunities around the main knowledge gaps on displacement related to slow onset events to inform the development of recommendations by the WIM Task Force on displacement.

The scoping report builds on available literature reviews and case studies made available by academic partners, as well as contributions from a broad range of experts working on the issue of slow onset events and displacement. The report provides an overview of ways in which different types of slow onset events contribute to increased risks of displacement, analyzing in particular such phenomena as increasing temperatures, sea-level rise, ocean acidification, salinization, glacial retreat, land and forest degradation, biodiversity loss and desertification. It also discusses data collection limitations and assesses the state of knowledge on existing measures to respond to displacement related to slow onset events

Displacement related to slow onset events is difficult to characterize as a standalone category of displacement due to the wide range of slow onset events, the context-specific nature of their impacts, the varying characteristics of affected regions, drivers and types of movements. Slow onset events are often just one factor among others in mobility decisions, and it is essential to understand how the potential effects of various slow onset processes are likely to interact with other displacement factors, including resilience, violence, and rapid onset events. However slow onset events can contribute to increased risks of displacement, in particular when they reach the tipping point of turning into a disaster situation.

There are inherent uncertainties in the way slow onset impacts will play out in a given locale and will affect the magnitude and pattern of displacement, making planning for such displacement particularly hard. Available literature recognizes that more research is needed to better contextualize and understand displacement related to slow onset events, particularly at scales ranging from regional to local, where slow onset events impacts may deviate from the broader trends identified in a global-scale analysis. In many cases, a richer, more detailed set of climate, biophysical, socioeconomic, and political indicators is available at regional, national, and local levels.

*Activity II.1: Mapping workplans of bodies/work programmes under the UNFCCC on displacement.*

- Led by Excom TFD Members

The mapping focuses on mandates, activities, outcomes and products of key UNFCCC bodies and work programmes that are of relevance to the work of the TFD.

The mapping includes such bodies and work programmes as the Adaptation Committee; the Consultative Group of Experts on National Communications from Parties not included in Annex I to the Convention; the Least Developed Countries Expert Group; the Lima Work Plan on Gender; the Nairobi Work Programme and the work on Research and systematic observation.

The mapping identifies opportunities for synergies between the work undertaken within those bodies and work programmes and the work of the TFD.

*Activity II.2: Mapping of how climate and displacement is included in (...) relevant policy agendas (such as Sendai Framework, SDGs, World Humanitarian Summit, Global Forum on Migration and Development, Global Compacts on Migration and Refugees, etc.).*

- Led by IOM with review from ILO and UNDP

The mapping focuses on the analysis of 25 processes, policies and legal frameworks that are of relevance when discussing human mobility in the context of climate change. Overall, the analysis outlines that human mobility and climate change issues are increasingly referred to in global policy processes pertaining to human mobility on the one hand and climate/environment/disaster on the

other. The references made to human mobility in the UNFCCC Cancun Adaptation Framework<sup>48</sup> in 2010 represented the first 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. The Paris Agreement can be understood as a key milestone, with processes developed post 2015 consistently referring to the principles outlined in the Paris Agreement in terms of mobility. In that respect, the continuous work accomplished under the umbrella of the UNFCCC, had played, 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.

Working towards more coherent and comprehensive approaches, policymakers continue to bring human mobility and climate change dimensions in the current global policy debates, notably in the process towards the adoption of the Global Compact for Safe, Orderly and Regular Migration (GCM) (currently under negotiations) and intergovernmental policy development within intergovernmental organisations such as the International Organization for Migration (IOM), the United Nations Convention to Combat Desertification (UNCCD), the United Nations High Commissioner for Refugees (UNHCR) and the Human Right Council (HRC) among others.

Despite these advances, gaps and challenges remain. For instance, new “frontier” policy processes of great relevance, such as oceans, wetlands or water do not formally include questions of climate change and human mobility. There is still a gap in international law to ensure the systematic protection of those forcibly displaced across borders in the context of climate change whilst global climate financing mechanisms do not appropriately include human mobility issues.

*Activity II.3: Mapping of institutional frameworks and mandates within the United Nation system to avert,*

*minimize and address displacement and outline options for facilitating coordination of key processes.*

➤ Led by PDD with support from ILO

The history of the UNFCCC negotiation process provides an indication of the support affected Parties may need in terms of future efforts to address displacement, particularly with respect to assistance to displaced people, capacity building support for migration management and planned relocation, and accessing climate finance/compensation. The review found that overall functional capacity is present in the UN system to support States in their efforts to avert, minimize and address disaster displacement related to the adverse impact of climate change- although UN entities may not specifically distinguish the work as a response to displacement or climate change. The UN’s disaster risk management and humanitarian response system is most clearly designed to respond to the needs of displaced people in the event of disasters linked to climate change, both slow and sudden-onset. Development, finance, research, cultural, regional and other specialized entities also have a role to play in areas such as early warning, policy development, reducing the negative impacts of displacement, finding durable solutions and reducing the risk of future displacement. Although vast and difficult to define, the study highlights multiple activities, largely carried out by development actors, that contribute to averting or minimizing disaster displacement related to climate change.

While the lead role of the UNFCCC processes with respect to negotiating the global response to climate change is widely acknowledged and respected, the majority of the work on disaster displacement, including related to climate change, is taking place outside the UNFCCC. However, the UN currently lacks a system-wide lead, coordination mechanism, or strategy on disaster displacement. Gaps were also identified with respect to protection for internally displaced persons in disasters and cross-border disaster-displaced persons. The UN is in the midst of ongoing efforts to improve system-wide coordination and programme delivery. This presents multiple opportunities to highlight the importance of supporting the UN’s potential capacity to provide

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<sup>48</sup> See *Cancun Climate Change Adaptation Framework* (2010), Paragraph 14.f). Available from <https://unfccc.int/resource/docs/2010/cop16/eng/07a01.pdf#page=4>.

assistance to affected States, particularly through United Nations System Strategic Approach on Climate Change Action, the reform of the UN development system, and proposals to improve protection and assistance with respect to internal and cross-border displacement.

*Activity II.4: Mapping of existing international/regional guidance/tools on averting, minimizing and addressing displacement and durable solutions.*

- Led by UNHCR with support from IOM, Advisory Group CSOs and PDD

This non-exhaustive mapping exercise identifies over two hundred tools and guidance documents aimed at averting, minimizing, addressing and facilitating achievement of durable solutions to displacement related to climate change and disasters, at both the international and at regional levels.

This includes tools and guidance aimed at enhancing resilience of populations and reducing their risk of displacement through climate change adaptation, disaster risk reduction and sustainable development. It further includes 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 supporting the provision of assistance and protection in disaster situations, including those related to climate change, as well as through supporting the process of achieving durable solutions to end displacement.

Following this extensive analysis of regional and international tools and guidance, the mapping exercise highlights a number of gaps in existing tools and guidance, including with regards to thematic area of focus, geographic distribution, and temporal frame of reference. The mapping exercise concludes with potential areas for recommendations for future action, including to fill the identified thematic, geographic and temporal gaps, to strengthen the translation of tools and guidance from international to regional levels, to better understand the needs of communities and policy makers themselves, and

to promote development of multi-sectoral tools and guidance that transcends silos.

*Activity III.1: Providing an overview of data sources, common methodologies and good practice for displacement-related data collection and assessment, as relevant to different contexts and region; combined with Activity III.2: Providing global baseline of climate-related disaster displacement risk, and package by region; and Activity III.3: Analyzing available data on disaster-related displacement and its impacts in different regions and groups of countries in specific circumstances (e.g. LDCs) related to sudden and slow onset events.*

- Led by Advisory Group CSOs (IDMC) with support from IOM

The general approach for all three activities was to a) compile, summarise, build on and/or adapt for relevance already existing knowledge in the public domain from experts/bodies within and outside the UNFCCC system, including work completed under the WIM Executive Committees’ initial two-year workplan and b) to draw on and avoid duplication with relevant ongoing work being conducted under other policy and technical processes during the activity period (and to promote synergy and coherence between them wherever possible or relevant), including the UN Statistical Commission expert group work on both refugees and IDP statistics, EGRIS, UNISDR Words into Action Guidance developed to support the implementation of the Sendai Framework, SDG progress reporting and similar processes.

Data-related challenges and related knowledge gaps are hindering the capacity of countries to meaningfully monitor, measure and manage risk and losses related to population displacement associated with the adverse impacts of climate change. This includes issues to do with the availability, quality and accessibility of data, the definitions and approaches behind its collection and capture, as well as the capacity - knowledge, tools and resources- to collect and analyze it. At the same time, there are good practices, developed methodologies and guidance on the collection of displacement-related data and assessments that may be drawn on and adapted to the needs of particular countries and contexts.