Mapping Human Mobility (Migration, Displacement and Planned Relocation) and Climate Change in International Processes, Policies and Legal Frameworks

International Organization for Migration (IOM)

Task Force on Displacement

Activity II.2

This document was developed by the International Organization for Migration (IOM) in the context of activity II.2 of the workplan the Task Force on Displacement. The document was unedited by the Task Force on Displacement or by the UNFCCC secretariat. The content of the document informed the deliberations of the Task Force on Displacement at its second meeting.

August 2018

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)

Pillar II: Policy – International/Regional Activity II.2

Mapping Human Mobility (Migration, Displacement and Planned Relocation) and Climate Change in International Processes, Policies and Legal Frameworks

International Organization for Migration (IOM)[1] - Analysis Report, August 2018

Contents

Abbreviations

CBD	Convention on Biological Diversity
COP	Conference of the Parties
DRR	Disaster Risk Reduction
ECOSOC	United Nations Economic and Social Council
GCF	Global Climate Fund
GCM	Global Compact for Safe, Orderly and Regular Migration
GCR	Global Compact on Refugees
GFMD	Global Forum on Migration and Development
HRC	Human Rights Council
ICJ	International Court of Justice
ILO	International Labour Organization
IOM	International Organization for Migration
MICIC	Migrants in Countries in Crises
OHCHR	Office of the High Commissioner for Human Rights
PDD	Platform on Disaster Displacement
SAMOA	Small Island Developing States Accelerated Modalities of Action
SDG	Sustainable Development Goals
SIDS	Small Island Developing States
UNCCD	United Nations Convention to Combat Desertification
UNDP	United Nations Development Programme
UNDRIP	United Nations Declaration on the Rights of Indigenous Peoples
UNEA	United Nations Environment Assembly
UNEP	United Nations Environment
UNFCCC	United Nations Framework Convention on Climate Change
UNGA	United Nations General Assembly
UNHCR	United Nations High Commissioner for Refugees
WHS	World Humanitarian Summit
WIM	Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts

ANALYSIS

1. Context

The Climate Change Conference of the Parties (COP21) under the United Nations Framework Convention on Climate Change (UNFCCC), at its 21st session in Paris in November 2015, 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 (hereafter Task Force).[2] The Executive Committee of the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts (WIM Excom) was entrusted by the COP to operationalize the Task Force. In addition, the technical meeting on *Migration, Displacement and Human Mobility*,[3] organized by the WIM Excom and the International Organization for Migration (IOM) in Casablanca, Morocco (July 2016) also aimed to support the work of the Task Force. The first meeting of the Task Force on Displacement took place on 18–19 May 2017 in Bonn, Germany[4] and, based on the Terms of Reference[5] of the Task Force and on the outcomes of the Casablanca meeting, a workplan[6] was developed and later on endorsed by the WIM Excom.

In order to support the development of the Task Force recommendations, IOM leads the implementation of two activities of the Task Force's Workplan under the first two pillars,[7] with an objective to map and analyze to what extent human mobility (migration, displacement and planned relocation) in the context of climate change is integrated in: i) existing policies and frameworks related to human mobility and climate change at the national level; and ii) processes, policies and legal frameworks related to various relevant policy agendas at the international level, including migration governance, labour, humanitarian assistance, human rights, climate change action, disaster risk reduction, sustainable development and environmental protection.

2. Methodology

This analysis report presents the key results of the mapping Activity II.2 under *Pillar 2): Policy – International/Regional*, focusing on the human mobility and climate change nexus at the international level. To enhance coherence, elements originally foreseen to be reviewed under the present mapping, namely *"mapping of how climate and displacement in included in National Adaption Plans (NAPs), National Determined Contributions (NDCs) and national communications",* have been analyzed instead in the IOM-led mapping under Activity I.1: *Policy/Practice – National/Subnational.*[8] This policy-oriented

---

[2] Report of the Conference of the Parties on its twenty-first session, held in Paris from 30 November to 13 December 2015, UN FCCC/CP/2015/10/Add.1, paragraph 49, available from: https://unfccc.int/resource/docs/2015/cop21/eng/10a01.pdf.

[3] International Organization for Migration (IOM), *Technical Meeting on Migration, Displacement and Human Mobility*, available from: https://environmentalmigration.iom.int/technical-meeting.

[4] United Nations Framework Convention on Climate Change (UNFCCC), *First meeting of the Task Force on Displacement*, available from: unfccc.int/adaptation/groups_committees/loss_and_damage_executive_committee/items/10302.php

[5] UNFCCC (2017), *Terms of References of the Task Force on Displacement*, available from: unfccc.int/files/adaptation/groups_committees/loss_and_damage_executive_committee/application/pdf/tor_task_force.pdf

[6] UNFCCC (2017), Workplan of the Task Force on Displacement, available from: unfccc.int/files/adaptation/workstreams/loss_and_damage/application/pdf/tfd_workplan.pdf

[7] Pillar I. Policy/Practice - National/Subnational and Pillar II. Policy – International/Regional.

[8] IOM (2018), *Mapping Human Mobility and Climate Change in Relevant National Policies and Institutional Frameworks*, available from: www.environmentalmigration.iom.int/iom-pdd-task-force-displacement-stakeholder-meeting.

analysis is followed below by a longer comprehensive mapping that analyzes in detail 28 relevant policy agendas.

The mapping identifies and analyzes to what extent human mobility (migration, displacement and planned relocation) in the context of climate change is integrated in processes, policies and legal frameworks related to various relevant policy agendas at the international level, including migration governance, labour, humanitarian assistance, human rights, climate change action, disaster risk reduction, sustainable development and environmental protection.

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,[9] with a view to avoid duplications. The criteria selected are as follows: i) global undertakings, involving a majority of UN 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.

This report uses the generic term "human mobility"[10] to encompass different types of movements in the context of climate change: migration, displacement and planned relocation. This is in line with the language adopted in official documents of the UNFCCC[11] as well as with the language of the five-year rolling workplan of the WIM Excom,[12] which spearheads the work of the Task Force. IOM's institutional position, as defined in the organization's strategic documents, frames migration, environment and climate change within a broad mobility management approach that considers measures to avert, minimize and address displacement.[13]

[9] For an analysis of UN agencies' mandates and work on human mobility and climate change, please see the Platform on Disaster Displacement (PDD) (2018), *The United Nations system's mandates with respect to averting, minimizing and addressing displacement related to climate change: Considerations for the future*, available from www.environmentalmigration.iom.int/iom-pdd-task-force-displacement-stakeholder-meeting. And for an analysis of international and regional guidance and tools on human mobility and climate change please see the United Nations High Commissioner for Refugees (UNHCR) (2018), *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*, available from www.environmentalmigration.iom.int/iom-pdd-task-force-displacement-stakeholder-meeting.

[10] IOM (2018), *International Migration Law N°34 - Glossary on Migration*, 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 *(Advisory Group on Climate Change and Human Mobility, Human Mobility in the Context of Climate Change UNFCCC - Paris COP21 (2015))."*

[11] UNFCCC (2010), *Cancun Climate Change Adaptation Framework Decision - adopted as part of the 2010 Cancun Agreements of COP16, decision 1.CP/16 paragraph 14 (f)*, available from: unfccc.int/resource/docs/2010/cop16/eng/07a01.pdf#page=4.

[12] UNFCCC Executive Committee of the Warsaw International Mechanism for Loss and Damage (WIM ExCom) (2017), *Five-year Rolling Workplan of the Executive Committee*, available from: https://unfccc.int/files/adaptation/groups_committees/loss_and_damage_executive_committee/application/pdf/draft-five-year-rolling-workplan-12-oct.pdf.

[13] IOM (2018), *International Migration Law N°34 - Glossary on Migration*, forthcoming. IOM (2011), *International Migration Law N°25 - Glossary on Migration*, available from: https://publications.iom.int/books/international-migration-law-ndeg25-glossary-migration. IOM (2007), *Discussion Note: Migration and the Environment,* MC/ INF/288, prepared for the Ninety-fourth Session of the IOM Council, 27–30 November 2007, Geneva, available from: www.iom.int/jahia/webdav/shared/shared/mainsite/about_iom/en/council/94/MC_INF_288.pdf. IOM (2012), *International Dialogue on Migration No.18: Climate Change, Environmental Degradation and Migration*, available from: publications.iom.int/system/files/pdf/rb18_eng_web.pdf. IOM (2014), *IOM Outlook on Migration, Environment and Climate Change*, available from: www.environmentalmigration.iom.int/iom-outlook-migration-environment-and-climate-change-1. IOM (2014), *Glossary – Migration, Environment and Climate Change: Evidence for Policy (MECLEP)*, available from: www.environmentalmigration.iom.int/glossary-migration-environment-and-climate-change-evidence-policy-meclep-0.

It is, therefore, critical to consider all forms of migration in order to provide a comprehensive analysis of relevant policies and link the Task Force's outputs to the wider work of the WIM Excom under the UNFCCC. In that respect, the choice has also been made to respect the specific terminological choices of the documents that have been analyzed – if a document refers to "migration" or "displacement", the analysis of that document will employ the same terminology.

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 adaption 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.

Overall, the mapping identified 28 processes, policies and legal frameworks of relevance that were analyzed. They have been categorized according to three criteria: i) their thematic scope;[14] ii) the degree of mainstreaming of migration and climate issues (advanced, some or no current mainstreaming[15]); 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

---

[14] i) Migration, Displacement and Planned Relocation, ii) Climate Change and the Environment; iii) Sustainable Development; iv) Disaster Management and Humanitarian Action; v) Human Rights and International Labour Standards.

[15] *Advanced mainstreaming* indicates a wide-ranging approach to human mobility in the context of climate change; *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.

references to one another[16] and openly call for more policy convergence and synergies.[17] 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[18] 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.

Awareness on human mobility is growing in other UN environmental conventions as well. In particular, states recognized the importance of drought and desertification as drivers of forced migration in a Decision adopted in 2017 at the 13th Conference of Parties of the UN Convention to Combat Desertification (UNCCD).

B. Ongoing development of global policy frameworks - towards broader approaches

A critical recent development has been the finalization - after six rounds of intergovernmental negotiations among UN Member States - of the Global Compact for Safe, Orderly and Regular Migration (GCM). The GCM represents an historical turning point in the global governance of migration as it is the first non-binding, comprehensive and cooperative migration framework negotiated by UN Member States. The GCM articulates a common set of commitments, on the basis of 23 objectives, for states to respond to the challenges and opportunities of contemporary international migration and formulates provisions for implementation, follow up and review.

This finalized text[19] dedicates a specific paragraph to environmental migration and contains multiple references to environmental migration, articulating a wide and comprehensive understanding of the challenges linked to the environment-migration nexus. Slow onset environmental degradation, natural disasters and climate change impacts are recognized as drivers of contemporary migration and comprehensive potential responses to address these drivers are put forward: climate mitigation and

---

[16] For example: The Sendai Framework mentions the UNFCCC and the '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 Rights 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.

[17] 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.

[18] UNFCCC (2010), *Cancun Climate Change Adaptation Framework Decision - adopted as part of the 2010 Cancun Agreements of COP16, decision 1.CP/16 paragraph 14 (f)*, available from: unfccc.int/resource/docs/2010/cop16/eng/07a01.pdf#page=4.

[19] Global Compact for Safe, Orderly and Regular Migration (GCM), Final Draft, 11 July 2018, available from: https://refugeesmigrants.un.org/sites/default/files/180711_final_draft_0.pdf.

adaptation measures in countries of origin;[20] disaster preparedness, disaster risk reduction and disaster response; and facilitation of migration movements. The GCM also recognizes that, in some cases, adaptation to climate change *in situ* or return of migrants might not be possible. Therefore, the development of regular migration pathways is seen as a necessary migration management tool in the context of climate change. The final text also calls for policy coherence, highlighting that the GCM rests on a number of global instruments related to climate change, disaster and environmental governance, notably the UNFCCC and the Paris Agreement.[21]

The final draft of the Global Compact on Refugees (GCR) also recognizes the interaction of climate, environmental degradation and natural disasters with the drivers of refugee movements and states that people displaced across borders in this context will be assisted by relevant stakeholders but does not address the issue further.

Other policy processes have been identified as relevant, as they support the development of international policy that increasingly strives towards mainstreaming climate and human mobility. For instance: i) the Sendai Framework for Disaster Risk Reduction provides a clear acknowledgment of displacement in the context of disasters that is leading, in its implementation phase, to the development of a comprehensive approach with the elaboration of tools for national policymakers for strengthening action in this area;[22] ii) the Human Rights Council (HRC) and the Office of the High Commissioner for Human Rights (OHCHR) have organized panel discussions on human rights, climate change, migrants and persons displaced across international borders and issued several papers on the issue;[23] iii) the tripartite constituents of the International Labour Organization (ILO) that have adopted international labour standards, which cover all workers, including those affected by climate change and displacement, and which guide ILO policy on climate change; iv) other international arenas such as the UN Environment Assembly (UNEA) or the UN High Commissioner for Refugees (UNHCR) Executive Committee that have devoted sessions respectively in 2016, 2017 and 2018 to issues of relevance to disaster displacement.

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. The convention will be proposed at the 73rd Session of the United Nations General Assembly in late 2018 and is supposed to create a new regime for those displaced internally in the context of disasters.

Also significant are States' considerations of human mobility and climate change concerns in the context of intergovernmental migration policy and practice through regular discussions at the level of the IOM Governing Bodies, in particular, its Council and the IOM International Dialogue on Migration (IDM). Climate and environmental dimensions are also mainstreamed in the IOM Migration Governance Framework (MIGOF) and across migration management areas (labor migration and development, voluntary return and reintegration, international migration law, displacement tracking and camp

---

[20] Ibid. GCM *18. i) **Develop adaptation and resilience strategies to sudden-onset and slow-onset natural disasters, the adverse effects of climate change, and environmental degradation,** such as desertification, land degradation, drought and sea level rise, taking into account the potential implications on migration, **while recognizing that adaptation in the country of origin is a priority***

[21] Ibid. GCM *2. [The Global Compact] (…) rests on (….) **the United Nations Framework Convention on Climate Change; the United Nations Convention to Combat Desertification; the Paris Agreement (…), the Sendai Framework for Disaster Risk Reduction"***

[22] Norwegian Refugee Council (NRC), Platform on Disaster Displacement (PDD), International Organization for Migration (IOM), Internal Displacement Monitoring Centre (IDMC), United Nations High Commissioner for Refugees (UNHCR), the German Federal Foreign Office and United Nations Office for Disaster Risk Reduction (UNISDR) (2018), *Words into Action guidelines - Disaster displacement: How to reduce risk, address impacts and strengthen resilience (Public consultation version)*, available from www.environmentalmigration.iom.int/words-action-guidelines-disaster-displacement-how-reduce-risk-address-impacts-and-strengthen.

[23] For more details, see OHCHR's *Human rights, climate change and migration* resources, available from www.ohchr.org/EN/Issues/HRAndClimateChange/Pages/HRClimateChangeAndMigration.aspx.

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 transversal domains such as oceans, wetlands, ecosystems 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 UN Ocean Conference, have not formally integrated human mobility issues, in spite of tentative efforts from international agencies and civil society.

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, land 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" law, as international law still lacks specialized provisions applicable to climate-related migrants and displaced persons. However, the Paris Agreement explicitly acknowledges the rights of all persons in vulnerable situations, including migrants, and calls for states to respect, promote and consider human rights when taking climate action. Furthermore, the work conducted under the Nansen Initiative, the Migrants in Countries in Crisis Initiative (MICIC) and the Human Rights Council (HRC) also allows to advance current thinking on these questions and fill some of these gaps with measures at the regional and sub-regional levels.

4. Summary table of relevant international processes of relevance to human mobility and climate change

The table below presents a visual categorization of the processes 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.

Process/Policy/Framework	Avert	Minimize	Address
Advanced Mainstreaming			
Agenda for Humanity, May 2016			x
Global Compact for Safe, Regular and Orderly Migration (GCM), December 2018 (TBC)	x	x	x
Global Forum on Migration and Development (GFMD), 2007-present		x	

Human Rights Council (HRC) and the Office of the High Commissioner for Human Rights (OHCHR), ongoing			x
International Law Commission Draft Articles on the Protection of Persons in the Event of Disasters, December 2016			x
Intergovernmental policy within the International Organization for Migration (IOM), ongoing	x	x	x
Migrants in Countries in Crises (MICIC) Guidelines, June 2016		x	x
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		x	x
New York Declaration for Refugees and Migrants, September 2016	x	x	x
Sendai Framework for Disaster Risk Reduction (DRR), March 2015	x	x	
United Nations Framework Convention on Climate Change (UNFCCC), ongoing	x	x	x
Intergovernmental policy within the United Nations High Commissioner for Refugees (UNHCR), ongoing	x	x	x
Some Mainstreaming			
Agenda 2030 for Sustainable Development, September 2015	x	x	
Global Compact on Refugees (GCR), September 2018 (TBC)	x	x	
Green Climate Fund (GCF), ongoing	x		
International Labour Organization (ILO), ongoing		x	
Small Island Developing States (SIDS) Accelerated Modalities of Action (SAMOA) Pathway, September 2014	x		
The New Urban Agenda, October 2016	x	x	
United Nations Convention to Combat Desertification (UNCCD), 1994	x		
United Nations Declaration on the Rights of Indigenous Peoples, September 2007	x		
United Nations Environment Assembly (UNEA) and the United Nations Environment (UNEP), ongoing	x		
No Current Mainstreaming **(but potential for consideration of human mobility and climate change issues)**			
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	

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. The inclusion of climate change issues in the Global Compact for Safe, Regular and Orderly Migration (GCM) is a key achievement and mirrors the inclusion of migration issues in the climate agenda.

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 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. 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. Recognize commitments made under different policy process that are relevant to climate change and human mobility, translate them into national actions and pursue the implementation of commitments made across policy processes;

3. Acknowledge and refer to agreed relevant principles and rights, negotiated language and existing best practices in terms of human mobility and climate change;

4. Support data collection, analysis and sharing of existing knowledge to assist the development of evidence-based policies, in consultation with relevant line ministries and stakeholders as to ensure coherence between development, labour, migration, employment, social protection, environmental and other relevant policies;

5. Emphasize the need for collective measures that reach across policy areas to i) minimize forced and poorly managed forms of human mobility, ii) provide assistance and protection to migrants moving in the context of climate change, iii) facilitate migration in the context of climate and environmental changes; iv) foster regular pathways for migration taking into account labour market needs; and v) promote decent work and job creation, including creation of green job opportunities;

6. Assign implementation, monitoring and evaluation mechanisms, and allocate multi-year funding for the measures and mechanisms suggested in different policy agendas.

International Organization for Migration (IOM)

The UN Migration Agency

MAPPING

I. Migration, Displacement and Planned Relocation

1. The New York Declaration for Refugees and Migrants

Access: www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/71/1

Whilst global climate policy has progressed quickly in recent years in its integration of migration considerations, global migration policy has been slower to include climate and environmental dimensions, despite increasing acknowledgements of the relevance of these issues in contemporary migration governance. In that respect, the adoption of the New York Declaration for Refugees and Migrants, on 19 September 2016 during the 71st session of the United Nations General Assembly (UNGA), represented a milestone. The Declaration formally acknowledged the importance of migration, environment and climate change issues. The Declaration recognized that climate and environmental factors were significant drivers of forced and voluntary migration and also noted that the impacts of migration movements on the environment should not be ignored.

The New York Declaration includes the following six noteworthy elements with regards to migration, environment, climate change and natural disasters:[24]

1. It recognizes the historical and multi-causal dimensions of environmental migration and provides a balanced understanding of the nuances between environmental and climate change related processes:

> "*1. Since earliest times, humanity has been on the move. Some people move in search of new economic opportunities and horizons. Others move to escape armed conflict, poverty, food insecurity, persecution, terrorism, or human rights violations and abuses. **Still others do so in response to the adverse effects of climate change, natural disasters (some of which may be linked to climate change) or other environmental factors.** Many move, indeed, for a combination of these reasons*".

2. It calls attention to a broad spectrum of migration policy opportunities, from the prevention of forced migration to the acknowledgment of voluntary migration, and makes the link between climate change, disasters, environmental degradation, migration and the achievement of the Sustainable Development Goals (SDGs):

> "*43. We commit to addressing the drivers that create or exacerbate large movements. We will analyse and respond to the factors, including in countries of origin, which lead or contribute to large movements. We will cooperate to create conditions that allow communities and individuals to live in peace and prosperity in their homelands. Migration should be a choice, not a necessity. We will take measures, inter alia, to implement the 2030 Agenda for Sustainable Development, whose objectives include eradicating extreme poverty and inequality, revitalizing the Global Partnership for Sustainable Development, promoting peaceful and inclusive societies based on international human rights and the rule of law, creating conditions for balanced, sustainable and inclusive economic growth and employment, **combating environmental degradation and ensuring effective responses to natural disasters and the adverse impacts of climate change**.*"

---

[24] Ionesco, D. and E. Mach, Migration, Environment and Climate Change Division (IOM) (2016), *Environmental Migration Portal - UN Summit for Refugees and Migrants*, available from www.environmentalmigration.iom.int/un-summit-refugees-and-migrants.

3. It recognizes that natural disasters, the adverse impacts of climate change on livelihoods and environmental degradation are drivers of human mobility (including reference to 3.3 above), as well in the Annex II:

> *"Annex II. 7. We bear in mind that policies and initiatives on the issue of migration should promote holistic approaches that take into account the causes and consequences of the phenomenon. We acknowledge that poverty, under-development, lack of opportunities, poor governance and **environmental factors are among the drivers of migration**. In turn, pro-poor policies, relating to trade, employment and productive investments, can stimulate growth and create enormous development potential. **We note that international economic imbalances, poverty and environmental degradation, combined with the absence of peace and security, and lack of enjoyment of human rights, are all factors affecting international migration**."*

4. It calls attention to the recently developed the Migrants in Countries in Crisis (MICIC) Guidelines (2016) and the Nansen Initiative Protection Agenda (2015) that provide useful guidance and already show state level interest to deal with environmental and disaster displacement:

> *"50. We will assist, impartially and on the basis of needs, migrants in countries which are experiencing conflicts or natural disasters, working, as applicable, in coordination with the relevant national authorities. While recognizing that not all States are participating in them, we note in this regard the "**Migrants in Countries in Crisis**" initiative and the Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change resulting from the Nansen Initiative."*

5. It identifies the impacts of large population movements on the environment:

> *"85. In addition to meeting direct humanitarian and development needs, we will work to support **environmental, social and infrastructural rehabilitation in areas affected by large movements of refugees**." and "Annex I. 6. States, in cooperation with multilateral donors and private-sector partners, as appropriate, would, in coordination with receiving States: […] e) **provide assistance to protect the environment and strengthen infrastructure affected by large movements of refugees in host countries**; "*

6. It emphasizes the momentum gathered in other policy processes of key interest to environmental and climate migration, in particular the Conference of the Parties (COP21) of United Nations Framework Convention on Climate Change in 2015 in Paris that led to the inclusion of migration in the Paris Agreement in the Preamble and Paragraph 50 of the COP Decision referring to Loss and Damage, as well the adoption of the Sendai Framework for Disaster Risk Reduction 2015-2030 (2015):

> *"18. We recall the **Sendai Framework for Disaster Risk Reduction 2015-2030** and its recommendations concerning measures to mitigate risks associated with disasters. States that have signed and ratified the **Paris Agreement on climate change** welcome that agreement and are committed to its implementation. We reaffirm the Addis Ababa Action Agenda of the Third International Conference on Financing for Development, including its provisions that are applicable to refugees and migrants."*

The New York Declaration paved the way for States to open negotiations on international migration, with a view to adopt the first UN negotiated Global Compact for Safe, Orderly and Regular Migration (GCM) at an international conference in Morocco in December 2018. The decision to move toward a comprehensive framework governing international migration – and potentially including the climate change dimensions of international migration – was momentous. It meant that international migration, like many other areas of international relations, would be guided by a set of common principles and approaches agreed within the UN framework.

The Declaration also provides for the development of guidelines on the treatment of migrants in vulnerable situations. These guidelines are particularly relevant as they include persons displaced in the context of disasters and climate change among those most vulnerable.[25]

Finally, the Declaration also mandated the adoption of a Global Compact on Refugees (GCR) in 2018 in order to achieve a more equitable sharing of the burden and responsibilities linked to hosting and supporting the world's refugees. An analysis of the GCR is provided below.

2. The Global Compact for Safe, Orderly and Regular Migration (GCM)

Access: https://refugeesmigrants.un.org/sites/default/files/180711_final_draft_0.pdf

Within the framework of the New York Declaration, United Nations (UN) Member States committed to develop, negotiate and adopt a Global Compact for Safe, Orderly and Regular Migration (GCM) to articulate a common set of commitments on how states could respond to the challenges and opportunities of contemporary migration. The GCM, to be adopted in December 2018, is the first intergovernmental global agreement developed on international migration within the UN.

Several phases were conducted throughout 2016-2018, including consultations, stocktaking and negotiations. The GCM process has considered climate change and migration dimensions throughout the different phases of the process:

1. Consultation Phase:

- **Informal thematic session, 23 May 2017, New York, United States** on "*Addressing drivers of migration, including adverse effects of climate change, natural disasters and human-made crisis, through protection and assistance, sustainable development, poverty eradication conflict prevention and resolution*" included a dedicated panel entitled: *Adverse effects of climate change and natural disasters as drivers of migration* moderated by the Permanent Representative of Tuvalu to the United Nations. On this occasion, multiple Member States shared their expertise, best practices and knowledge on the topic and highlighted the need to include climate dimensions in the stocktaking and negotiations phases.
- A side event looking at "*Resilience to climate change: small islands, migration and adaptation*", 23 May 2017 was organized by the Permanent Mission of Belgium and IOM in the margins of this thematic session, with participation of Ambassadors of Belgium, Marshall Islands and Fiji and expert inputs from IOM. The event provided an opportunity to discuss the linkages between the GCM and the COP23 Presidency of Fiji.

2. Stocktaking Phase:

Access: https://refugeesmigrants.un.org/stocktaking-phase

---

[25] Global Migration Group (GMG) through the Office of the High Commissioner for Human Rights (OHCHR) (2017), *Principles and Guidelines, supported by practical guidance, on the human rights protection of migrants in vulnerable situations*, available from www.ohchr.org/EN/Issues/Migration/Pages/VulnerableSituations.aspx.

- **Preparatory Meeting, 4-6 December 2017, Puerto Vallarta, Mexico:** The Chair's Summary of the stocktaking meeting organized in Mexico in December 2017 outlines environmental migration considerations in 5 of the 6 Action Groups. The main issues raised by states were: the need for better protection of environmental - or disaster - related migrants and displaced persons, the necessity to develop guidelines for addressing their specific vulnerabilities, and the need for regional cooperation on cross border movements of persons affected by disasters. IOM identified about 50 mentions of climate and environmental dimensions made by states in their statements at this conference. However, these were not firm positions as actual negotiations on the zero draft of the Compact followed after.
- In parallel to the consultation and stocktaking exercises conducted by UN Member States that led to the production of the GCM Zero Draft, the UN Secretary General released his Report on *Making Migration Work for All.*[26] The vision outlined in the Report was very pertinent to climate migration issues and made several references to environmental concerns.

During the first two phases of the GCM, IOM has identified key areas of convergence and divergence among states through an analysis of the available statements:

A. Areas of Convergence

- The GCM should be complementary to existing frameworks, such as the Warsaw International Mechanism (WIM) under the United Nations Convention on Climate Change (UNFCCC).
- International cooperation on climate change needs to be reinforced in order to address the migration dimensions, through the implementation of the Paris Agreement, the UN Convention to Combat Desertification (UNCCD), the Sustainable Development Framework (SDG), the Sendai Framework for Action and the S.A.M.O.A. Pathway. In addition, the Nansen Initiative is acknowledged as a successful example of mapping of best practices related to disasters displacement.
- Climate change is acknowledged as a major driver of migration, however more data and knowledge are needed to understand the climate and migration nexus.
- There is a protection gap under the current framework to protect environmental migrants.
- Focusing on early warnings systems, planning and resilience building in affected countries is critical to respond to the challenges of environmental migration.

These areas of convergence were largely reflected in the first Draft of the GCM, elaborated based on the discussions conducted during the consultation and stocktaking phases as well as in the Secretary General's Report "Making Migration Work for All". However, there were also current diverging discussions on climate migration, notably the protection dimensions that were likely to affect the final shape of the adopted compact.

B. Areas of Divergence

---

[26] United Nations General Assembly (2017), *Report of Secretary-General: Making migration work for all*, available from https://refugeesmigrants.un.org/report-secretary-general-making-migration-work-all-0.

- The multi-causal nature of environmental migration means that it is difficult to identify the weight of environmental and climatic factors in migration movements. Caution is needed when discussing the potential creation of new legal categories.

3. Intergovernmental Negotiations and Finalization of GCM:

Six rounds of negotiations among UN Member States followed the stocktaking phase. Issues of climate change and environmental degradation were highlighted from the very beginning of the negotiations, with a wide variety of states supporting the inclusion of climate and environmental dimensions within the GCM.

In particular, African States and Small Island Developing States (SIDS) from the Pacific made numerous strong interventions emphasizing the urgency of bringing issues of climate change and environmental impacts to the top of the global migration policy agenda. Matters raised covered the whole spectrum of environmental migration: supporting climate adaptation efforts in countries of origin; promoting better analysis and information sharing on the topic; harmonizing and developing regional and sub regional mechanisms to address vulnerabilities of migrants affected by climate impacts and natural disasters; developing or building national and regional practices for admission and stay of migrants moving because of natural disasters; and strengthening cooperation to identify potential visa options and solutions linked to planned relocation of people, for those who cannot return to their countries.

On 13 July 2018, the GCM was finalized and presented at the UN Headquarters at the end of the sixth round of intergovernmental negotiations. This final text offers a set of guiding principles, but also articulates concrete measures for action related to border management, documentation, migrant services, capacity building for states, consular protection, skills recognition, mechanisms of portability and building environments for migrants and diasporas to be actors of development.

The text also contains multiple references to environmental migration, articulating a wide and comprehensive understanding of the challenges linked to the environment-migration nexus. Most of the references related to environmental migration are made under *Objective 2: Minimizing the adverse drivers and structural factors that compel people to leave their country of origin*, which contains a section specifically dedicated to the subject and entitled "Natural disasters, the adverse effects of climate change, and environmental degradation" (*Objective 2, paragraphs 19.h-19.l*). Furthermore, a few important references can be found under *Objective 5: Enhance availability and flexibility of pathways for regular migration*.

10 Key Takeaways from the GCM on Environmental Migration[27]

1. The GCM clearly identifies slow onset environmental degradation, natural disasters and climate change impacts as drivers of contemporary migration:

---

[27] See IOM (2018), *Environmental Migration Portal - Environment and Climate Change in the Global Compact for Safe, Orderly and Regular Migration (GCM)*, available from www.environmentalmigration.iom.int/environment-and-climate-change-gcm. And Ionesco, D. and M. Traore Chazalnoël, Migration, Environment and Climate Change Division, IOM (2018), *The Global Compact for Safe, Orderly and Regular Migration (GCM) - Perspectives on Environmental Migration*, available from www.environmentalmigration.iom.int/environment-and-climate-change-gcm.

*"OBJECTIVE 2: Minimize the adverse drivers and structural factors that compel people to leave their country of origin, Natural disasters, the adverse effects of climate change, and environmental degradation, paragraph 19.h: Strengthen joint analysis and sharing of information to better map, understand, predict and address **migration movements, such as those that may result from sudden-onset and slowonset natural disasters, the adverse effects of climate change, environmental degradation**, as well as other precarious situations, while ensuring the effective respect, protection and fulfilment of the human rights of all migrants."*

2. The text acknowledges the multi-causality of migration as environmental drivers interact with political, economic and demographic drivers;

3. The text articulates comprehensive potential responses to address these drivers: design of appropriate measures in the countries of origin to make migration a choice rather than a desperate necessity; disaster preparedness, disaster risk reduction and disaster response; and facilitation of population movements;

4. The GCM recognizes that climate change mitigation and adaptation measures in countries of origin need to be prioritized to minimize drivers of migration:

*"OBJECTIVE 2: Minimize the adverse drivers and structural factors that compel people to leave their country of origin, b) Invest in programmes that accelerate States' fulfilment of the Sustainable Development Goals with the aim of eliminating the adverse drivers and structural factors that compel people to leave their country of origin, including through poverty eradication, food security, health and sanitation, education, inclusive economic growth, infrastructure, urban and rural development, employment creation, decent work, gender equality and empowerment of women and girls, **resilience and disaster risk reduction, climate change mitigation and adaptation**, addressing the socioeconomic effects of all forms of violence, nondiscrimination, rule of law and good governance, access to justice and protection of human rights, as well as creating and maintaining peaceful and inclusive societies with effective, accountable and transparent institutions."*

5. The text also acknowledges that adaptation in situ or return of migrants might not be possible in some cases and that the strengthening of regular migration pathways (planned relocation and visa options) need to be part of migration management tools:

*"OBJECTIVE 5: Enhance availability and flexibility of pathways for regular migration, g) **Develop or build on existing national and regional practices for admission and stay of appropriate duration based on compassionate, humanitarian or other considerations for migrants compelled to leave their countries of origin, due to sudden-onset natural disasters** and other precarious situations, such as by providing humanitarian visas, private sponsorships, access to education for children, and temporary work permits, **while adaptation in or return to their country of origin is not possible."***

6. The GCM outlines the need for states to cooperate to identify, develop and strengthen solutions for people migrating in the context of slow-onset environmental degradation (in particular, desertification, land degradation and sea level rise) and slow-onset disasters (drought):

*"OBJECTIVE 5: Enhance availability and flexibility of pathways for regular migration, h) Cooperate to identify, develop and strengthen solutions **for migrants compelled to leave their countries of origin due to slow-onset natural disasters, the adverse effects of climate change, and environmental degradation, such as desertification, land degradation, drought and sea level rise, including by devising planned relocation and visa options, in cases where adaptation in or return to their country of origin is not possible."***

7. The GCM outlines the importance of working at the regional level to address environmental drivers of migration:

*"OBJECTIVE 2: Minimize the adverse drivers and structural factors that compel people to leave their country of origin, Natural disasters, the adverse effects of climate change, and environmental degradation, j) Integrate displacement considerations into disaster preparedness strategies and **promote cooperation with neighbouring and other relevant countries** to prepare for early warning, contingency planning, stockpiling, coordination mechanisms, evacuation planning, reception and assistance arrangements, and public information k) **Harmonize and develop approaches and mechanisms at subregional and regional levels to address the vulnerabilities of persons affected by sudden-onset and slow-onset natural disasters,** by ensuring they have access to humanitarian assistance that meets their essential needs with full respect for their rights wherever they are, and by promoting sustainable outcomes that increase resilience and self-reliance, taking into account the capacities of all countries involved."*

8. The text encourages policy coherence by highlighting that the GCM rests on a number of global instruments related to climate change, disaster and environmental governance: the United Nations Framework Convention on Climate Change (UNFCCC) and the Paris Climate Agreement, the United Nations Convention to Combat Desertification (UNCCD), the 2030 Agenda for Sustainable Development and the Sendai Framework for Disaster Risk Reduction:

*"PREAMBLE, 1. This Global Compact rests on the purposes and principles of the Charter of the United Nations. 2. It also rests on the Universal Declaration of Human Rights; the International Covenant on Civil and Political Rights; the International Covenant on Economic, Social and Cultural Rights; the other core international human rights treaties1; the United Nations Convention against Transnational Organized Crime, including the Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children and the Protocol against the Smuggling of Migrants by Land, Sea and Air; the Slavery Convention and the Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery; the **United Nations Framework Convention on Climate Change; the United Nations Convention to Combat Desertification; the Paris Agreement2;** the International Labour Organization conventions on promoting decent work and labour migration3; as well as on the **2030 Agenda for Sustainable Development; the Addis Ababa Action Agenda; the Sendai Framework for Disaster Risk Reduction, and the New Urban Agenda."***

*"OBJECTIVE 23: Strengthen international cooperation and global partnerships for safe, orderly and regular migration, b) Increase international and regional cooperation to accelerate the implementation of the **2030 Agenda for Sustainable Development** in geographic areas from where irregular migration systematically originates due to consistent impacts of poverty, unemployment, **climate change and disasters**, inequality, corruption, poor governance, among other structural factors, through appropriate cooperation frameworks, innovative partnerships and the involvement of all relevant stakeholders, while upholding national ownership and shared responsibility."*

9. The text also highlights the need to take into account recommendations stemming from state-led initiatives with a focus on mobility linked to natural disasters outside of the UN context: the Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change, and its follow up, the Platform on Disaster Displacement, as well as the Migrants in Countries in Crisis Initiative (MICIC):

*"OBJECTIVE 2: Minimize the adverse drivers and structural factors that compel people to leave their country of origin, g) Account for migrants in national emergency preparedness and response, including by taking into consideration relevant recommendations from State-led consultative processes, such as the **Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster (MICIC Guidelines)** and l) Develop coherent approaches to address the challenges of migration movements in the context of sudden-onset and slow-onset natural disasters, including by taking into consideration relevant recommendations from State-led*

*consultative processes, such as the **Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change, and the Platform on Disaster Displacement**."*

10. The GCM recognizes the need for more investments in strengthened evidence, data and research to address environmental migration challenges:

> *"OBJECTIVE 2: Minimize the adverse drivers and structural factors that compel people to leave their country of origin, Natural disasters, the adverse effects of climate change, and environmental degradation, paragraph 19.h: **Strengthen joint analysis and sharing of information to better map, understand, predict and address migration movements, such as those that may result from sudden-onset and slow-onset natural disasters, the adverse effects of climate change, environmental degradation**, as well as other precarious situations, while ensuring the effective respect, protection and fulfilment of the human rights of all migrants."*

The finalization of the Global Compact for Safe, Orderly and Regular Migration represents an exciting and important achievement for the governance and management of international environmental migration, both now and in the future. Yet the challenges of translating global policy into national and regional practices should not be underestimated. Environmental migration remains a relatively newly emerged topic, with little stocktaking and evaluation of the effectiveness of existing practices, especially those experiences that pertain to the most innovative commitments outlined in the GCM. What is certain is that achieving the ambitious commitments set out in the Global Compact will be contingent on robust political will, adequate funding resources and successful development of pioneering coalitions of actors.

3. The International Organization for Migration (IOM)[28]

Access: www.environmentalmigration.iom.int

As the only intergovernmental organization exclusively focused on migration, IOM, the UN Migration Agency, works towards orderly and humane migration by delivering people-centered services and advocating for the well-being of migrants and their families. IOM's mandate allows the organization to work with migrants, refugees, displaced persons and others in need of migration services or assistance. This mandate includes migrants moving in the context of climate change, environmental degradation and disasters.

1. Governments have made significant advancements on the topic of migration, environment and climate change within the scope of their membership of IOM. One of the milestones in this work has been the creation of a dedicated Division on Migration, Environment and Climate Change (MECC) in 2015, which develops, implements and advises on specialized projects at the global, regional and national levels.

IOM has been addressing the links between migration, environment and climate change for more than 25 years, since the early 1990s, through the development and implementation of a portfolio of work on climate migration in its traditional areas of expertise: migration policy, migration research, international

---

[28] This analysis looks solely at the intergovernmental policy work within the organization. The mapping and analysis of institutional frameworks and mandates of international organizations within the United Nations system fall within the scope of another activity under the Workplan of the Task Force on Displacement. See Platform on Disaster Displacement (PDD) (2018), *The United Nations system's mandates with respect to averting, minimizing and addressing displacement related to climate change: Considerations for the future*, available from www.environmentalmigration.iom.int/iom-pdd-task-force-displacement-stakeholder-meeting.

migration law, displacement tracking and camp management in disaster situations, disaster risk reduction, transition and recovery, immigration and border management, labour migration and development. IOM has implemented over 1,000 projects related to human mobility, climate change and disasters between 1998 and 2017.

A. IOM's institutional objectives on climate migration

The main institutional objectives of IOM in its work on migration, environment and climate change are to:

- Promote coherent policy development and encourage policy dialogue on challenges and opportunities related to climate migration;
- Conduct research and share knowledge to support policy development, including through flagship publications such as the Atlas of Environmental Migration, the implementation of global research and policy projects[29] and making available key resources through the IOM Environmental Migration Portal;
- Build capacity of policymakers to respond to climate migration at the national and regional levels;[30]
- And provide humanitarian relief and operational response in disaster situations.

B. IOM's network of partnerships on climate migration

Acknowledging the need for cross sectoral collaboration, IOM has developed and continues to build an array of strategic partnerships with key intergovernmental stakeholders working on the human mobility and climate change nexus within and beyond the UN. IOM participates to working groups under the United Nations System Strategic Approach on Climate Change Action and the United Nations Environmental Management Group (EMG). The organization has signed Memorandum of Understanding pertaining to climate migration with: i) the United Nations Convention to Combat Desertification (UNCCD) with a focus on land-climate-migration and ii) the World Meteorological Organization (WMO) focusing on data and knowledge. Climate migration is one area of cooperation currently discussed within the framework of the development of the IOM-World Bank Memorandum of Understanding. There are current joint programmes on climate migration with UNCCD in Niger (land – climate-migration nexus) and a project in advanced stages of planning with three UN entities in the Pacific (United Nations Economic and Social Commission for Asia and the Pacific (ESCAP), International Labour Organization (ILO) and Office of the High Commissioner for Human Rights (OHCHR)).

In addition, IOM has working partnerships on climate migration with the following UN agencies: UN Environment, OHCHR, World Bank, OCHA, UNISDR, FAO, WFP, UNITAR, ILO, UNFPA and works as well with UN entities such as UN-Water. This collaboration takes many forms such as joint events, contributions to publications, or common inputs to policy processes. Since 2008, IOM MECC is a member of the Advisory

---

[29] The Migration, Environment and Climate Change: Evidence for Policy (MECLEP) project funded by the European Union was implemented between January 2014 and March 2017 with the aim to contribute to the global knowledge base on the relationship between migration, environment and climate change.

[30] Over 400 policymakers in 54 countries have been trained by IOM on the migration, environment and climate change nexus as of August 2018. See more at: www.environmentalmigration.iom.int/training-workshops.

Group on Human Mobility and Climate, an informal partnership with several UN agencies, and co-led the group from 2013 to 2017.

On the issue of cross-border disaster-displacement, IOM is collaborating with several UN agencies, in particular with UNHCR, as part of the work of the state-led Platform on Disaster Displacement (PDD), a follow-up to the Nansen Initiative, and supports directly the implementation including on: capacity building of policymakers, conducting research on new areas, and supporting policy development at global and regional levels. IOM also supports the state-led Migrants in Countries in Crisis (MICIC) Initiative.

C. IOM – UNFCCC Partnership

IOM and the United Nations Framework Convention on Climate Change (UNFCCC) have developed a strong partnership[31] focusing on climate migration. The UNFCCC recently joined IOM as an observer organization during the November 2017 IOM Council in Geneva; whilst IOM has been an observer to UNFCCC since 2009. There are current discussions around further formalizing the relationship through a Memorandum of Understanding in 2018. Over the years, IOM has made over forty official submissions to the UNFCCC, organized and contributed to side events and press conferences every year since 2008 and supported each COP presidency with technical inputs.

IOM also plays an active role in supporting the Executive Committee (Excom) of the Warsaw International Mechanism (WIM) work on climate change and migration. In 2016, IOM and the WIM Excom organized a Technical Meeting on Migration, Displacement and Human Mobility in Casablanca[32], the first ever official meeting under the UNFCCC bringing experts from governmental institutions, specialized agencies and the academia to provide recommendations in support of the implementation of the workplan of the Excom related to human mobility.

In 2017 IOM joined the Task Force on Displacement established under COP21 Decision 1/CP.21, and is leading on several activities under the 2017–2018 work plan of the Task Force in areas related to national, regional and international policy and practice, as well as research[33].

2. Intergovernmental policy development on climate migration within IOM

States have advanced on the topic of migration, environment and climate change through their engagement at the level of IOM's Governing Bodies, namely the IOM Council and the IOM Standing Committee on Programmes and Finance (SCPF). IOM Governing Bodies have discussed and requested updates on the Organization's work on migration, environment and climate change on multiple occasions, highlighting the needs for policy guidance, technical support and capacity building on climate migration:

A. IOM Council:

- IOM Council 94th Session, 2007: *Discussion Note Migration and Environment MC/INF/288*. Available from:

---

[31] See IOM (2018), *Environmental Migration Portal – Human Mobility in the UNFCCC*, available from https://environmentalmigration.iom.int/human-mobility-unfccc.
[32] See IOM (2018), *Environmental Migration Portal – Technical Meeting on Migration, Displacement and Human Mobility*, available from https://environmentalmigration.iom.int/technical-meeting.
[33] The present mapping is one of the activities spearheaded by IOM in the context of the work of the Task Force on Displacement.

www.iom.int/jahia/webdav/shared/shared/mainsite/about_iom/en/council/94/MC_INF_288.pdf.

- IOM Council 105th Session, 2014: *High-Level Segment – Panel on "Human Mobility, Environment and Climate".* Available from: www.environmentalmigration.iom.int/sites/default/files/IOM%20Council%202014%20-%20MECC%20Thematic%20Global%20Report%20FINAL.pdf, and *Report C/105/49*. Available from: www.governingbodies.iom.int/system/files/en/council/105/C-105-49-Rev.1%20-%20105th%20Council%20Report.pdf.

- IOM Council 106th Session, 2015: High Level Interventions and General Debate, *Report on the 106th Session of the Council Geneva, Tuesday, 24 November, to Friday, 27 November 2015,* available from: https://governingbodies.iom.int/system/files/en/council/106/C-106-54-Rev.1%20-%20Report%20on%20106th%20Council.pdf

- IOM Council 107th Session, 2016*: Panel discussion: Opportunities for policy development to address climate migration and cross-border disaster displacement*. Available from: www.governingbodies.iom.int/system/files/en/council/107/C-107-31%20-%20Report%20on%20107th%20Session%20of%20the%20Council%20.pdf.

- IOM Council 108th Session, 2017: *High-Level Panel Discussion - Opportunities to Address Migration and Climate Change in the Global Compact for Safe, Orderly and Regular Migration*. Available from: www.environmentalmigration.iom.int/i08th-iom-council-high-level-panel-discussion-opportunities-address-migration-and-climate-change .

B. IOM Standing Committee on Programmes and Finance (SCPF):

IOM SCPFs discussing Environmental Migration:

- Standing Committee on Programmes and Finance (2008) - MIGRATION AND THE ENVIRONMENT English French Spanish

- Standing Committee on Programmes and Finance (2011) - IOM'S ROLE IN THE HUMANITARIAN RESPONSE TO DISPLACEMENT INDUCED BY NATURAL DISASTERS English French Spanish

- Standing Committee on Programmes and Finance (2014) - IOM'S ROLE AND ACTIVITIES RELATING TO MIGRATION, THE ENVIRONMENT AND CLIMATE CHANGE English French Spanish

- Standing Committee on Programmes and Finance (2015) - MIGRATION, ENVIRONMENT AND CLIMATE CHANGE: INSTITUTIONAL ADVANCES AND PRIORITIES FOR POLICY ACTION English French Spanish

- Standing Committee on Programmes and Finance (2016) - MIGRATION, ENVIRONMENT AND CLIMATE CHANGE: INSTITUTIONAL DEVELOPMENTS AND CONTRIBUTIONS TO POLICY PROCESSES English French Spanish

- Standing Committee on Programmes and Finance (2017) - MIGRATION, THE ENVIRONMENT AND CLIMATE CHANGE AT IOM: TAKING STOCK OF PROGRESS English French Spanish

Furthermore, IOM supports the Regional Consultative Processes (RCPs) on migration, and sometimes acts as their technical secretariat. RCPs are state-led fora addressing migration at the regional level in a consultative and non-standard-setting environment, creating linkages to migration-related processes at the international level, such as the Global Forum on Migration and Development (GFMD) and IOM Governing Bodies discussions. In the past decades, RCPs have been established in most regions of the world, with some governments belonging to more than one RCP. Some RCPs have already discussed the issue of human mobility and climate change, including: the Almaty Process in Eurasia, the Migration Dialogue for West Africa (MIDWA), the Caribbean Migration Consultations (CMC), the Intergovernmental Authority on Development (IGAD) RCP in the Horn of Africa, the South American Conference on Migration (SACM), and the Regional Conference on Migration in Central and North America (RCM). In particular, RCM Member Countries adopted *A Guide to Effective Practices for RCM Member Countries: protection for persons moving across borders in the context of disasters*, to which IOM contributed.

4. The Global Compact on Refugees (GCR)

Access: www.unhcr.org/events/conferences/5b3295167/official-version-final-draft-global-compact-refugees.html

The New York Declaration mandated UNHCR to develop a Global Compact on Refugees (GCR), building upon the Comprehensive Refugee Response Framework (CRRF), contained in Annex I of the Declaration. UNHCR has developed the GCR in consultation with governments and other stakeholders, and the High Commissioner will propose the text for adoption in his 2018 annual report to the United Nations General Assembly (UNGA).

The Compact consists of two parts: i) the Comprehensive Refugee Response Framework (CRRF), as contained the New York Declaration; and ii) a Programme of Action that complements the CRRF and facilitate its application through concrete measures to support countries particularly affected by forced displacement. The Programme of Action draws upon good practices and lessons learned from the early application of the CRRF, as well as the outcomes of several discussions and consultations with stakeholders. **While the Zero Draft of the GCR was very encouraging, drawing a strong link between human mobility, climate change and disasters, the final text of the GCR has very limited references to the topic.**

1. The Zero Draft of the GCR acknowledged disasters and climate change as drivers of displacement and called for measures to reduce disaster risk, and when disasters could be avoided to identify and protect those displaced:

> *"B. Support for the application of the CRRF, 1. Reception and admission:*
>
> *1.1 Preparedness, contingency planning and early warning*
>
> *36. **Preparedness and contingency planning could also take into account regional early warning and prevention mechanisms, disaster risk reduction efforts**, and measures to enhance evidence-based forecasting of future movements.*
>
> *1.6 Identifying international protection needs*

*47. In addition, where appropriate, UNHCR will advise on addressing broader international protection challenges, together with other relevant stakeholders. This could include: - **measures to protect those displaced by natural disasters and climate change**, taking into account regional refugee instruments, as well as practices such as temporary protection, humanitarian stay arrangements, and complementary or subsidiary protection;"*

2. The Zero Draft of the GCR called attention to the fact that movements of people can also affect the environment and proposed measures to prevent and mitigate such impacts:

"B. Support for the application of the CRRF, 2. Meeting needs and supporting communities:

2.4 Accommodation, energy, and natural resource management

*57. Wherever possible, alternatives to camps will be pursued. To achieve this, support is required for host countries to strengthen infrastructure to meet the accommodation needs of refugees and host communities, **to preserve the environment**, and to develop sustainable energy sources.*

*58. **In line with national energy and environmental strategies, the sustainable development agenda**, and other frameworks, interested States and relevant stakeholders will provide technical and financial assistance to **bolster national capacity to address accommodation or environmental challenges in or near refugee-hosting areas, and to invest upfront in smart technologies that increase the use of renewable energy and prevent the degradation of the environment.** Business models for the delivery of clean energy that cater more effectively to refugee and host community needs will be actively pursued.*

*59. State-to-State support for such projects will be facilitated, including in urban areas. Support will also be provided to host countries, as appropriate, **to include refugees in climate change mitigation and adaptation measures, and disaster risk reduction strategies."***

The GCR offered an opportunity for States to consider the circumstances of those displaced in the context of disasters and climate change that might be in refugee-like situations of vulnerability and thus, in need of international legal protection. However, the final GCR falls short of taking advantage of this opportunity. Despite continuous efforts of some practitioners and a few States, the majority of Member States and ultimately the UNHCR did not seize the opportunity to clarify the international protection needs of those displaced by disasters and climate change in the GCR. **There are nevertheless, some hooks for potential future advancements on the topic:**

3. The final draft of the GCR recognizes the interaction of climate, environmental degradation and natural disasters with the drivers of refugee movements:

*"(iv) Prevention and addressing root causes, 8. Large-scale refugee movements and protracted refugee situations persist around the world. Protecting and caring for refugees is life-saving for the individuals involved and an investment in the future, but importantly needs to be accompanied by dedicated efforts to address root causes. **While not in themselves causes of refugee movements, climate, environmental degradation and natural disasters increasingly interact with the drivers of refugee movements.** 9. (…) The international community as a whole is also called on to support efforts to alleviate poverty, reduce disaster risks, and provide development assistance to countries of origin, in line with the 2030 Agenda for Sustainable Development and other relevant frameworks."*

4. The final draft of the GCR states that people displaced across borders in this context will be assisted by relevant stakeholders, including IOM:

III. Programme of action, 12. While the CRRF relates specifically to large refugee situations, population movements are not necessarily homogenous, and may be of a composite character. Some may be large movements involving both refugees and others on the move; others may involve refugees and internally

*displaced persons; and, in certain situations, **external forced displacement may result from sudden-onset natural disasters and environmental degradation.** These situations present complex challenges for affected States, which may seek support from the international community to address them. **Support for appropriate responses could build on the operational partnerships between relevant actors, including UNHCR and the International Organization for Migration (IOM),** engaging their respective mandates, roles and expertise as appropriate to ensure a coordinated approach."*

*"III. Programme of action, B. Areas in need of support, 1. Reception and admission, 1.6 Identifying international protection needs: In addition, where appropriate, stakeholders with relevant mandates and expertise will provide guidance and support for measures to address other protection and humanitarian challenges. This could include **measures to assist those forcibly displaced by natural disasters, taking into account national laws and regional instruments as applicable, as well as practices such as temporary protection and humanitarian stay arrangements**, where appropriate."*

5. The United Nations High Commissioner for Refugees (UNHCR)[34]

Access: www.unhcr.org/climate-change-and-disasters.html

The United Nations High Commissioner for Refugees (UNHCR), the UN Refugee Agency, is an international organization dedicated to saving lives, protecting rights and finding durable solutions for refugees, forcibly displaced communities and stateless people. With a clear mandate defined by its Statute and as the guardian of the 1951 Refugee Convention, UNHCR works to ensure that everyone can have the right to seek asylum and find refuge from persecution and war. In recent years, UNHCR has been actively involved at the policy level in discussions pertaining to international protection in the context of cross-border displacement linked to disasters and climate change.

1. Intergovernmental discussions on climate change and disaster displacement within UNHCR Governing Bodies:

In December 2011, during the Ministerial Meeting of UN Member States facilitated by UNHCR, the topic of displacement and climate change was directly addressed. While the majority of States were reluctant to explicitly recommend taking action on this topic, the final Ministerial Communiqué expresses a general readiness to engage in relevant dialogue and collect and share experience and practices in handling disaster displacement. The outcomes of this meeting, among other developments at the time, led to the creation of the Nansen Initiative.

States have also considered the topic of human mobility and climate change in dedicated side events during the annual Executive Committee sessions:

- **Side event at the 68th session of the Executive Committee, 4 October 2017** - "Addressing disaster displacement and climate change: Opportunities in partnership"

---

[34] This analysis looks solely at the intergovernmental policy work within the organization. The mapping and analysis of institutional frameworks and mandates of international organizations within the United Nations system fall within the scope of another activity under the Workplan of the Task Force on Displacement. See Platform on Disaster Displacement (PDD) (2018), *The United Nations system's mandates with respect to averting, minimizing and addressing displacement related to climate change: Considerations for the future*, available from www.environmentalmigration.iom.int/iom-pdd-task-force-displacement-stakeholder-meeting.

- **Side event at the 67th session of the Executive Committee, 5 October 2016** - "Beyond the Nansen Initiative Protection Agenda: Platform on Disaster Displacement"

2. UNHCR's areas of engagement on climate change and disaster displacement areas:

Access: www.unhcr.org/protection/environment/5975e6cf7/climate-change-disaster-displacement-overview-unhcrs-role.html

UNHCR States articulated a strategy outlining their institutional objectives on disaster and climate displacement:

> *"1. Field operations to avert, minimize and to address internal and cross-border disaster displacement.*
>
> *2. Legal advice, guidance and normative development at national, regional and international levels to support enhanced protection of the rights of people displaced in the context of disasters and climate change.*
>
> *3. Policy coherence to ensure that issues of disaster displacement are effectively mainstreamed across other relevant policy arenas.*
>
> *4. Research and knowledge production to fill gaps that underpin this operational and policy work."*

As a protection mandated agency, UNHCR's engagement in this arena is first and foremost from a protection perspective. UNHCR's Strategic directions (2017-2021) highlight UNHCR's role in contributing to inter-agency protection responses for disaster-related crisis, but also in advancing legal, policy and practical solutions for the protection of persons displaced in the contexts of climate change and disasters.

UNHCR also supports and engages with the state-led Platform on Disaster Displacement (PDD) and, before with its predecessor, the Nansen Initiative, and is a member of the Task Force on Displacement under the United Nations Framework Convention for Climate change (UNFCCC).

Within the context of the follow up to the New York Declaration, UNHCR developed a Global Compact on Refugees (GRC), which recognizes the interaction of climate, environmental degradation and natural disasters with the drivers of refugee movements. Despite continuous efforts of some practitioners and a few States, the majority of Member States and ultimately the UNHCR did not seize the opportunity to clarify the international protection needs of those displaced by disasters and climate change in the GCR. There are some hooks in the GCR, as seen above, that could offer an opportunity to integrate climate considerations in refugee policy in situations when conflict is compounded by the adverse effects of climate change, leading to displacement across borders.

6. Global Forum on Migration and Development (GFMD)

Access: www.gfmd.org

The Global Forum on Migration and Development (GFMD) is an annual, voluntary, informal, non-binding and government-led process open to all States Members and Observers of the United Nations. Its aim is to advance understanding and cooperation on the relationship between migration and development. Forum participants include policymakers from a wide range of government agencies, such as ministries and departments of immigration, development, labour, foreign affairs, gender equality, home affairs, justice, interior, integration and nationals abroad as well as United Nations and other international

agencies, academia and civil society organizations. The GFMD changes presidency every year or two years and is assisted by a Support Unit located within the International Organization for Migration (IOM).

Discussions on climate change and migration within the GFMD

The GFMD has acknowledged disasters and climate change as drivers of migration since its inception in **2008 at the first GFMD Summit in Belgium**, as outlined in the Report of Proceedings:

Access: www.gfmd.org/files/documents/gfmd_brussels07_final_report_en.pdf

> *"2.3.1. Root causes of migration, 2.3.1.1. Background and main observations: **Root causes of migration are diverse and complex.** They are not all sources of concern, but those that are, generally relate to major economic, demographic and social disparities. They range from extreme poverty to unemployment, institutional weakness, political instability, insecurity and conflict, undemocratic regimes and non-respect of human rights, ineffective health systems, non-profitable agriculture, **climate change and environmental degradation or disasters**."*

Following this initial Summit, the GFMD has held regular discussions on the links between migration, climate change and disasters on several instances, in both governmental and civil society fora, most notably in Greece in 2009, Mexico in 2010, Mauritius in 2012, Turkey in 2015, Bangladesh in 2016 and Morocco and Germany 2017-2018. The analysis and debates ranged from the integration of migration considerations in climate change policies and negotiations, the need for more and better data on the effects of climate change on migration, and to the need for protection measures, especially for the most vulnerable.

1. Greece GFMD Summit 2009

Access: www.gfmd.org/files/documents/gfmd_athens09_report_of_the_proceedings_en.pdf

A. From the **Opening Plenary Session**, climate change was acknowledged as a driver of migration by, at the time, UN Secretary General, Ban Ki-moon:

> *"Climate change is another major challenge and is already affecting and displacing millions in Asia and Africa, so far mostly internally; international migration, however, is likely to increase if climate change goes on unchecked."*

and by the representative of the Comoros:

> *"(…) migration and climate change to be the biggest challenges for his country. The Third GFMD comes at a time of concurrent crises, which are particularly severe for Africa. North-South cooperation needs, therefore, to be strengthened beyond traditional development aid."*

B. **The dedicated *Session 1.3: Addressing the root causes of migration through development, specifically in light of the current global economic crisis,* c**o-chaired by Bangladesh and United Kingdom, also touched on this topic and suggested to continue discussions in the context of the Forum, while also recommending direct action:

> *"Linking the crisis to **the root causes of migration**, delegates stressed that these can also relate to conflict or **climate change. The latter should be taken into serious consideration in this discussion, as adaption to climate change may be inevitable and also to avert "climatic" migration.** Some delegates suggested that root causes could be the topic of a separate session in a future GFMD meeting."*

*"The final recommendations of the session were: **Give serious consideration to the impact of climate change on migration and to joint efforts to face this challenge.**"*

C. **The Session 3.1: Policy and Institutional Coherence – Latest Data and Research Findings**, co-chaired by Morocco and Switzerland, recommended for migration to be integrated in national climate change adaptation policies:

> *"Recommendations and Follow-up Actions: Sustained attention needs to be paid to **mainstreaming and integrating migration into** development planning processes, including Poverty Reduction Strategy Papers (PRSPs), activities to achieve the Millennium Development Goals, and **National Adaptation Plans of Action concerning climate change (NAPAs)."***

2. Mexico GFMD Summit 2010

Access: www.gfmd.org/files/documents/gfmd_mexico10_report_of_the_proceedings_en.pdf

Following up on the recommendations of Session 1.3 at the Greece GFMD 2009, **Roundtable Session 3.2: Assessing the relevance and impact of climate change on migration and development** in Puerto Vallarta, at the Mexico GFMD, co-chaired by the same Governments, Bangladesh and the United Kingdom, addressed the issue at hand directly and from various angles. The final recommendations recognized the need for more data and knowledge on the topic as well as multi-stakeholder dialogue, including in the context of UNFCCC:

> *"Outcomes and recommendations: 1. **Expedite data and analysis exchange and sharing of first experiences and best practices**, and for this purpose create a Virtual Library that would become a global public good on the available and soon-to-be-available data and analyses on the topic. 2. **Strengthen the dialogue at the local, regional and global levels on the interconnections of climate change, migration and development**, including exchanges on best practices and critical first experiences of policy intervention that might not be finalized or definitive but might point the way forward for urgent action. **Encourage the GFMD to contribute to such dialogue in the future. 3. Recognize the need for all concerned stakeholders to begin discussions on an appropriate legal and institutional framework to address these important issues, including in the context of the UNFCCC."***

3. Mauritius GFMD Summit 2012

Access: www.gfmd.org/files/documents/gfmd_mauritius12_report_of_the_proceedings.pdf

A. As in Athens at the Greece GFMD 2009, the back then UN Secretary General, Ban Ki-moon, through his **Special Representative for International Migration, Peter Sutherland, called the attention of States to the role of climate change and disasters in human mobility**:

> *"He believed that the complex factors driving migration are the same problems at the top of the global agenda – war, natural disasters, economic calamities and climate change."*

B. In the **Common Space Panel 2: Common ground and partnerships to protect migrants in distress**, participants recognized the need for guidance on protecting migrants in situations of crisis and recommended the development of a global initiative to support the elaboration of practical guidance, which later on materialized into the **Migrants in Countries in Crisis Initiative (MICIC)**, launched at the Sweden GFMD 2014 in Stockholm, and its **Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster** of June 2016, analyzed below:

*"Recognizing the need to assist all migrants in distress, it was suggested, nevertheless, that a **global initiative could in a first stage most usefully focus on the specific situations of migrants who are, through no fault of their own, caught in humanitarian crises, either because of an outbreak of conflict in their host country or a natural disaster."***

*"Next steps: It was suggested that in preparation for the High Level Dialogue 2013 a working group composed of all the stakeholders, including civil society, be established to bring together all the experience, expertise and good practices in terms of **protecting migrants in times of crisis**. This working group could, **based on good practices, produce practical guidance on how states' responsibilities under international law could be best implemented in these situations to ensure more systematic and predictable responses.** Different international instruments and mechanisms define state responsibility for the protection of migrants. The challenge lay in translating and linking the different applicable legal regimes. A matrix of legal instruments could be developed, which could identify the international instruments applicable to a specific situation, states' responsibilities and the international organizations responsible."*

C. The **Roundtable 2.2: Addressing South-South Migration and Development Policies**, co-chaired by Bangladesh and Ghana, with Argentina as Rapporteur, also discussed the **Influence of environmental change on migration in developing countries.** Participants recognized the impact of climate change on migration, the vulnerability of trapped populations, and recommended as in Greece GFMD 2009 to bring these discussions into the UNFCCC and ensure human mobility is integrated in national climate change adaptation policies, while also engaging at the policy level, including through the Nansen Initiative:

"Participants recognized environmental change and its impact on migration and development as an issue of growing importance. They noted the need to focus not only on directly affected populations able to move away from environmental threats, but also on those who do not have the means to leave these areas or move towards other environmentally hazardous areas."

*"Some participants also referred to the need to build on the lessons learned from **National Adaptation Programmes of Action (NAPAs)** which should more consistently include references to the impact of environmental change on population movements, and highlight the role of migration as an adaptive strategy, promote risk assessments and resilience building, enhance preparedness and response capacities, and integrate migration into the NAPAs as part of national development strategies."*

*"Such discussions should also take account of the Cancun Adaptation Framework of the **UN Framework Convention for Climate Change, and the UN Conference on Sustainable Development Rio+20."***

*"Finally, some delegates suggested to create an 'environmental observatory on migration', while others referred to the recent **Nansen Initiative launched by Norway and Switzerland**, which addresses key principles on protection of people affected by natural disasters, including those caused by climate change."*

4. Turkey GFMD Summit 2015

A. At this occasion, governments recognized disasters, climate change and environmental degradation as drivers of migration and displacement, and encouraged international cooperation on this matter, including through the Nansen Initiative, as well as future specialized discussions the Forum.

Access: www.gfmd.org/files/documents/report_of_the_gfmd_2014-2015_turkish_chairmanship_en.pdf

The Report of the Turkish Chairmanship, Turkey GFMD 2015 says:

*"The first panel elicited an interesting exchange of views on the concept of displacements, i.e., on whether or not 'forced migrants' should include refugees, and to what extent the discussion of refugees should be covered in the GFMD. **It also sparked the sharing of actual government experiences and initiatives in assisting migrants who were forced to move for various reasons, e.g., climate change and environmental***

*degradation, collapse in the economy, end or lack of food, water of decent work in country of origin, wars and other conflicts. Most of these efforts and state policies are carried out based on strong humanitarian principles and international commitments to human development and human security. **Many have built-in migrant development programs spearheaded by the government, with support from international actors, notably the IOM, UNHCR**, UN Human Security and other relevant UN family members. (…)*

*The second panel looked at how to use mobility channels to harness the developmental potential of **migrants who are forcibly displaced due to a host of factors, including market failures, disasters and climate change**."*

*"Recognizing that forced displacement is happening across regions of the world for various reasons, the need for developing global and regional guiding principles was underscored. A range of protection solutions must be inclusive for all those affected by forced migration at all points along the migration's cycle. In this regard, delegates expressed support for ongoing international cooperation on specific groups of displacements. **One excellent example is the 'Nansen Initiative' led by Switzerland and Norway, which has developed a framework for assisting people forced to flee due to disaster or climate change effects. Already, 110 countries have signed up for this initiative. The US Philippine led "Migrants in Crisis Initiative" is another cooperation framework that is focused on assisting migrants who are caught in conflict situations or crises in the country of destination.** The African Union, meanwhile, has developed a common instrument for the protection of internally displaced persons."*

B. *Roundtable 3.1 "International cooperation and responsibility-sharing and human security for people forcibly displaced across international borders",* chaired by Moldova and Eritrea, brought the topic in the 2015 GFMD, where the Nansen Initiative and MICIC were promoted as good examples of international cooperation on this topic, and encouraged further discussions on this matter, leading to the Bangladesh Roundtable:

Access: www.gfmd.org/files/documents/Report_on_Roundtable_3_1_Outcomes.pdf

*"There is growing support for ongoing international cooperation on specific groups of displacements, some excellent examples of which include **the Swiss-led 'Nansen Initiative' which has developed a framework for assisting people forced to flee due to disaster or climate change effects. Already, 110 countries have signed up for this initiative. The US-Philippine led "Migrants in Crisis Initiative" is another cooperation framework that is focused on assisting migrants who are caught in conflict situations or crises in the country of destination.** Existing programs for refugees undertaken by the relevant UN agencies and international body continues to be supported by donor countries.*

*Finally, RT3.1 called for **continued discussion in the GFMD on particular groups of people -- those who are extremely vulnerable, including those "in between",** and to recognize that they are brought to their situation because of a host of factors, for instance market failure. **The GFMD is asked continue to discuss the conditions of people forcibly displaced across international borders**, address policy gaps, and explore solutions with great urgency in the context of sustainable development, under the next Chair, Bangladesh."*

5. Bangladesh GFMD Summit 2016

A. In GFMD in Dhaka, the issue of migration and displacement in the context of disasters and the adverse effects of climate change was on the agenda and referred to by several delegations, with ***Roundtable 3.1 Migrants in situations of crises: conflict, climate change and natural disasters,*** specifically addressing the topic.

States such as Germany, Bangladesh, Costa Rica, Mexico and Senegal referred to the work of the Platform on Disaster Displacement (PDD) and its predecessor, the Nansen Initiative, in their interventions and recommended for the topic to be included in the development of the Global Compact for Safe, Orderly

and Regular Migration (GCM). Other countries, such as Argentina, Algeria, Chile, Ethiopia, India, Norway, Russia, Togo, Tuvalu and the United States of America also spoke to the issue of environmental migration and disaster displacement and highlighted several initiatives, including: the Migrants in Countries in Crisis Initiative (MICIC); a draft UN Resolution (Tuvalu) on the legal protection of persons displaced by the impacts of climate change or natural disasters; plans for developing a Guide to admission and stay in South America (Chile); and humanitarian visas, among others.

A mention on the work of MICIC and PDD were included in the overall **Summary of the GFMD Chair**, H.E. Md. Shahidul Haque, Foreign Secretary of Bangladesh, as well as in the **Roundtable 3 Summary** presented by Belgium. Both statements recommended to draw on the work of MICIC and PDD/the Nansen Initiative in developing the GCM and encouraged the dissemination and application of this work.

Summary of the Chair:

Access: www.gfmd.org/files/documents/9th_gfmd_chairs_summary_12_dec_2016.pdf

> *"Roundtable 3.1 Migration in Situations of Crisis The international community must ensure that migrants caught in such situations have access to safety; another is to protect them from exploitation and abuse. **The Migrants in Crisis (MICIC) initiative and the Platform for Disaster Displacement provide both valuable policy options and examples of effective practice.** We should encourage their dissemination and application in situations of crisis. Together with the work of the GMG on the protection of vulnerable migrants, these efforts could inform the state-led process to develop guiding principles and guidelines on migrants in vulnerable situations, which is envisaged in the New York Declaration."*

Roundtable 3 Summary:

Access: www.gfmd.org/files/documents/report_by_the_general_rapporteur_of_rt_3.pdf

> *"This Roundtable built on the outcomes and recommendations of **RT 3.1 in Istanbul**. A lot of progress has been achieved since 2015. There was a clear consensus on the importance of the topic of RT 3.1. It was underlined that no country is immune to crisis. (…) **The MICIC Initiative and the Platform for Disaster Displacement support these efforts by providing guidance and highlighting effective practices. There was a call to fully integrate their principles in the Global Compact on Migration and be practical (concrete recommendation of this roundtable)."***

B. Other Roundtables reflected the messages of Roundtable 3.1 on climate migration issues and on the already existing mechanisms such as PDD/Nansen Initiative and MICIC (RT 3.2). Others emphasized the vulnerability of migrants due to the negative consequences of climate change as well as the unprecedented focus on human mobility in the context of climate change at the climate change negotiations in Morocco at COP22 (RT 2.2).

6. Germany and Morocco GFMD Summit 2017-2018

A. Rabat 2017 GFMD thematic workshop on climate change and human mobility entitled "Towards dignified, coordinated and sustainable solutions"

Access: www.environmentalmigration.iom.int/analytical-report-gfmd-workshop

The objective of this workshop was to contribute to the elaboration of the Global Compact for Safe, Orderly and Regular Migration, in the context of the Agenda 2030 for Sustainable Development; and to

contribute to providing concrete tools for States to respond to the challenges created by all forms of human mobility associated with climate change.

The first panel *"Understanding and taking action"* focused on actionable knowledge and evidence sharing. Speakers shared the practices implemented in their represented organization or country. The second panel *"Toward responsibility sharing: collaborating to strengthen action"* was dedicated to pursuing greater consistency at the levels of global and national strategic frameworks and to formulate recommendations for better access to climate funding.

The participants agreed that there was ample evidence of the link between human mobility and climate change, and that there was a need to move beyond the call for evidence and translate knowledge into action. A lack of adequate employment and livelihoods was raised as a particular area of concern in regions enduring the brunt of climate change impacts. The participants highlighted the urgent necessity to support the most vulnerable populations and states in the long run, as well as building upon various existing initiatives. Lastly, participants stressed that taking into account and respecting human rights was a prerequisite to successful initiatives and public policies.

B. Co-chairs Conclusions, Germany and Morocco GFMD 2017

Access: www.gfmd.org/files/documents/2017-06-30_co-chairs_conclusions_of_the_10th_gfmd_summit_0.pdf

Building upon the work undertaken during the Rabat meeting, the GFMD Summit in Berlin in December 2017 reaffirmed the GFMD engagement on climate change issues:

> *"Furthermore, the GFMD discussed the need for mainstreaming migration related SDGs in national action and development plans. **To this end, Germany and Morocco also brought human mobility linked to climate change into the discussion and addressed the drivers of migration including the adverse effects of climate change and natural disasters. "***

Given the informal nature the of the GFMD, as a state-led dialogue on migration, the GFMD could continue to be of value of states to regularly exchanged knowledge and expertise related to climate change and migration. The GFMD is clearly acknowledged as a useful resource in the final text of the GCM and it could be instrumental in the GCM implementation as well.

7. Nansen Initiative Agenda for the Protection of Persons Displaced Across Borders in the Context of Disasters and Climate Change and the Platform on Disaster Displacement (PDD)

Access: www.disasterdisplacement.org/wp-content/uploads/2014/08/EN_Protection_Agenda_Volume_I_-low_res.pdf

The Nansen Initiative was a bottom-up state-led consultative process led by Norway and Switzerland and aimed at building consensus on the measures needed to protect those displaced across borders in the context of disasters and climate change.

Following the outcomes of the 2011 Nansen Conference on Climate Change and Displacement in Oslo, and the 2010 climate negotiations and the Cancun Agreement under the UNFCCC, Norway and

Switzerland pledged at the UNHCR Ministerial Conference in December 2011 to work with other States on issues of climate and disaster displacement. As a result, the Nansen Initiative was launched in October 2012. To gather evidence and interact with various relevant stakeholders, the Initiative held multiple consultations in seven sub-regions of the world, the Pacific, Central America, South America, Greater Horn of Africa, Southern Africa, Southeast Asia and South Asia.

The outcome of the Nansen Initiative was an agenda (Nansen Initiative Agenda for the Protection of Persons Displaced Across Borders in the Context of Disasters and Climate Change – hereafter Protection Agenda) detailing the measures States and other stakeholders can take to address the protection needs of persons displaced across international borders by disasters, including the adverse effects of climate change. The Nansen Initiative Protection Agenda was endorsed by more than 100 governmental delegations at Nansen Initiative Global Consultation in October 2015 in Geneva, Switzerland.

The Protection Agenda:

> "• *Conceptualizes a comprehensive approach to disaster displacement* that primarily focuses on protecting cross-border disaster-displaced persons. At the same time, it presents measures to manage disaster displacement risks in the country of origin;

> • *Compiles a broad set of effective practices* that could be used by States and other actors to ensure more effective future responses to cross-border disaster-displacement;

> • *Highlights the need to bring together and link multiple policies and action areas to address cross-border disaster-displacement* and its root causes that to date have been fragmented rather than coordinated, and calls for the increased collaboration of actors in these fields; and

> • *Identifies three priority areas for enhanced action* by States, (sub-)regional organizations, the international community as well as civil society, local communities, and affected populations to address existing gaps.

> Rather than calling for a new binding international convention on cross-border disaster-displacement, this agenda supports an approach that focuses on the integration of effective practices by States and (sub-)regional organizations into their own normative frameworks in accordance with their specific situations and challenges."

Following up on the Nansen Initiative, with the purpose of implementing the recommendations of the Protection Agenda, the Platform on Disaster Displacement (PDD) was launched by Germany and Bangladesh in May 2016 at the World Humanitarian Summit (WHS). The PDD, a state-led initiative with the participation of 17 Member States and the European Union in its Steering Group, has outlined two main policy priorities directly linked to climate change and human mobility: promoting i) policy coherence and ii) policy and normative development. While the PDD does not directly develop policy guidance like the Nansen Initiative, it supports existing State-led processes at the international and regional levels. IOM and UNHCR are part of the PDD' Steering Group and are key partners in advancing on these priorities.

As a result, the PDD presents a significant opportunity to ensure synergies and coordination among relevant stakeholders working on the displacement, migration, disaster and climate change nexus, bringing together knowledge and expertise from governments, international organizations, civil society and academic actors at regional and international levels. It is also a valuable mechanism for State-driven advocacy and awareness raising of cross-border disaster-displacement. The PDD also had an instrumental role in ensuring climate change was considered in the GCM.

8. Migrants in Countries in Crises (MICIC) Guidelines

Access: www.micicinitiative.iom.int/guidelines

Launched in May 2014 at the Global Forum on Migration and Development (GFMD) meeting in Stockholm and concluded in June 2016 with the release of its ***Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster*** (hereafter Guidelines), the Migrants in Countries in Crises (MICIC) Initiative was set up to improve the ability of States, the private sector, international organizations, and civil society to prepare for and respond to the needs of migrants in countries experiencing conflicts or natural disasters, including by protecting their rights and dignity and by alleviating suffering. The MICIC Initiative was a government-led process, co-chaired by the United States and the Philippines.

To support the elaboration of the Guidelines, regional consultations were held with States and other key representatives from South, East, and South-East Asia; Eastern Europe and Central Asia; West and Central Africa; Latin America and the Caribbean; North Africa and the Middle East; and East and Southern Africa.

The scope of the MICIC Initiative was to focus on migrants caught in countries experiencing specific types of crises, such as conflicts/civil unrest and natural disasters, including those linked to climate change. The initiative's work encompassed all migrants/non-citizens, with or without legal status, who are present in a country temporarily or permanently at the time a crisis ensues.

1. The Initiative examined all phases of a crisis, including:

> ***"The pre-crisis phase:*** *The extent and soundness of frameworks, policies, structures, and practices that are in place prior to a crisis are crucial for effective and robust responses at subsequent phases of a crisis. As a corollary to this, the better migrant's rights are protected in normal times, the more resilient and able they will be to help themselves in times of crisis.*

> ***The emergency phase:*** *The humanitarian imperative needs to drive responses at the emergency phase, with migrants able to access assistance on an equal footing with citizens. Targeted actions may also be needed to overcome specific obstacles and vulnerabilities faced by migrant populations, such as barriers relating to language, culture, and migration status.*

> ***The post-crisis phase:*** *Whether migrants remain in the country, move to another country, or return to their home country, they continue to face challenges. These may relate to, inter alia, loss of livelihoods, protection issues, medical and psychological needs, and other re-integration issues. These impacts extend not only to migrants and their families but also to their host and home communities."*

2. The Guidelines provide guidance for different stakeholders, outlining a comprehensive approach:

> ***"States*** *bear the primary responsibility for assisting and protecting migrants. The Guidelines address roles and responsibilities of host States, States of origin, and States of transit.*

> ***Private sector actors*** *make significant contributions as providers of services. Employers and recruiters play an important role in protecting their migrant workers before, during, and after crises.*

> ***Civil society actors*** *are among the first responders and migrant advocates and allies. They can be a critical bridge between governments and migrant communities.*

> ***International organizations*** *provide direct assistance to migrants and their communities, as well as crucial support to States and other stakeholders."*

3. The Guidelines comprise principles, guidelines, and practices, ensuring that commitments are made at all levels:

> *"**The ten principles** are fundamental, cross-cutting precepts, drawn in some instances from international law. The principles are intended to inform, underpin, and guide all actions to protect migrants.*
>
> ***The fifteen guidelines** are targeted suggestions, organized by crisis phase and theme, that identify in broad terms the types of actions needed to better protect migrants.*
>
> ***The practices** are a selection of examples that illustrate ways in which each stakeholder can implement the guidelines. They are based on existing practices as well as recommendations and can be adapted to suit particular contexts and priorities."*

The Guidelines are being disseminated through capacity building programmes across different regions for policymakers, especially in consular services, which ensure government officials are aware of the needs of migrants in disaster situations and can respond adequately when needed.

II. Climate Change and the Environment

9. United Nations Framework Convention on Climate Change (UNFCCC)

Access:www.unfccc.int/files/essential_background/background_publications_htmlpdf/application/pdf/conveng.pdf

The United Nations Framework Convention on Climate Change (UNFCCC) is an international environmental treaty with the objective to *"stabilize greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system"*. The Convention was agreed upon and adopted by the Intergovernmental Negotiating Committee for a Framework Convention on Climate Change, during its fifth session in New York from 30 April to 9 May 1992. In accordance with its article 20, the Convention was open for signature at Rio de Janeiro during the United Nations Conference on Environment and Development, from 4 to 14 June 1992. Currently, there are 197 Parties (196 States and 1 regional economic integration organization) to the UNFCCC.

Since the 13th 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), the importance of human mobility in relation to climate change is increasingly understood and integrated in climate change negotiations. 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. The first official side event dedicated to the human mobility and climate change nexus was also held during COP14.

Several COP decisions since then recognize climate change induced displacement, migration and planned relocation (decisions adopted at COP 16, COP 18, COP 21 and COP 23 – see below). The greater level of awareness and willingness of states to integrate human mobility concerns within the global climate change negotiations has been supported by the long standing and systematic engagement of several committed actors from different horizons; including through the *Climate Change, Environment and*

Migration Alliance (CCEMA) comprising 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); as well as the *Advisory Group on Climate Change and Human Mobility* composed of IOM, UNHCR, UNU-EHS, United Nations Development Programme (UNDP), 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.

Inclusion of human mobility language in official UNFCCC documents

1. The Cancun Climate Change Adaptation Framework Decision - adopted as part of the 2010 Cancun Agreements of COP16 (decision 1.CP/16 paragraph 14 (f)) - recognizes for the first time the impacts of climate change on displacement, migration and planned relocation:

Access: www.unfccc.int/resource/docs/2010/cop16/eng/07a01.pdf#page=4

> *"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:* ***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;"***

2. The COP Decision on Loss and Damage adopted in Doha in 2012 (decision 3.CP/18 paragraph 7 (a) (VI)) acknowledges the impact of climate change on human mobility and considers human mobility under dimensions under the loss and damage area of work:

Access: www.unfccc.int/resource/docs/2012/cop18/eng/08a01.pdf#page=21

> *"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;"***

3. The COP21 Paris Agreement adopted by States on 12 December 2015 represented an unprecedented breakthrough in integrating human mobility concerns in an international universal climate treaty and in outlining concrete follow up measures:

A. Inclusion of the notion of human rights of migrants in the Preamble of the Agreement:

Access: www.unfccc.int/files/meetings/paris_nov_2015/application/pdf/paris_agreement_english_.pdf

> *"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 […] (and that of)* ***migrants*** *[…]."*

B. COP 21 Decision on loss and damage to create a Task Force on Displacement:

Decision 1 under Loss and Damage, adopted at COP21, mandates the creation of an entity under the oversight of the Executive Committee of the Warsaw International Mechanism for Loss and Damage

Associated with Climate Change Impacts (WIM Excom) looking specifically at the linkages between displacement and climate change in order to provide recommendations on possible solutions:

> *"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 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**."*

3. COP 22 Decision on Loss and Damage

Access: https://unfccc.int/sites/default/files/resource/docs/2016/cop22/eng/10a01.pdf

The growing political importance of the topic was reinforced one year later at COP22 by Decision 3/CP.22 entitled 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"*

4. COP23 Decision on Loss and Damage

The Report of the Executive Committee of the Warsaw International Mechanism for Loss and Damage Associated with Climate Change Impacts, recognizes the work of the Task Force on Displacement and calls upon it to address both internal and cross-border dimensions of climate migration, and includes climate change-related human mobility in non-economic losses**:**

> *"2. Also welcomes the progress made by the Executive Committee in implementing its initial two-year workplan and operationalizing the clearing house for risk transfer and **the task force on displacement** pursuant to decision 1/CP.21, paragraphs 48 and 49;*
>
> *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 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;"*

Inclusion of human mobility language in UNFCCC official workstreams

1.   Implementation of the WIM Excom Workplans

Since its inception in 2013, the WIM Excom has identified human mobility as a priority area of engagement[35] and has developed and implemented an action area of work on migration, displacement and human mobility[36] - as indicated in the Excom's initial two-year workplan (2014-2016).[37] COP 22 represented an opportunity for the Parties to the UNFCCC to hear feedback on the progress related to the Excom, including its action on migration, displacement and human mobility. The Excom presented a report taking stock of its overall work accomplished over the course of its initial two-year workplan.[38] It also included some of the key achievements identified, such as outcomes related to human mobility, most notably the joint IOM/WIM Excom technical meeting and the establishment of the Task Force on Displacement.

Furthermore, COP 22 in 2016 approved a framework for a five-year rolling workplan that is currently under development. Strategic Workstream D of this five-year workplan is dedicated to *"enhanced cooperation and facilitation in relation to human mobility, including migration, displacement and planned relocation".*[39]

2. Implementation of the work programme of the Task Force on Displacement

Access:www.unfccc.int/adaptation/groups_committees/loss_and_damage_executive_committee/items/9978.php

The Task Force on Displacement (TFD),[40] comprised of 13 members,[41] was constituted in March 2017, and the first face-to-face meeting took place on 18–19 May 2017 in Bonn, Germany.[42] There, the TFD proposed a set of activities required in order to deliver on its mandate. On the basis of this meeting, the Task Force's Workplan was developed and adopted inter-sessionally by the WIM Excom in 2017.

> *"[I]n line with Decision 1/CP.21, paragraph 49, is to complement, draw upon the work of and involve, as appropriate, existing bodies and expert groups under the Convention including the Adaptation Committee and the Least Developed Countries Expert Group, as well as relevant 1 Decision 1/CP.21, paragraph 49.*

[35] UNFCCC (2018), *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.

[36] *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*

[37] UNFCCC (2014), *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*, available from https://unfccc.int/sites/default/files/resource/docs/2014/sb/eng/04.pdf.

[38] UNFCCC (2017), *Decision 3/CP.22 Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts*, available from https://unfccc.int/sites/default/files/resource/docs/2016/cop22/eng/10a01.pdf.

[39] UNFCCC (2018), *Strategic workstreams of the five-year rolling workplan of the Executive Committee*, available from https://unfccc.int/process/bodies/constituted-bodies/executive-committee-of-the-warsaw-international-mechanism-for-loss-and-damage-wim-excom/workplan.

[40] UNFCCC (2018), *Task Force on Displacement*, available from https://unfccc.int/node/285#eq-2.

[41] Members are, as of 19 April 2018: 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: 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.

[42] 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/adaptation/groups_committees/loss_and_damage_executive_committee/items/9978.php.

*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.***"

The recommendations of the Task Force will be submitted to the WIM Excom through its co-facilitators during its eighth meeting in 2018. The final recommendations will subsequently be presented in December 2018 by the WIM Excom at the Katowice Climate Change Conference (COP 24).

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, comparable only to the Global Compact on Safe, Orderly and Regular Migration (GCM). The topic is well anchored in the Paris Agreement and operationalized through the work of the WIM Excom. Human mobility and climate issues are regularly discussed in the climate negotiations and, thanks to the inclusion of the topic in the five-year rolling workplan of the WIM Excom, human mobility matters will be under consideration over the next five years at least – a huge advance considering that a few years ago, human mobility was not present in the global climate discourse. The institutionalization of the human mobility and climate change nexus opens up possibilities to act at both the policy and operational levels in support of the states facing climate migration and displacement challenges as well as the migrants themselves.

10. United Nations Convention to Combat Desertification (UNCCD)

Access: www.unccd.int/news-events/drought-food-security-migration-and-climate-implications-policy-and-conflict

The United Nations Convention to Combat Desertification (UNCCD is one of the three Rio Conventions (along with the United Nations Framework Convention on Climate Change (UNFCCC) and Convention on Biological Diversity (CBD)). Established in 1994, the UNCCD is the sole legally binding international agreement linking environment and development to sustainable land management. With 196 Parties, it is the world's most ratified environmental treaty. The main goal of the Convention is to improve the living conditions of people affected by land degradation, desertification and drought (DLDD) and mitigate the effects of drought, in order to support poverty reduction and environmental sustainability. The Convention addresses specifically the arid, semi-arid and dry sub-humid areas. Acknowledging that the impacts of climate change on land might drive migration movements, state parties to the UNCCD are increasingly considering issues of human mobility, climate and DLDD within the Convention.

Intergovernmental policy development within the UNCCD

1. At the UNCCD COP 12 in 2015 (Ankara, Turkey), the discussion focused on the broadening of the Convention's mandate beyond the arid, semi-arid and sub-humid areas to all degraded lands in the world. In this context, the linkages between migration and land degradation were stressed throughout the COP, and land degradation was specifically referred to as a driver of migration and conflict.

2. The UNCCD COP 13, in 2017 (Ordos, China) represented an important milestone in the policy discussion on migration and DLDD.

Access: https://www.unccd.int/sites/default/files/sessions/documents/2017-12/ICCD_COP(13)_21-1717909E.pdf

The ministerial segment highlighted the linkages between migration, DLDD and peace and security. The Ministerial Roundtable 1 *"Land degradation: a challenge to development, prosperity and peace"* was largely devoted to analyzing the potential peace and security implications of migration in the context of land degradation. States parties to the UNCCD outlined the necessity to also take up these issues in the framework of SDG 15 on Life on Land.

Furthermore, States parties to the UNCCD adopted a decision on migration entitled *"The positive role that measures taken under the Convention can play to address desertification/land degradation and drought as one of the drivers that causes migration".*

Access: https://www.unccd.int/official-documents/cop13-l-documents/iccdcop13l25

The text acknowledges desertification, land degradation and drought as drivers of migration and calls for international cooperation to provide solutions:

> *"Acknowledging that the preamble to the Paris Agreement states that Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on the rights of migrants, and that United Nations Framework Convention on Climate Change decision 1/CP.21, paragraph 49, requests the Executive Committee of the Warsaw International Mechanism for Loss and Damage to establish a task force to develop recommendations for integrated approaches to avert, minimize and address displacement related to the adverse impacts of climate change, Noting the New York Declaration for Refugees and Migrants adopted by the United Nations General Assembly on 19 September 2016, Reiterating that the implementation of the Convention contributes to the 2030 Agenda for Sustainable Development, (…)*
>
> *1. Invites Parties, as appropriate, to: (a) Promote the positive role that measures taken to implement the Convention can play to address desertification/land degradation and drought as one of the drivers that causes migration; (b) Enhance international cooperation that aims to promote the positive role sustainable land management can play to address desertification/land degradation and drought as one of the drivers that causes migration;"*

UNCCD and IOM partnership on climate migration

UNCCD works with the International Organization for Migration[43] to address the challenges arising from land degradation, climate change and migration and also to highlight the opportunities, including leveraging the skills and capacities of migrants and diasporas as agents of the fight against climate change. In particular, UNCCD and IOM are working together since UNFCCC COP21 to bring attention to migration and land issues at the global policymaking level, especially at the level of the UNFCCC, in order to build bridges between with the work on migration and DLDD undertaken in other policy contexts. The organization has also signed a Memorandum of Understanding pertaining to climate migration with IOM with a focus on land, climate and migration.

---

[43] See IOM (2018), *Environmental Migration Portal – Human Mobility in the UNCCD*, available from: https://environmentalmigration.iom.int/human-mobility-unccd.

11. United Nations Environment Assembly (UNEA) and UN Environment (UNEP)[44]

Access: www.web.unep.org/environmentassembly/

The United Nations Environment Assembly (UNEA) is the world's highest-level decision-making body on the environment. UNEA was created in June 2012 (as the successor of the Governing Council), with a universal membership, currently composed of 193 Member States as well as full involvement of UN agencies, inter-governmental organizations, civil society and private sector. The Assembly represents a platform of engagement for UN Environment (UNEP). The Assembly facilitates interactive Leadership Dialogues, which provides participants with an opportunity for high-level engagement and discussion on how to achieve a pollution-free planet.

During the second edition of the UNEA, held in Nairobi in May 2016, specific thematic sessions were dedicated to questions of environmental migration and displacement, notably through the **High-Level Symposium on "Environment and Displacement: Root causes and implications"**. The aims of the event were threefold:

> *"To focus attention of policy makers on various dimensions of environmental degradation and displacement, both at present and in the future under current projections of climate change and land degradation, in the context of the 2030 agenda and as 'bridge' between the humanitarian and development spheres;*

> *To bring together leading thinkers, agencies, initiatives and governments concerned about the links between displacement and the environment for a discussion on shared priorities and concrete next steps; and,*

> *To draw a link between the World Humanitarian Summit (WHS) and UNEA and to discuss possible areas for increased collaboration between the environmental and humanitarian communities."*

Although climate change and human mobility remain an ad hoc topic at the UNEAs, there is potential, through the universal membership of the UNEA, to further policy discussions on climate change and mobility, including the linkages to disasters and conflict.

12. Global Ocean Policy

Access: www.un.org/ga/search/view_doc.asp?symbol=A/RES/71/312&Lang=E

Questions of migration linked to oceans are gaining increasing visibility. For instance, at the 2016 UNFCCC COP22 in Marrakesh, several thematic events on *oceans* included a migration dimension. Issues related to the health of oceans, and especially the link to livelihoods and food security, is also increasingly discussed within migration policy fora. However, there is a need to elevate this issue and better understand the mobility dimensions linked to threats to oceans and conservation and sustainable use of marine ecosystems.

The current global policy dialogues offer a moment of opportunity to take action on the ocean and migration nexus. There is space to include climate, oceans and migration dimensions in concrete

---

[44] This analysis looks solely at the intergovernmental policy work within the organization. The mapping and analysis of institutional frameworks and mandates of international organizations within the United Nations system fall within the scope of another activity under the Workplan of the Task Force on Displacement. See Platform on Disaster Displacement (PDD) (2018), *The United Nations system's mandates with respect to averting, minimizing and addressing displacement related to climate change: Considerations for the future*, available from www.environmentalmigration.iom.int/iom-pdd-task-force-displacement-stakeholder-meeting.

actionable commitments and means of implementation in several frameworks, including: the overall work of implementing the Sustainable Development Goals (SDGs), the Paris Agreement, the SAMOA Pathway and in the implementation of the Global Compact for Safe, Orderly and Regular Migration (GCM).

The high-level *United Nations Conference to Support the Implementation of Sustainable Development Goal 14: Conserve and sustainably use the oceans, seas and marine resources for sustainable development* was convened at United Nations Headquarters in New York from 5 to 9 June 2017, coinciding with World Oceans Day, in support of the implementation of Sustainable Development Goal 14. The Governments of Fiji and Sweden had the co-hosting responsibilities of the Conference.

The Conference aimed to be the game changer that would reverse the decline in the health of oceans for people, planet and prosperity. The Conference adopted by consensus a concise, focused, intergovernmentally agreed declaration in the form of a "Call for Action" to support the implementation of Goal 14 and a report containing the co-chairs' summaries of the partnership dialogues, as well as a list of voluntary commitments for the implementation of Goal 14, announced at the Conference.

1. The Call for Action does not make explicit reference to human mobility, but it does acknowledge the adverse effects of climate change on oceans, some of which are recognized drivers of migration. It also highlights the importance of the Paris Agreement and UNFCCC to address these effects:

> *4. We are particularly alarmed by the **adverse impacts of climate change on the ocean**, including the rise in ocean temperatures, ocean and coastal acidification, deoxygenation, sea level rise, the decrease in polar ice coverage, coastal erosion and extreme weather events. We acknowledge the need to address the adverse impacts that impair the crucial ability of the ocean to act as climate regulator, source of marine biodiversity and as key provider of food and nutrition, tourism and ecosystem services and as an engine for sustainable economic development and growth. **We recognize, in this regard, the particular importance of the Paris Agreement adopted under the United Nations Framework Convention on Climate Change.***

2. During the Oceans Conference, several partnership dialogues (PD) were of relevance to human mobility,[45] including: PD 2 (Managing, protecting and conserving marine and coastal ecosystems), PD 3 (Ocean acidification), PD 4 (Making fisheries sustainable), and PD 5 (Increasing economic benefits to Small Islands Developing States and Least Developed Countries). Partnership Dialogues are interactive and multi-stakeholder in nature, focusing on recommendations to support the practical implementation of SDG 14.

3. A side event in the margins of the Oceans Conference, organized by the International Organization for Migration (IOM) in partnership with the World Wildlife Fund (WWF) and co-hosts, the Permanent Missions of Madagascar and Ecuador to the UN in New York directly touched on the issue of *"Ocean Health, Climate Change and Migration: Understanding the Nexus and Implications for People on the Move."[46]* The Permanent Mission of Fiji also participated, providing opening remarks as the Co-president of the Ocean Conference.

---

[45] United Nations Ocean Conference – 5 to 9 June 2017, *Partnership Dialogues Inputs from the International Organization for Migration (IOM)*, available from
https://sustainabledevelopment.un.org/content/documents/13432IOM_Ocean%20Conference%20Parterships%20Dialogue%20_%20on%20theme%203%20(submitted).pdf.
[46] Ocean Health, Climate Change and Migration: Understanding the Nexus and Implications for People on the Move, available from
https://oceanconference.un.org/index.php?page=view&type=20000&nr=1334&menu=3327.

IOM has been engaged in this topic since 2015. After COP 21 in Paris in 2015, IOM initiated analytical work[47] on maritime ecosystems degradation and their impacts on livelihoods - and subsequently on migration - through an innovative partnership with the French-based Ocean and Climate Platform. This was followed by common action at COP 22 in 2016 in Marrakech during the Oceans Action Day. IOM's work encompasses general issues related to sea level rise and impacts on coastal areas but also pays special attention to the situation of Small Island Developing States (SIDS).

IOM and the Ocean and Climate Platform have been working together since 2016 to combine efforts and respective expertise to address the ocean, climate and human migration nexus. This innovative partnership has three key objectives: 1) improve the knowledge base on this topic; 2) raise political awareness and encourage action to address these issues at the global, regional and national levels; and 3) develop concrete long term programmes to support affected populations. IOM is also a member of the Global Climate Alliance. The launch of the Ocean and Climate Initiatives Alliance took place at the UNESCO Headquarters in March 2017 in Paris. This initiative seeks to drive momentum for concrete action and solutions and federate existing initiatives on issues related to climate and ocean.

13. Convention on Biological Diversity (CBD)

Access: www.cbd.int

The Convention on Biological Diversity (CBD) is an international, non-binding convention, conceived at the Nairobi Conference in 1992 and entered into force on 29 December 1993. The three objectives of the convention are: i) the conservation of biological diversity; ii) the sustainable use of the components of biological diversity; and iii) the fair and equitable sharing of the benefits arising out of the utilization of genetic resources.

There is no direct discussion or wording related to human mobility, the environment and climate change. However, there are opportunities which could be explored for the Convention to be of relevance to and mainstream human mobility as described below:

1. Migration and certain drivers of migration (such as natural resource exploitation and depletion, land degradation, desertification, conflict, urbanization) may have significant impacts on biological diversity in areas where migration occurs and as such, are extrinsically linked to and relevant to the Convention under article 7:

> *"Article 7. Identification and Monitoring, Each Contracting Party shall, as far as possible and as appropriate, in particular for the purposes of Articles 8 to 10: (a) Identify components of biological diversity important for its conservation and sustainable use having regard to the indicative list of categories set down in Annex I; (b) Monitor, through sampling and other techniques, the components of biological diversity identified pursuant to subparagraph (a) above, paying particular attention to those requiring urgent conservation measures and those which offer the greatest potential for sustainable use; (c) Identify processes and categories of activities which have or are likely to have significant adverse impacts on the conservation and sustainable use of biological diversity, and monitor their effects through sampling and other techniques; and (d) Maintain and*

---

[47] Ionesco, D. and D. Mokhnacheva (IOM) and L. Frère Escoffier (OCP) (2016), *Ocean, Environment, Climate Change and Human Mobility*, available from http://www.environmentalmigration.iom.int/ocean-environment-climate-change-and-human-mobility.

organize, by any mechanism data, derived from identification and monitoring activities pursuant to subparagraphs (a), (b) and (c) above."

2. Migration is a relevant consideration to conservation as in-migration to an area of biological diversity or nearby to one, may increase utilization of space, natural resources depletion and pollution. Article 8 lays out in-situ conservation activities, the following of which have extrinsic linkages to migration and climate change:

> "8. In-situ Conservation, Each Contracting Party shall, as far as possible and as appropriate: **c) Regulate or manage biological resources important for the conservation of biological diversity** whether within or outside protected areas, with a view to ensuring their conservation and sustainable use; **(d) Promote the protection of ecosystems, natural habitats** and the maintenance of viable populations of species in natural surroundings; **(e) Promote environmentally sound and sustainable development** in areas adjacent to protected areas with a view to furthering protection of these areas; **(f) Rehabilitate and restore degraded ecosystems** and promote the recovery of threatened species, inter alia, through the development and implementation of plans or other management strategies;"

3. As alien species are often introduced via human activity such as internal and international migration between different ecological areas, the link to prevent such activity is made:

> "(h) Prevent the introduction of, control or eradicate those alien species which threaten ecosystems, habitats or species;"

4. Article 8(j) considers indigenous and local communities. Such communities are often considered highly vulnerable communities to climate change (based on where they live) as well as other socioeconomic issues such as urbanization, land-use change, and natural resource depletion. As such they may be exposed to a range of migration outcomes such as forced relocation, adaptive migration, trapping due to lack of social and economic means, or forced displacement:

> "(j) Subject to its national legislation, respect, preserve and maintain knowledge, innovations and practices of indigenous and local communities embodying traditional lifestyles relevant for the conservation and sustainable use of biological diversity and promote their wider application with the approval and involvement of the holders of such knowledge, innovations and practices and encourage the equitable sharing of the benefits arising from the utilization of such knowledge, innovations and practices;"

5. Article 8(l) calls for parties to regulate and manage any activities identified as having adverse impacts on biodiversity, which may include migration and climate change:

> "(l) Where a significant adverse effect on biological diversity has been determined pursuant to Article 7, regulate or manage the relevant processes and categories of activities; and"

6. Article 10 calls for national level planning relating to conservation of biodiversity, which therefore necessitates consideration of human mobility within, out, in, or transition through such areas:

> "Article 10. Sustainable Use of Components of Biological Diversity, Each Contracting Party shall, as far as possible and as appropriate: **(a) Integrate consideration of the conservation and sustainable use of biological resources into national decision-making;** (b) Adopt measures relating to the use of biological resources to avoid or **minimize adverse impacts** on biological diversity;"

7. Article 14(e) concerns emergency response to events that present danger to biodiversity. Such events as sudden-onset climate disasters or other disaster risks, may simultaneously have repercussions for human mobility:

*"Article 14. Impact Assessment and Minimizing Adverse Impacts, 1. Each Contracting Party, as far as possible and as appropriate, shall: (e) Promote national arrangements for **emergency responses to activities or events**, whether caused naturally or otherwise, which present a **grave and imminent danger to biological diversity** and encourage international cooperation to supplement such national efforts and, where appropriate and agreed by the States or regional economic integration organizations concerned, to establish joint contingency plans."*

8. Article 19 brings about biotech, such as, genetically modified crops which are an example of climate change adaptation and which may reduce displacement due to climate-induced famine:

*"Article 19. Handling of Biotechnology and Distribution of its Benefits, 1. Each Contracting Party shall take legislative, administrative or policy measures, as appropriate, to provide for the **effective participation in biotechnological research activities** by those Contracting Parties, especially **developing countries**, which provide the genetic resources for such research, and where feasible in such Contracting Parties. 2. Each Contracting Party shall take all practicable measures to **promote and advance priority access** on a fair and equitable basis by Contracting Parties, especially developing countries, **to the results and benefits arising from biotechnologies based upon genetic resources** provided by those Contracting Parties. Such access shall be on mutually agreed terms."*

9. CBD and World Food Day 2017 - The Executive Secretary of the Convention on Biological Diversity issued a [statement](#) on 16 October 2017, World Food Day which made several direct linkages between migration, food security and biodiversity:

*The **consequences of migration** pose several challenges and opportunities for **food security, sustainable agriculture** and rural development. [...] **Food production** depends largely on **biodiversity** and on the services provided by **ecosystems**. [...] There is no question that investing in sustainable rural development**, climate change adaptation** and resilient rural livelihoods is an important part of the global response to the **current migration challenge**. Today, on World Food Day, let us remember the role that **biodiversity** plays in providing for **food security** and **human well-being.***

There are opportunities to link biological diversity, climate change and migration as outlined above. Whilst the CBD does not make specific reference to human mobility outcomes, the promotion and conservation of biodiversity presents many pathways for synergies with human well-being, vulnerability, resilience and improved migration outcomes in the face of climate change.

14. Convention on Wetlands (Ramsar Convention)

Access: www.ramsar.org/sites/default/files/documents/library/scan_certified_e.pdf, and www.ramsar.org

The Convention on Wetlands, called the Ramsar Convention, is an intergovernmental treaty that provides the framework for national action and international cooperation for the conservation and wise use of wetlands and their resources. The Convention was adopted in July 1971 in Ramsar, Iran and was amended via the Paris Protocol of December 1982 and again by the Regina Amendments of May 1987. An explanatory introduction to the Convention can be found [here](#).

The work of the Convention has since 1997 been organized around three pillars:

i. *"The wise use of all wetlands through national plans, policies and legislation, management actions and public education;*

ii.   *The designation and sustainable management of suitable wetlands for inclusion on the list of Wetlands of International Importance; and*

iii.   *International cooperation on transboundary wetlands and shared species."*

As of January 2016, 169 nations have joined the Convention as Contracting Parties, and more than 2,220 wetlands around the world, covering over 214 million hectares, have been designated for inclusion in the Ramsar List of Wetlands of International Importance.

1. While no reference is made to human mobility in the Ramsar Convention, in its latest 4th Strategic Plan 2016-2024 Clause 21, a direct reference is made to climate change and migration, highlighting that the impacts of population growth (including migration and urbanization) are drivers of wetland losses and need to be addressed. In addition, there are other entry points to consider the mobility-climate nexus under the following sections, and address the impacts of climate change and migration on wetlands ecosystems:

> *"Rationale, Trends in Wetlands (p.4) 10. At a global level, the Millennium Ecosystem Assessment found that inland and coastal wetland ecosystems were (in 2005) being lost at a rate faster than that of any other ecosystem, and the trend towards loss of wetlands resources has not been reversed since. The primary indirect drivers of this degradation and loss are identified as **population growth** and change in economic activity; the primary direct drivers of degradation and loss are identified as infrastructure development, land conversion, water use, eutrophication and pollution, overharvesting, overexploitation of wetland resources, climate change and invasive alien species. 14. The Convention on Biological Diversity's Global Biodiversity Outlook 410 also indicates that the trend of wetland loss and degradation is worsening. In contrast to natural wetlands, however, it notes that the area of human-made wetlands tends to be increasing, but the quality of these may be lower than that of the ones destroyed. Despite the partly good progress, additional action is required to achieve global Aichi Biodiversity Targets for 2020. For achieving the 2050 vision of an end to biodiversity loss in conjunction with key human development goals for climate change, combating desertification and land degradation, requires changes in society including much more efficient use of land, water, energy and materials, rethinking our consumption habits and in particular addressing trends in food production. (p.3)"*

> *"Global Context (p.4) 15. Report of the Open Working Group on **Sustainable Development Goals**. It is anticipated that all wetlands and the Ramsar Sites network will have a direct relevance for any Sustainable Development Goals which are related to water quality and supply, food and water security, adaptation to climate change, energy supply, healthy living, biodiversity and sustainable use of ecosystems, **sustainable human settlements**, poverty eradication, innovation and the development of appropriate infrastructure. 16. The Ramsar Sites network, and the effective management of Ramsar Sites and more widely the wise use of rest of the world's wetlands is an essential contribution to the work of not only the Convention on Biological Diversity but also the other Multilateral Environmental Agreements such as the Convention on Migratory Species, the **UN Framework Convention on Climate Change and the UN Convention to Combat Desertification**, and the water-related Conventions."*

> *"Priority Areas of Focus for the Convention in the Next Nine Years (p.5), 21. Preventing, stopping and reversing the loss and degradation of wetlands: The largest changes in loss of wetlands continue to be from unsustainable agriculture, forestry and extractive industries, especially oil, gas and mining, the **impacts of population growth (including migration and urbanization)** and changes in land use that override environmental considerations. Addressing and engaging the drivers behind these pressures on wetlands is a condition for limiting, adapting to, and mitigating their impacts. Realization of this fact and its consideration in planning and decision-making requires that wetland resources and wetland ecosystem benefits are measured, valued and understood widely within societies. 23. Climate change and wetlands: The critical importance of wetlands for climate change mitigation and adaptation is understood."*

"Implementing the 4th Strategic Plan (p.6), 38. Contracting Parties are encouraged to synergize their efforts aimed at implementing the Convention with measures that they take to implement the Convention on Biological Diversity, the UN Convention on Migratory Species, the **UN Framework Convention on Climate Change, the UN Convention to Combat Desertification**, and other regional and global MEAs as they deem appropriate."*

*"Goals and Targets 2016 – 2024, Strategic Goals (p.10, 22) Goal 3: Wisely Using All Wetlands, Target 12: Restoration is in progress in degraded wetlands, with priority to wetlands that are relevant for biodiversity conservation, **disaster risk reduction, livelihoods and/or climate change mitigation and adaptation**."*

*"**Baseline:** 68% of Parties have identified priority sites for restoration. (National Reports to COP12). 70% of Parties have implemented restoration or rehabilitation programmes. (National Reports to COP12). **Indicators:** % of Parties that have established restoration plans [or activities] for sites. (Data source: National Reports). % of Parties that have implemented effective restoration or rehabilitation projects. (Data source: National Reports). **Possible further indicators that may be developed** {Outcome-based indicators(s) related to (extent of) wetland restoration possibly including remote sensing as appropriate}."*

The linkages drawn between wetlands, climate change and migration present an opportunity to strengthen understanding and consideration of migration determinants and implications on the environment. It also provides a framework for regional, state and subnational to consider implications of environmental policy and migration policy upon each other.

15. Convention on the Protection and Use of Transboundary Watercourses and International Lakes (Water Convention)

Access: Water Convention Homepage: www.unece.org/env/water/ and Convention text: www.unece.org/fileadmin/DAM/env/water/publications/WAT_Text/ECE_MP.WAT_41.pdf

Created in Helsinki, 1992, the Convention on the Protection and Use of Transboundary Watercourses and International Lakes (Water Convention) is an international legal framework which aims to protect and ensure the quantity, quality and sustainable use of transboundary water resources by facilitating cooperation. It provides an intergovernmental platform for the day-to-day development and advancement of transboundary cooperation. Initially negotiated as a regional instrument, it turned into a universally available legal framework for transboundary water cooperation, and as of 1st March 2016, all UN Member States can accede to the Convention.

The Convention is one of five UNECE (United Nations Economic Commission for Europe) multilateral environmental agreements (MEAs) which includes:

- Convention on Long-range Transboundary Air Pollution
- Convention on Environmental Impact Assessment in a Transboundary Context
- Convention on the Protection and Use of Transboundary Watercourses and International Lakes
- Convention on the Transboundary Effects of Industrial Accidents
- Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters

The Water Convention makes no reference to either climate change or migration related topics. However human mobility and climate change issues may be relevant to the Water Convention as the

impacts of climate change on water security, availability and quality are key issues that may drive migration and displacement and as such, good water governance is key for migration. Furthermore, the impacts of increasing migration movements, such as the creation of temporary or semi-permanent settlements near water courses, may in turn present challenges for water management.

16. Convention on Access to Information, Public Participation in Decision-Making and Access to Justice in Environmental Matters (Aarhus Convention)

Access: www.unece.org/env/pp/welcome.html, ec.europa.eu/environment/aarhus/

The United Nations Economic Commission for Europe (UNECE) Convention on Access to Information, Public Participation in Decision-Making and Access to Justice in Environmental Matters (Aarhus Convention) was adopted in 1998 in Aarhus, Denmark and came into force in 2001 and is open for global accession. The Aarhus is a global convention with 49 signatories and 47 ratifications.

While there is no evidence yet of the Aarhus Convention examining migration or displacement issues, the Aarhus Convention establishes a number of rights of the public (individuals and their associations) with regards to the environment, that are applicable to all including migrants and displaced persons.

With a focus on the rights of the public, the Convention provides for:

> *"The right of everyone to receive environmental information that is held by public authorities ("access to environmental information").*

> *The right to participate in environmental decision-making ("public participation in environmental decision-making");*

> *The right to review procedures to challenge public decisions that have been made without respecting the two aforementioned rights or environmental law in general ("access to justice")."*

The Aarhus Convention could offer a vital portal for public education, engagement and information dissemination regarding highly complex and debated contemporary issues, such as mobility of people linked to climate change. The Convention recognizes the right *"to live in an environment adequate to [one's] health and well-being".* The provisions under this Convention are applicable irrespective of the nationality of the persons concerned, and could therefore serve to address some concerns related to climate migrants and people displaced in the context of climate change.

III. Sustainable Development

17. Small Island Developing States (SIDS) Accelerated Modalities of Action (SAMOA) Pathway

Access: www.sids2014.org/index.php?menu=1537

The SAMOA Pathway represents an international framework that was adopted as the agreed outcome of the third International Conference on Small Island Developing States, convened in Apia, Samoa, 1-4 September 2015. The Pathway articulated the goals, needs and development pathways for SIDS that needed to be considered in the formulation of the 2030 Agenda for Sustainable Development.

Within the SAMOA Pathway, several references are made to migration and climate change, as identified under the following section headings of the Pathway text:

1. The Pathway identified migrants and diaspora as being important for development.

> *"Sustained and sustainable, inclusive and equitable economic growth with decent work for all. Development models in small island developing States for the implementation of sustainable development and poverty eradication - 24. As it is vitally important to support the efforts of small island developing States to build resilient societies and economies, we recognize that, beyond the rich ecosystems of those States, people are their greatest resource. In order to achieve sustained, inclusive and equitable growth with full and productive employment, social protection and the creation of decent work for all, small island developing States, in partnership with the international community, will seek to increase investment in the education and training of their people.* **Migrants and diaspora communities and organizations** *also play an important role in enhancing development in their communities of origin. Sound macroeconomic policies and sustainable economic management, fiscal predictability, investment and regulatory certainty, responsible borrowing and lending and debt sustainability are also critical, as is the need to address high rates of unemployment, particularly among youth, women and persons with disabilities (clause 24, p.6)"*

2. Regarding *sustainable tourism*, (governance and management thereof) immigration is mentioned as an area of importance:

> *"Sustainable Tourism - 30. Recognizing that sustainable tourism represents an important driver of sustainable economic growth and decent job creation, we strongly support small island developing States in taking the following actions:[…] (g) Establishing and maintaining, where necessary, the governance and management structures for sustainable tourism and human settlements that bring together responsibilities and expertise in the areas of tourism, environment, health, disaster risk reduction, culture, land and housing, transportation, security and* **immigration***, planning and development, and enabling a meaningful partnership approach among the public and private sectors and local communities. (clause 30(g), p.7)."*

3. There is a section dedicated to climate change within the SAMOA Pathway clauses 31-46 (p.8-10). This includes (in clause 46) a pledge to work with the WIM. However, there is no specific mention of human mobility within this section.

4. In the *Disaster Risk Reduction* section climate change is mentioned as exacerbating certain disasters (clause 52, p.15) and measures are drawn for evacuation and relief to displaced persons:

> *"Disaster Risk Reduction - 52. In consideration of the special case of small island developing States and their unique and particular vulnerabilities, we are committed to supporting their efforts: (c) To strengthen and support contingency planning and provisions for disaster preparedness and response, emergency relief and*

*population evacuation, in particular for people in vulnerable situations, women and girls, **displaced persons**, children, older persons and people with disabilities; (clause 52(c), p12)."*

5. Furthermore, within the summary of the plenary meeting of the third international conference on SIDS, it was acknowledged that climate change disproportionally affects SIDS, including through increasing climate migration:

*"49. **Climate change** disproportionately affects small island developing States. It jeopardizes their livelihood and their very existence in some cases. References were made to the impact of natural disasters, sea level rise, erosion of coastal areas, destruction of infrastructure, **increases in climate migrants**, health problems and stresses on domestic institutions and national budgets. (pg 45)"*

Access: www.un.org/ga/search/view_doc.asp?symbol=A/CONF.223/10&Lang=E

7. The SAMOA Pathway makes reference to the need to work with international agencies such as the International Organization for Migration (IOM) in order to achieve its objectives.

The SAMOA Pathway presents an opportunity for international and national discussion and consideration of the role of climate change on development in SIDS, including its impacts on human mobility. Contextually vital to this is the understanding of the role of migration as normative between many island states, and as such, the potential for migration as an adaptive measure to be incorporated into such discussions. The pathway makes considerable observance of the impacts and relevance of climate change to SIDS, but it does not currently refer to migration as an option for increasing adaptive capacity to climate change.

18. The New Urban Agenda

Access: www.habitat3.org/the-new-urban-agenda/

The New Urban Agenda was adopted at the UN Habitat III Conference in Quito, Ecuador, on 20 October 2016 and endorsed by the United Nations General Assembly (UNGA) during its 71st session on 23 December 2016. In line with the Agenda 2030 for Sustainable Development, the New Urban Agenda pledges to 'leave no one behind', including countries affected by 'natural and human-made disasters' and displaced persons, refugees and migrants. While the Agenda does not directly connect climate change and disasters as drivers of migration, there are references to relevant mobility dimensions such as evacuation and increased vulnerability linked to disasters. There is also scope to address human mobility and climate change issues under the following sections:

1. The Agenda commits to bring disaster risk reduction and climate change adaptation and mitigation considerations into urban planning:

*"13. We envisage cities and human settlements that: (g) **Adopt and implement disaster risk reduction and management, reduce vulnerability, build resilience and responsiveness to natural and human-made hazards and foster mitigation of and adaptation to climate change**;*

14. To achieve our vision, we resolve to adopt a New Urban Agenda guided by the following interlinked principles:(c) Ensure environmental sustainability by promoting clean energy and sustainable use of land and resources in urban development, by protecting ecosystems and biodiversity, including adopting healthy

*lifestyles in harmony with nature, by promoting sustainable consumption and production patterns, by building urban resilience, **by reducing disaster risks and by mitigating and adapting to climate change**.*

*101. We will **integrate disaster risk reduction and climate change adaptation and mitigation considerations and measures** into age- and gender-responsive urban and territorial development and planning processes, including greenhouse gas emissions, resilience-based and climate effective design of spaces, buildings and construction, services and infrastructure, and nature based solutions. We will promote cooperation and coordination across sectors and **build the capacities of local authorities to develop and implement disaster risk reduction and response plans**, such as risk assessments concerning the location of current and future public facilities, and to formulate adequate contingency and **evacuation procedures**."*

2. The Agenda emphasizes the special attention to be given to specific countries and their populations, including those identified as most vulnerable and affected by natural hazards and the effects of climate change:

*"19. We acknowledge that in implementing the New Urban Agenda particular attention should be given to addressing the unique and emerging urban development challenges facing all countries, in particular **developing countries, including African countries, least developed countries, landlocked developing countries and Small Island Developing States, as well as the specific challenges facing middle-income countries**. Special attention should also be given to countries in situations of conflict, as well as countries and territories under foreign occupation, post-conflict countries and **countries affected by natural and human-made disasters**.*

*29. We commit ourselves to strengthening the coordination role of national, subnational and local governments, as appropriate, and their collaboration with other public entities and non-governmental organizations in **the provision of social and basic services for all, including generating investments in communities that are most vulnerable to disasters** and those affected by recurrent and protracted humanitarian crises.*

*64. We also recognize that urban centres worldwide, especially in developing countries, often have characteristics that make them and their **inhabitants especially vulnerable to the adverse impacts of climate change and other natural and human-made hazards**, including earthquakes, extreme weather events, flooding, subsidence, storms, including dust and sand storms, heatwaves, water scarcity, droughts, water and air pollution, vector-borne diseases and sea level rise, which particularly affect coastal areas, delta regions and small island developing States, among other."*

3. The Agenda recognizes migrants as a specific group with its own vulnerabilities and strengths and acknowledges the need for safe, orderly and regular migration and its positive contributions:

*"28. We commit ourselves to **ensuring full respect for the human rights of refugees, internally displaced persons and migrants**, regardless of their migration status, and support their host cities in the spirit of international cooperation, taking into account national circumstances and **recognizing that, although the movement of large populations into towns and cities poses a variety of challenges, it can also bring significant social, economic and cultural contributions to urban life**. We further commit ourselves to strengthening synergies between international migration and development at the global, regional, national, subnational and local levels by **ensuring safe, orderly and regular migration through planned and well-managed migration policies**, and to supporting local authorities in establishing frameworks that enable the positive contribution of migrants to cities and strengthened urban-rural linkages."*

19. Agenda 2030 for Sustainable Development[48]

Access: www.un.org/ga/search/view_doc.asp?symbol=A/RES/70/1&Lang=E

The Agenda 2030 for Sustainable Development was adopted in 2015, setting 17 sustainable development goals (SDGs) and 169 associated targets in order to build a global development framework for transformational change and ensure well-being for all and to protect the planet. The SDGs are the overarching development framework for the next 12 years and as such, a critical process to address the multiple dimensions of the human mobility and climate change nexus. The SDGs recognize the integral role of migration in contributing to sustainable development, making numerous references to migration governance, management and practices. Although no direct references are made to the migration and climate nexus, the SDGs provide several entry points for governments to address concerns related to mobility and climate change, notably under the following goals:

1. Ending poverty by building resilience of vulnerable populations to extreme events under Goal 1:

> *"Goal 1. End poverty in all its forms everywhere - Target 1.5: By 2030, build the resilience of the poor and those in vulnerable situations and **reduce their exposure and vulnerability to climate-related extreme events** and other economic, social and environmental shocks and disasters."*

2. Achieving food security and promoting sustainable agriculture and strengthening capacity for adaptation to environmental changes under Goal 2:

> *"Goal 2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture - Target 2.4: By 2030, ensure sustainable food production systems and implement resilient agricultural practices that increase productivity and production, that help maintain ecosystems, **that strengthen capacity for adaptation to climate change, extreme weather, drought, flooding and other disasters**, and that progressively improve land and soil quality."*

3. Reducing the number of people suffering from water scarcity under Goal 6:

> *"Goal 6. Ensure availability and sustainable management of water and sanitation for all - Target 6.4: By 2030, substantially increase water-use efficiency across all sectors and ensure sustainable withdrawals and supply of fresh water to address water scarcity and **substantially reduce the number of people suffering from water scarcity**."*

4. Promoting the implementation of planned and well-managed migration policies under Goal 10:

> *"Goal 10. Reduce inequality within and among countries - **Target 10.7: Facilitate orderly, safe, and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies."***

5. Reducing the number of deaths and people affected by disasters through effective DRR practices and strengthening development planning for resilient cities and settlements under Goal 11:

> *"Goal 11. Make cities and human settlements inclusive, safe, resilient and sustainable - Target 11.5: Reduce deaths and number of people affected and economic losses caused by disasters. Target 11.b: By 2020, substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency**, mitigation and adaptation to climate change,***

---

[48] See IOM (2018), *Environmental Migration Portal – MECC and the SDGs*, available from: www.environmentalmigration.iom.int/migration-environment-and-climate-change-sdgs. And IOM (2017), *Migration in the 2030 Agenda - Implementation of the Migration, Environment and Climate Change related Commitments of the 2030 Agenda - by Eva Mach, IOM MECC*, available from www.environmentalmigration.iom.int/sites/default/files/migration_in_the_2030_agenda.pdf.

resilience to disasters, and develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015–2030, holistic disaster risk management at all levels."

6. Building adaptive capacity in the face of climate change and integrating climate change measures in policies under Goal 13:

*"Goal 13. Take urgent action to combat climate change and its impacts - Target 13.1: Strengthen resilience and adaptive capacity to **climate-related hazards and natural disasters** in all countries. **Target 13.2: Integrate climate change measures into national policies, strategies and planning.** Target 13.3: Improve education, awareness-raising and human and institutional capacity on **climate change mitigation, adaptation, impact reduction and early warning**."*

20. Green Climate Fund (GCF)

Access: www.greenclimate.fund/home

The Green Climate Fund (GCF) was established in 2010 by the UNFCCC Parties and aims to deliver funding for both mitigation and adaptation initiatives. The Fund provides climate financing to promote and support a paradigm shift to low-emission and climate-resilient development, taking into account the needs of nations that are particularly vulnerable to climate change impacts. Activities in Least Developed Countries (LDCs), Small Island Developing States (SIDS) and African countries are prioritized. The GCF plays an important role in supporting national level actions outlined in the Nationally Determined Contributions (NDC) under the Paris Agreement. The GCF also promotes the principle of country ownership to fully align funding with national action plans. Following an initial resource mobilization exercise in 2014, the GCF gathered pledges worth USD 10.3 billion.

1. There are no direct references to human mobility in the overall conceptualization of the scope of GCF projects and programmes. However, the Fund has identified 8 impact areas to deliver on major mitigation and adaptation benefits (Decision B.07/04) and each of the impact areas identified under 'Increasing climate-resilient sustainable development' may be relevant to migrant communities as well as communities of origin and destination.

2. At the project level, several of the 76 currently funded projects directly refer to human mobility. Overall, 21 projects[49] make direct reference to human mobility, looking into a wide range of issues related to displacement, relocation and migration of individuals and communities.

Out of these, 11 projects[50] make reference to the **displacement** of people in the context of climate change. Furthermore, project FP019 (FP019: Priming Financial and Land-Use Planning Instruments to Reduce Emissions from Deforestation) specifically identifies potential displacement as a risk outcome of the project, for which suitable mitigation measures need to be developed.

---

[49] (FP042; FP045; FP077; FP067; FP053; FP021; FP058; FP003; FP016; FP049; FP012; FP076; FP068; FP040; FP041; FP043; FP050; FP069; FP008; FP074; SAP001).
[50] FP016; FP037; FP053; FP015; FP021; FP012; FP058; FP002; FP074; FP067; FP045.

One project (FP021: Senegal Integrated Urban Flood Management Project) uses a **disaster risk management** approach to manage flood risk, including the **resettlement of people** living in high flood risk zones.

One project (FP067: Building climate resilience of vulnerable and food insecure communities through capacity strengthening and livelihood diversification in mountainous regions of Tajikistan) seeks to **reduce the relocation** of highly vulnerable households from poor, agricultural regions and avoid unwanted **international migration,** mostly of young men looking for alternative livelihoods, as this migration increases the vulnerability of women and children left behind.

Four projects (FP002: Scaling Up of Modernized Climate Information and Early Warning Systems in Malawi; FP013: Improving the resilience of vulnerable coastal communities to climate change related impacts in Viet Nam; FP015: Tuvalu Coastal Adaptation Project; FP068: Scaling-up Multi-Hazard Early Warning System and the Use of Climate Information in Georgia) make reference to the **relocation** of people and livelihoods due to environmental hazards such as sea-level rise, and climate-related disasters such as droughts and floods.

Seven projects (FP054; FP018; FP037; FP002; FP004; FP035; FP068) make reference to **evacuation** planning and the evacuation of people in relation to climate-related disasters.

Three projects (FP015: Tuvalu Coastal Adaptation Project; FP044: Tina River Hydropower Development Project; FP065: Financial Instruments for Brazil Energy Efficient Cities (FinBRAZEEC)) make specific reference to **human mobility** as being of relevance to the project, intending that forced displacement or migration would be reduced as a secondary, positive outcome.

Finally, almost all projects make connections to the protection and resilience building of **vulnerable peoples**. Such people are at higher risk of becoming future migrants as a result of climate change or may become trapped and unable to adopt migration as an adaptive strategy to climate change.

3. Example of a GCF project which integrates human mobility dimensions:

FP002: Scaling Up of Modernized Climate Information and Early Warning Systems in Malawi

From Section A.2. Project Executive Summary

> *"The proposed project supports Government of Malawi (GoM) to take steps to save lives and enhance livelihoods at risk from climate-related disasters. It will address technical, financial, capacity, and access barriers related to weather and climate information (CI) by investing in enhancing hydro-meteorological capacity for early warnings (EWs) and forecasting, development and dissemination of tailored products including for smallholder farmers and fishers, and strengthening capacities of communities to respond to climate-related disasters. The objective of the project is to reduce vulnerability to climate change impacts on lives and livelihoods, particularly of women, from extreme weather events and climate change."*

From section C.1. Strategic Context

> *"11. Malawi faces a number of climate-induced disasters including floods, droughts, stormy rains, and strong winds. The intensity and frequency of climate-related hazards in Malawi have been increasing in recent decades, due to climate change as well as other factors, including population growth, **urbanization** and **environmental degradation**. The impacts of such hazards have already severely disrupted food production, led to the **displacement of communities**, loss of life and assets, and caused an overall reduction of community resilience.*

*12. Malawi has just recovered from an intensive flood event in 2015, which left many lives and livelihoods destroyed. […] It is estimated that the floods affected 1,101,364 people, **displaced 336,000** and killed 104 people"*

From section D1. Value Added for GCF Involvement

*"65. Impact highly vulnerable populations: As noted in Section C.1, over 85% of Malawi's population lives in rural areas and about 56% of them live in poverty. A majority of the population is engaged in smallholder, rain-fed agriculture. **The impacts of climate-related hazards in Malawi have already severely disrupted food production, led to the displacement of communities**, loss of life and assets, and caused an overall reduction of community resilience, especially affecting women, who are the most vulnerable to climate change impacts. The proposed project is focused on ensuring that the early warning systems and climate information generated by the observational networks is tailored to protect the lives and livelihoods of the rural and vulnerable populations in disaster prone, food insecure, and marginal communities. GCF involvement is critical to scaling up existing efforts and engendering a paradigm shift for sustained generation and use of EWs and CI for enhanced resilience of these populations."*

The project clearly outlines the linkages between climate impacts and population displacement and suggests that in the context of rural Malawi, effective climate action will reduce the vulnerability of rural communities and directly reduce the incidence of displacement.

The Green Climate Fund represents not only a means for implementing climate change mitigation and adaptive strategies for vulnerable communities but has the potential to introduce a paradigm shift towards sustainable development and a low-carbon future. Currently, no GCF projects primarily focus on human mobility dimensions. However, the GCF offers a strategic opportunity to develop large scale projects that seek to reduce or avoid instances of climate-related displacement and explore the potential of migration management measures to support adaptation to climate impacts.

IV. Disaster Management and Humanitarian Action

21. Sendai Framework for Disaster Risk Reduction (DRR)

Access: www.unisdr.org/we/coordinate/sendai-framework

The Sendai Framework for Disaster Risk Reduction 2015-2030 is the first major agreement of the post-2015 development agenda aiming to substantially reduce disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries. It was endorsed by the United Nations General Assembly (UNGA) following the 2015 Third UN World Conference on Disaster Risk Reduction (WCDRR).

The Sendai Framework, a 15-year, voluntary, non-binding agreement, succeeds the *Hyogo Framework for Action (HFA) 2005-2015: Building the Resilience of Nations and Communities to Disasters*. It is the outcome of several stakeholder consultations and intergovernmental negotiations, supported by the United Nations International Strategy for Disaster Reduction (UNISDR). UNISDR has been tasked to support the implementation, follow-up and review of the Sendai Framework.

The Sendai Framework makes a direct connection between disasters, climate change and displacement, as it:

1. Recognizes displacement as one of the devastating consequences of disasters and acknowledges the role of disasters in driving human mobility:

*"Preamble 4. Over the same 10 year time frame, however, disasters have continued to exact a heavy toll and, as a result, the well-being and safety of persons, communities and countries as a whole have been affected. Over 700 thousand people have lost their lives, over 1.4 million have been injured and approximately 23 million have been made homeless as a result of disasters. Overall, more than 1.5 billion people have been affected by disasters in various ways, with women, children and people in vulnerable situations disproportionately affected. The total economic loss was more than $1.3 trillion. **In addition, between 2008 and 2012, 144 million people were displaced by disasters.** Disasters, many of which are exacerbated by climate change and which are increasing in frequency and intensity, significantly impede progress towards sustainable development."*

*30. To achieve this, it is important: (l) To encourage the adoption of policies and programmes addressing **disaster-induced human mobility** to strengthen the resilience of affected people and that of host communities, in accordance with national laws and circumstances;*

*33. To achieve this, it is important: (h) To promote regular disaster preparedness, response and recovery exercises, including **evacuation drills,** training and the establishment of area-based support systems, **with a view to ensuring rapid and effective response to disasters and related displacement,** including access to safe shelter, essential food and non-food relief supplies, as appropriate to local needs;*

2. Recognizes people displaced in the context of disasters as "directly affected" people under Target B, including those "evacuated" in emergencies and "relocated" to settle in new locations, as well as people who "have suffered direct damage to their livelihoods, economic, physical, social, cultural and environmental assets".

3. Recognizes migrants as stakeholders in local disaster risk management and resilience building:

*"27. To achieve this, it is important: (h) To empower local authorities, as appropriate, through regulatory and financial means **to work and coordinate with** civil society, communities and indigenous peoples and **migrants in disaster risk management at the local level**;*

*36. When determining specific roles and responsibilities for stakeholders, and at the same time building on existing relevant international instruments, States should encourage the following actions on the part of all public and private stakeholders: (…) (vi) **Migrants contribute to the resilience of communities and societies, and their knowledge, skills and capacities can be useful in the design and implementation of disaster risk reduction;"***

4. Recognizes the reality of cross-border disaster-displacement and provides measures to address it:

*"28. To achieve this, it is important: (d) To promote **transboundary cooperation to enable policy and planning** for the implementation of ecosystem-based approaches with regard to shared resources, such as within river basins and along coastlines, **to build resilience and reduce disaster risk, including epidemic and displacement risk;"***

5. Acknowledges the adverse effects of climate change on disaster risk:

*"33. To achieve this, it is important: (a) To prepare or review and periodically update disaster preparedness and contingency policies, plans and programmes with the involvement of the relevant institutions, **considering climate change scenarios and their impact on disaster risk,** and facilitating, as appropriate, the participation of all sectors and relevant stakeholders;"*

6. Provides measures to reduce the number of displaced persons and to prevent displacement:

By reducing the overall total of persons affected by disasters:

*"18. The seven global targets are: (b) Substantially **reduce the number of affected people** globally by 2030, aiming to lower the average global figure per 100,000 in the decade 2020–2030 compared to the period 2005–2015;"*

By carrying out disaster risk information:

*"24. To achieve this, it is important: (c) To develop, periodically update and disseminate, as appropriate, **location-based disaster risk information, including risk maps**, to decision makers, the general public and **communities at risk of exposure to disaster** in an appropriate format by using, as applicable, geospatial information technology;"*

By elaborating planned relocation policies:

*"27. To achieve this, it is important: (k) **To formulate public policies**, where applicable, aimed at **addressing the issues of prevention or relocation, where possible, of human settlements in disaster risk-prone zones**, subject to national law and legal systems."*

By setting prevention and preparedness measures:

*"30. To achieve this, it is important: (g) **To promote the mainstreaming of disaster risk assessment, mapping and management into rural development planning and management** of, inter alia, mountains, rivers, coastal flood plain areas, drylands, wetlands and all other areas prone to droughts and flooding, **including through the identification of areas that are safe for human settlement**, and at the same time preserving ecosystem functions that help to reduce risks;*

*33. To achieve this, it is important: (h) To promote regular disaster preparedness, response and recovery exercises, including **evacuation drills,** training and the establishment of area-based support systems, **with a view to ensuring rapid and effective response to disasters and related displacement,** including access to safe shelter, essential food and non-food relief supplies, as appropriate to local needs; (m) To strengthen the capacity of local authorities **to evacuate persons living in disaster-prone areas**;"*

By suggesting lasting solutions for displaced persons in the context of disasters:

*"33. To achieve this, it is important: (j) To promote the incorporation of disaster risk management into post-disaster recovery and rehabilitation processes, facilitate the link between relief, rehabilitation and development, use opportunities during the recovery phase to develop capacities that reduce disaster risk in the short, medium and long term, including through the development of measures such as land-use planning, structural standards improvement and the sharing of expertise, knowledge, post-disaster reviews and lessons learned and integrate post-disaster reconstruction into the economic and social sustainable development of affected areas. **This should also apply to temporary settlements for persons displaced by disasters;"***

7. Provides an opportunity to integrate human mobility into DRR strategies:

"18. The seven global targets are: (e) Substantially increase the number of countries with national and local disaster risk reduction strategies by 2020;"

8. Calls for and encourages global partnerships, transboundary and regional cooperation, coordination across relevant institutions and sectors, and engagement at all levels of government and society, including affected people, a measure that is at the core of addressing the migration, environment and climate change nexus:

*"14. Against this background, and in order to reduce disaster risk, there is a need to address existing challenges and prepare for future ones by (…) strengthening disaster risk governance and **coordination across relevant institutions and sectors and the full and meaningful participation of relevant stakeholders at appropriate levels; (…)** To complement national action and capacity, **there is a need to enhance international cooperation between developed and developing countries and between States and international organizations.***

*19. (a) Each State has the primary responsibility to prevent and reduce disaster risk, including through **international, regional, subregional, transboundary and bilateral cooperation**. (…) (d) Disaster risk reduction requires an **all-of-society engagement and partnership**. It also requires empowerment and inclusive, accessible and non discriminatory participation, paying special attention to **people disproportionately affected by disasters**, especially the poorest. (f) While the enabling, guiding and coordinating role of national and federal State Governments remain essential, it is necessary to **empower local authorities and local communities** to reduce disaster risk, including through resources, incentives and decision-making responsibilities, as appropriate;*

*34. To achieve this, it is important: (f) To support **regional cooperation** to deal with disaster preparedness, including through common exercises and drills; (g) To promote **regional protocols** to facilitate the sharing of response capacities and resources during and after disasters;"*

The Sendai Framework represents a great achievement in addressing the links between displacement, migration, climate change and disasters. Its implementation and follow-up, including at the regional and national level are also encouraging. At the 2017 Cancun Global Platform for Disaster Risk Reduction, Governments re-affirmed their commitment to the cause, as seen in the Platform's Outcome Documents:

A. In *The Cancun High-Level Communiqué*, States acknowledged the negative impacts of climate change on natural hazards, which can lead to disaster displacement:

Access: https://www.preventionweb.net/files/53439_thecancunhighlevelcommuniquof24may2.pdf

> *"4. **We understand that climate change affects the frequency and intensity of weather-related hazards and presents greater challenges in disaster risk reduction and building resilience.** We are aware that disaster, and particularly small-scale, slow-onset and recurring disasters, severely damage infrastructure, housing, work places, livelihoods, ecosystems and economic production which are key pillars of growth and development. The loss becomes itself a driver of further vulnerability and exposure, and thus of disaster risk, weakens resilience **and increases the likelihood of disaster displacement**. We further recognize the low penetration of risk transfer mechanisms, in particular for the poor."*

B. In the *Chair's summary: From commitment to action*, States emphasized the need for i) better data on disaster displacement for risk reduction, ii) DRR strategies to integrate displacement considerations and iii) migration governance to include disaster risk considerations:

Access: https://www.preventionweb.net/files/53989_chairssummaryofthe2017globalplatfor.pdf

> *"11. **Risk assessments should include data on displacement** as well as data disaggregated by sex, age, income and persons with disabilities. Further improvement is required to achieve this. Identified good practices include the connection and active engagement of stakeholder groups who are already compiling such data through household survey or other means.*
>
> *48. **The development of disaster risk reduction strategies should consider regional and cross-border perspectives and include provisions that aim to prevent displacement attributed to disasters and reduce displacement risk, address the protection needs of displaced people and promote durable solutions to displacement.***
>
> *53. **It is important to include disaster risk considerations when addressing questions concerning migration, displacement, refugees and human mobility."***

Such commitments have also been taken forward and operationalized by practitioners and other stakeholders, especially through the recent *'Words into Action guidelines - Disaster displacement: How to reduce risk, address impacts and strengthen resilience'*.[51]

22. Agenda for Humanity

Access: www.agendaforhumanity.org/sites/default/files/AgendaforHumanity.pdf

The Agenda for Humanity, endorsed at the World Humanitarian Summit (WHS) in May 2016, is a five-point plan that outlines the changes that are needed to alleviate suffering, reduce risk and lessen vulnerability on a global scale. In the Agenda, humanity - people's safety, dignity and the right to thrive - is placed at the heart of global decision-making.

More than a dozen initiatives, committing to implement the Agenda for Humanity, were promoted at the WHS. These initiatives included the Platform on Disaster Displacement (PDD), the follow up to the Nansen Initiative, launched by Germany and Bangladesh.

The link to human mobility in the context of disaster and climate change is made in several core responsibilities and transformations of the Agenda for Humanity:

1. The Agenda acknowledges disasters and climate change as drivers of migration and calls for immediate action in humanitarian situations, including measures to reduce displacement and to prepare for when displacement does occur:

> *"Core responsibility 3: Leave no one behind, Transformation 3A: Reduce and address displacement: A new approach to addressing and reducing displacement is required through meeting immediate humanitarian needs and improving displaced persons and their host communities resilience and self-reliance. A measurable target of at least 50 per cent should be set to reduce new and protracted internal displacement by 2030 in a dignified and safe manner. **States and the international community must also prepare for cross-border displacement owing to disasters and climate change.** Countries and communities must receive adequate support to ensure displaced persons can receive better services and economic opportunities."*

2. The Agenda recognizes that some displaced populations can be outside of the international legal protection regime, but still in similar situations. It thus provides specific solutions for legal protection and calls for States to consider specific vulnerabilities of migrants:

> *"Core responsibility 3: Leave no one behind, Transformation 3B: Address the vulnerabilities of migrants and provide more regular and lawful opportunities for migration: A collective and comprehensive response to displacement, migration and mobility is required. **States should provide more legal pathways for migration and provide humanitarian visas and protection for those who do not fall under the 1951 Convention relating to the Status of refugees.** The specific vulnerabilities of migrants should be integrated into humanitarian and other response plans. Effective cooperation to combat human trafficking and migrant smuggling is critical."*

---

[51] Norwegian Refugee Council (NRC), Platform on Disaster Displacement (PDD), International Organization for Migration (IOM), Internal Displacement Monitoring Centre (IDMC), United Nations High Commissioner for Refugees (UNHCR), the German Federal Foreign Office and United Nations Office for Disaster Risk Reduction (UNISDR) (2018), *Words into Action guidelines - Disaster displacement: How to reduce risk, address impacts and strengthen resilience (Public consultation version)*, available from www.environmentalmigration.iom.int/words-action-guidelines-disaster-displacement-how-reduce-risk-address-impacts-and-strengthen.

3. The Agenda emphasizes the need for preparedness and resilience building, which are key to reducing the risk of displacement in the context of disasters and climate change. It also highlights the need for data and knowledge.

> *"Core responsibility 4: Change people's lives: from delivering aid to ending need, Transformation 4B: Anticipate, do not wait, for crises: Anticipate crises:* ***Strengthening local and national response in risk-prone countries*** *outside of crises must be a priority.* ***Investment in data*** *and risk analysis should be increased and action taken early to prevent and mitigate crises.*

> *Core responsibility 5: Invest in Humanity, Transformation 5B: Invest according to risk: The international community needs to invest more in crisis prevention and building up community resilience. National and international investments in sustainable development should be risk-informed.* ***Commitments to the Sendai Framework for Disaster Risk Reduction and other relevant international frameworks to increase support to countries vulnerable to disaster risks or the negative consequences of climate change should be implemented with urgency****."*

The endorsement of the Agenda for Humanity by States, albeit not very extensive, was a reaffirmation of their commitments to humanitarian action. In the follow-up to the Agenda, stakeholders have continued to report on their achievements and progress on addressing the above mentioned relevant commitments.

Access: https://www.agendaforhumanity.org/explore-commitments/report-search?cr_filter[0]=3&cr_filter[1]=4&cr_filter[2]=5&tr_filter[0]=51&tr_filter[1]=52&tr_filter[2]=35&tr_filter[3]=68&reporting_year[0]=2016&reporting_year[1]=2017&si_filter=si266&is_search=1&pg=2

In particular, Australia, Canada, European Union, France, Germany, Luxembourg, New Zealand, Switzerland, the Platform on Disaster Displacement (PDD), ILO, IOM, OHCHR, UNHCR, the Overseas Development Institute (ODI), and the Norwegian Refugee Council (NRC), with the support of the United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA), have all reported their progress on addressing the topic.

23. The Grand Bargain

Access: www.agendaforhumanity.org/sites/default/files/resources/2018/Jan/Grand_Bargain_final_22_May_FINAL-2.pdf

The Grand Bargain, agreed upon in May 2016 at the World Humanitarian Summit, is an agreement between more than 30 of the biggest donors and aid providers, which aims *"to get more means into the hands of people in need"*. In other words, the Grand Bargain is a commitment of donors and aid organizations to provide 25 per cent of global humanitarian funding to local and national responders by 2020, along with additional un-earmarked money. It also aims to increase multi-year funding to ensure greater predictability and continuity in humanitarian response. The Grand Bargain outlines changes in the working practices of donors and aid organizations that would deliver an extra billion dollars over five years for people in need of humanitarian aid.

The Grand Bargain was first proposed by the former ***UN Secretary-General's High-Level Panel (HLP) Report on Humanitarian Financing, "Too Important to Fail: addressing the humanitarian financing gap"*** as one of the solutions to address the widening gap between humanitarian needs and available resources. **While the report acknowledged climate change and disasters as drivers of human mobility, the Grand**

Bargain accord does not explicitly refer to human mobility and climate change dimensions. However, there are several entry points for mobility and climate issues to be considered under the Grand Bargain:

1. It acknowledges that disasters drive people to seek alternative remedies, this might also include human mobility to ensure safety and survival:

> *"We live in a world where conflicts, natural disasters and disease are driving ever greater numbers of people to seek desperate remedies for their hunger, safety and survival."*

2. It outlines financial measures to address the impacts of climate change and disasters on people and communities from an emergency perspective:

By increasing funding to local measures for communities vulnerable to disasters and climate change:

> *"2. More support and funding tools for local and national responders: Aid organisations and donors commit to: (1)* ***Increase and support multi-year investment*** *in the institutional capacities of local and national responders, including preparedness, response and coordination capacities, especially in fragile contexts and where* ***communities are vulnerable to*** *armed conflicts,* ***disasters,*** *recurrent outbreaks and the* ***effects of climate change****. We should achieve this through collaboration with development partners and incorporate capacity strengthening in partnership agreements."*

By improving the quality of needs assessments in situations of disasters with the participation of governments:

> *"5. Improve joint and impartial needs assessments: Aid organisations and donors commit to: (2) (…) Conduct the overall assessment in a transparent, collaborative process led by the Humanitarian Coordinator/Resident Coordinator with full involvement of the Humanitarian Country Team and the clusters/sectors and* ***in the case of sudden onset disasters, where possible, by the government****. (…)"*

By acknowledging and suggesting measures for un-earmarked funding for disaster preparedness:

> *"8. Reduce the earmarking of donor contributions: F****lexible funding facilitates swifter response to urgent needs and investment in*** *fragile, potentially volatile situations, emergencies and* ***disaster preparedness****, as well enables response to needs in situations of protracted and neglected conflicts."*

More needs to be done for such significant financial commitments and agreements to be comprehensive and integrate human mobility in the context of the adverse effects of climate change as a priority. Financing continues to be an issue in this domain and until resolved, the international community will have to deal with the consequences instead of preventing the causes.

V. Human Rights and International Labour Standards

24. Human Rights Council (HRC) and the Office of the High Commissioner for Human Rights (OHCHR)[52]

The Human Rights Council (HRC), its special procedures mechanisms, and the Office of the High Commissioner for Human Rights (OHCHR) have been examining the human rights and climate change

---

[52] Provided by ILO. This analysis looks solely at the intergovernmental policy work within the organization. The mapping and analysis of institutional frameworks and mandates of international organizations within the United Nations system fall within the scope of another activity under the Workplan of the Task Force on Displacement. See Platform on Disaster Displacement (PDD) (2018), *The United Nations system's*

nexus, through a series of resolutions, reports, and activities dedicated to this topic, and by advocating for a human rights-based approach to climate change. In this context, issues related to human mobility are also being discussed.

1. The HRC adopted in July 2017 Resolution A/HRC/RES/35/20 on Human Rights and Climate Change, which recognizes migrants and persons displaced across international borders in the context of climate change. The Resolution is a momentous development in linking the human rights of migrants and climate change, and was championed by Bangladesh, Viet Nam and the Philippines.

Access: http://ap.ohchr.org/documents/dpage_e.aspx?si=A/HRC/RES/35/20

The Resolution:

A. Recognizes the links between migration, displacement, climate change and human rights:

> *"2. Emphasizes the urgent importance of continuing to address, as they relate to States' human rights obligations, the adverse consequences of climate change impact for all, particularly in developing countries and the people whose situation is most vulnerable to climate change, including **migrants and persons displaced across international borders in the context of the adverse impact of climate change**;"*

B. Emphasizes that persons already in vulnerable situations, including migrants, are disproportionally affected by climate change:

> *"Recognizing the **particular vulnerabilities of migrants and other non-nationals** who may face challenges associated with implementing appropriate responses in extreme weather conditions owing to their status and who may have limited access to information and services, resulting in barriers to the full enjoyment of their human rights,"*

C. Recalls and reiterates the importance of the 2015 Paris Agreement in addressing climate change with a human rights-based approach:

> *"Welcoming the Paris Agreement adopted under the United Nations Framework Convention on Climate Change, which acknowledges that climate change is a common concern of humankind and that parties should, **when taking action to address climate change, respect, promote and consider their respective obligations on human rights,** the right to health, the rights of indigenous peoples, local communities, **migrants**, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity,*

> *Welcoming also the establishment of the **Task Force on Displacement** by the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts established under the United Nations Framework Convention on Climate Change,"*

D. Acknowledges the main actors working on migration, displacement, climate change and disasters, and encourages them to contribute to the work of the HRC:

> *"Noting also the importance of the work of the **scientific community and the Intergovernmental Panel on Climate Change**, including its assessment reports, in support of strengthening the global response to climate change, including considering the human dimension, and indigenous peoples' and traditional knowledge,*

> *Noting the establishment and the work of the **Climate Vulnerable Forum**, and its communiqué, in which it asserted that climate change is a major threat to the enjoyment of human rights and fundamental freedoms,*

---

mandates with respect to averting, minimizing and addressing displacement related to climate change: Considerations for the future, available from www.environmentalmigration.iom.int/iom-pdd-task-force-displacement-stakeholder-meeting.

*Noting also the importance of facilitating meaningful interaction between the human rights and climate change communities at both the national and international levels in order to build capacity to deliver responses to climate change that respect and promote human rights, taking into account the **Geneva Pledge for Human Rights in Climate Action** and other similar efforts,*

*Noting further the establishment and work of **regional and subregional initiatives** on climate change,*

*Noting the work of the State-led **Platform on Disaster Displacement** and its efforts to follow up on the **Nansen Initiative Agenda** for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change, endorsed by more than 100 States on 13 October 2015, and the Migrants in Countries in Crisis Initiative and its voluntary Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster,*

*Noting also the work being undertaken in the context of the adverse impact of climate change by international organizations and relevant United Nations agencies and bodies, including the **Migration, Environment and Climate Change Division in the International Organization for Migration** and **Climate Change and Disaster Displacement Unit in the Office of the United Nations High Commissioner on Refugees**,*

*5. Encourages the **Office of the United Nations High Commissioner for Human Rights and other relevant United Nations** agencies with appropriate expertise to provide technical assistance to States, upon their request, to help to better promote and protect human rights when taking action to address the adverse impact of climate change;"*

E. Calls on the HRC to hold an inter-sessional panel discussion on climate change and human mobility, and requests the OHCHR to develop and submit a contribution to the process elaborating a global compact for safe, orderly and regular migration and to the WIM Task Force on Displacement:

*"10. Decides to incorporate into the programme of work of the Human Rights Council, on the basis of the different elements contained in the present resolution, an intersessional panel discussion, and requests the Office of the United Nations High Commissioner for Human Rights to organize an **intersessional panel discussion prior to the commencement of phase II of the intergovernmental process leading to the global compact on safe, orderly and regular migration, with the theme "Human rights, climate change, migrants and persons displaced across international borders"**, focusing on challenges and opportunities in the promotion, protection and fulfilment of human rights of migrants and persons displaced across international borders in the context of the adverse impact of climate change, (...);*

*11. Requests the Office of the United Nations High Commissioner for Human Rights to **submit a summary report of the panel discussion** to the appropriate mechanisms sufficiently in advance to ensure that it feeds into the stocktaking meeting of the preparatory process leading to the adoption of the **global compact on safe, orderly and regular migration** and to the work of the Warsaw International Mechanism for Loss and Damage, particularly to the ongoing **work of the Task Force on Displacement** under the United Nations Framework Convention on Climate Change, noting the potential of the panel discussion to inform these processes, and to submit the summary report also to the Human Rights Council at its thirty-seventh session;"*

F. Requests OHCHR to research and identify human rights protection gaps linked to human mobility in the context of climate change:

*"12. Also requests the Office of the High Commissioner to **undertake research on addressing human rights protection gaps** in the context of migration and displacement of persons across international borders resulting from the sudden-onset and slow-onset adverse effects of climate change and the necessary means of implementation of adaptation and mitigation plans of developing countries to bridge the protection gaps and submit a report on the research to the Human Rights Council at its thirty-eighth session;"*

G. Calls for broad international cooperation among stakeholders to address human mobility and climate change issues:

*"Acknowledging that, as stated in the United Nations Framework Convention on Climate Change, the global nature of climate change calls for the **widest possible cooperation by all countries and their participation in an effective and appropriate international response**, in accordance with their common but differentiated responsibilities and respective capabilities and their social and economic conditions, (…),*

*6. Calls upon States to continue and enhance **international cooperation and assistance** for adaptation measures to help developing countries, especially those that are particularly vulnerable to the adverse effects of climate change as well as persons in vulnerable situations, including migrants and persons displaced across international borders in the context of the adverse impact of climate change;"*

2. Pursuant to HRC Resolution 35/20 an inter-sessional panel discussion took place in November 2017, where Member States, international organizations and other stakeholders offered their recommendations to address human rights, climate change and mobility concerns.

Access: www.ohchr.org/Documents/Issues/ClimateChange/ClimateChangeMigration/A_HRC_37_35.pdf

Recommendations focused on ensuring a rights-based approach to efforts addressing climate change migration, including by:

A. Mainstreaming human rights considerations in:

The process developing the Global Compact on Safe, Orderly and Regular Migration:

"54. (…) The Council should contribute to the global compact for safe, orderly and regular migration by promoting recognition of the links between climate change, migration and the enjoyment of human rights.

*55. Speakers called for the global compact for safe, orderly and regular migration explicitly to recognize climate change as a driver of migration, **to integrate relevant human rights considerations**, and also to address other migration triggers, such as poverty, inequality, insecurity and natural disasters, and their interrelationships. (…)*

59. (…)Both global compacts under negotiation should guarantee the protection and empowerment of women. (…)"

The work of the relevant bodies under the United Nations Framework Convention on Climate Change (UNFCCC) and the Warsaw International Mechanism for Loss and Damage Associate with Climate Change (WIM), including the work of the Task Force on Displacement (TFD):

*"56. Speakers called for the urgent implementation of the Paris Agreement, without backtracking, in a coherent, balanced and fair manner that respected the principle of common but differentiated responsibilities and respective capabilities. **To deliver on the promise of the Paris Agreement, parties should ensure full and effective integration of human rights obligations in the guidelines for implementation of the Agreement that were currently under negotiation.***

*58. (…) **Speakers called for the Task Force on Displacement of the Warsaw International Mechanism to integrate human rights into its work plan for 2018.** In this regard, the Task Force should consider the report of the Global High-level Panel on Water and Peace. Human rights should be the foundation upon which recommendations can be made, in the present discussion and in other forums, on approaches to avert, minimize and address displacement in the context of climate change.*

*61. (…) All migrants were entitled to the effective enjoyment of their human rights regardless of their migratory status; **the human rights framework should therefore guide the work of relevant bodies established under the United Nations Framework Convention on Climate Change**, including in relation to finance, adaptation and mitigation measures. Human rights mechanisms, including the treaty bodies, should*

support States in relation to the human rights obligations applicable to climate change, including in the context of extreme weather events and slow-onset processes."

The work on sustainable development and disaster risk reduction conducted within international cooperation principles:

"57. The progressive realization of human rights across the planet required States to deliver fully on their duty to cooperate internationally. (…) The international community should strive to promote **policy coherence between the migration, disaster risk reduction, human rights and development agendas***. (…)"*

B. Calling to address the needs of the most vulnerable:

"59. ***Climate change and migration policies and programmes should meet the different needs of vulnerable groups***, *taking into account the protection of all people, without any discrimination on the grounds of migration status or nationality. This required the recognition of and a commitment to include in migration-related decision-making processes all sectors of society, and particularly those disproportionately affected by climate change, such as* **persons living in coastal areas, indigenous peoples, minorities, older persons, women and girls, children, and persons with disabilities***. Both global compacts under negotiation should guarantee the protection and empowerment of* **women***. (…)"*

"60. (…) Being a **migrant** *should not hinder access to services, protection measures or humanitarian assistance in the event of natural disasters. Speakers called for specific measures to protect persons at risk of the harm caused by climate change, to promote adaptation to climate change and to establish durable legal status for all those forced to move because of the adverse effects of climate change. There was a need for enhanced coordination of international protection measures."*

C. Highlighting the need for research on specific human rights impacted by climate change:

"60. Protection gaps in human rights required better research and analysis, particularly in relation to the enjoyment of rights adversely affected by climate change, such as **the rights to food, water, housing, health, decent work and cultural heritage***."*

3. **OHCHR** is mandated by UN Member States to promote and protect the enjoyment and full realization, by all people, of all rights established in the Charter of the United Nations and in international human rights laws and treaties, and acts as a Secretariat for the HRC.

Access: www.ohchr.org/EN/Issues/HRAndClimateChange/Pages/HRClimateChangeIndex.aspx

A. The HRC requested OHCHR in Resolution 35/20 to develop and submit a study on human rights, climate change and migration at the June 2018 session. **The report entitled** *"Addressing human rights protection gaps in the context of migration and displacement of persons across international borders resulting from the adverse effects of climate change and supporting the adaptation and mitigation plans of developing countries to bridge the protection gaps"* **was submitted at the 38th HRC (A/HRC/38/21).**

Access: https://documents-dds-ny.un.org/doc/UNDOC/GEN/G18/116/26/PDF/G1811626.pdf?OpenElement

B. States together with civil society, UN Agencies and other experts also discussed the issue in an OHCHR-hosted expert meeting on climate change and human rights in October 2016, including in one session on *"Human rights, migration, and displacement related to the adverse impacts of climate change."*

Access: www.ohchr.org/EN/Issues/HRAndClimateChange/Pages/ClimateChange.aspx

C. The expert meeting also served to gather inputs and contributions to the OHCHR-commissioned study on ***"The Slow onset effects of climate change and human rights protection for cross-border migrants"***. The study was submitted for the attention of Member States as a conference paper to the 37th HRC (A/HRC/37/CRP.4).

Access: www.ohchr.org/Documents/Issues/ClimateChange/SlowOnset/A_HRC_37_CRP_4.pdf

The 2017 HRC Resolution 35/20, which has already led to discussions and research, opens new opportunities to fill gap areas in addressing climate migration. It also complements the work of the *Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) on General Recommendation No. 37 on Gender-related dimensions of disaster risk reduction in the context of climate change*. It is also a supplement to the already applicable international human rights standards found in the *International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families*, the *International Covenant on Economic, Social and Cultural Rights (ICESCR)* and the *International Covenant on Civil and Political Rights (ICCPR)*. If States implement these human rights obligations, those moving due to climate change adverse effects, including disasters, could be better protected. However, international policy efforts are challenging to follow-up on at the national level.

25. The International Labour Organization (ILO)[53]

1. International labour standards and guiding principles

Access: www.ilo.ch/dyn/normlex/en/f?p=1000:62:0::NO:62:P62_LIST_ENTRIE_ID:2453907:NO

The only tripartite United Nations specialized agency, the ILO brings together governments, employers' and workers' organizations of 187 Member States since 1919, to set international labor standards, develop policies and devise programmes promoting decent work for all women and men. The ILO's mandate to address human mobility due to climate change and natural disaster in the context of the world of work is reflected in its Constitution, its standard-setting activities and policy guidance.

In principle, ILO Conventions and Recommendations apply to all workers, including migrant workers, unless otherwise stated. ILO standards therefore cover migrant workers who may be forcibly displaced due to climate change or other natural disasters. The ILO has also adopted specific ILO standards, resolutions, conventions and guidance documents which could be applied to persons on the move due to disasters and climate change.

The preamble of ILO's Constitution notes the imperative of the "protection of the interests of workers when employed in countries other than their own." This broad endorsement applies to migrant workers, refugees and forcibly displaced persons when employed outside of their own countries.

---

[53] Provided by ILO. This analysis looks solely at the intergovernmental policy work within the organization. The mapping and analysis of institutional frameworks and mandates of international organizations within the United Nations system fall within the scope of another activity under the Workplan of the Task Force on Displacement. See Platform on Disaster Displacement (PDD) (2018), *The United Nations system's mandates with respect to averting, minimizing and addressing displacement related to climate change: Considerations for the future*, available from www.environmentalmigration.iom.int/iom-pdd-task-force-displacement-stakeholder-meeting.

The ILO Declaration on Fundamental Principles and Rights at Work (1998) provides that the ILO should give special attention to the problems of persons with special social needs, particularly migrant workers. The Declaration reaffirms the application of the eight ILO fundamental Conventions to all Member States, even if they have not ratified the Convention in question. The principles expressed in these standards apply to all workers, including refugees and displaced persons, which would include persons displaced in the context of climate change and natural disasters. They are: i) Freedom of association (Convention No. 87) and the right to collective bargaining (Convention No. 98), ii) The elimination of all forms of forced (Convention No. 29) or compulsory labour (Convention No. 105), iii) The effective abolition of child labour (Convention No. 138 and Convention No. 182), and iv) The elimination of discrimination in respect of employment and occupation (Convention No. 100 and Convention No. 111).

ILO has adopted two Conventions and two Recommendations dedicated to migrant workers. The ILO supervisory bodies have affirmed that the instruments concerning migrant workers apply to refugees and displaced persons when employed as workers outside their own countries. The instruments set out protections for migrant workers, and underscore the right to remuneration without discrimination. The supervisory bodies also affirmed that the principle of equality and non-discrimination embodied in the Discrimination (Employment and Occupation) Convention, 1958 (No. 111) applies to all workers. This would de facto cover persons displaced in the context of climate change and disasters, as well as refugees:

- Migration for Employment Convention, 1949 (No. 97)
- Migration for Employment Recommendation, 1949 (No. 86)
- Migrant Workers Convention, 1975 (No. 143)
- Migrant Workers Recommendation, 1975 (No. 151)

Other ILO instruments containing specific provisions on migrant workers, which could also apply to refugees and displaced person when employed outside of their own countries, include:

- Equality of Treatment (Accident Compensation) Convention, 1925 (No. 19)
- Employment Service Convention, 1948 (No. 88)
- Social Security (Minimum Standards) Convention, 1952 (No. 102)
- Equality of Treatment (Social Security) Convention, 1962 (No. 118)
- Maintenance of Social Security Rights Convention, 1982 (No. 157)
- Private Employment Agencies Convention, 1997 (No. 181)
- HIV and AIDS Recommendation, 2010 (No. 200)
- Domestic Workers Convention, 2011 (No. 189)
- Domestic Workers Recommendation, 2011 (No. 201)
- Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205)

There are some challenges to the practical application of the above instruments. In theory, a State can accept cross-border displaced persons under temporary status and limit their access to the labour market, in spite of principles expressed in international human rights and refugee law. When this happens, displaced persons usually engage in the informal economy to support themselves. A number of ILO standards, especially the ILO fundamental Conventions, apply to those employed in the formal and

informal economy, but employment and protection of workers' rights in the informal economy is difficult to monitor and enforce.

All ILO fundamental Conventions apply to internally displaced persons as well as persons who are forcibly displaced across borders and who are workers. The recently adopted Employment and Decent Work for Peace and Resilience Recommendation 2017 (No. 205) contains specific provisions regarding internally displaced persons (IDPs) while the migrant workers Conventions apply only to those employed outside of their countries of usual residence.

Employment and Decent Work for Peace and Resilience Recommendation 205

Article 7(h), (j): "In taking measures on employment and decent work in response to crisis situations arising from conflicts and disasters, and with a view to prevention, Members should take into account the following:

(h) the need to pay special attention to population groups and individuals who have been made particularly vulnerable by the crisis, including, but not limited to, children, young persons, persons belonging to minorities, indigenous and tribal peoples, persons with disabilities, internally displaced persons, migrants, refugees and other persons forcibly displaced across borders;

Article 12. "Members should develop and apply active labour market policies and programmes with a particular focus on disadvantaged and marginalized groups and population groups and individuals who have been made particularly vulnerable by a crisis, including, but not limited to, persons with disabilities, internally displaced persons, migrants and refugees, as appropriate and in accordance with national laws and regulations."

"Article 14. In the event of a crisis resulting in large numbers of internally displaced persons, Members should:

(a) support the livelihoods, training and employment of internally displaced persons, with a view to promoting their socio-economic and labour market integration;

(b) build resilience and strengthen the capacity of host communities to promote decent employment opportunities for all, with a view to ensuring that the livelihoods and employment of local populations are maintained and their ability to host internally displaced persons is strengthened; and

(c) facilitate the voluntary return of internally displaced persons to their places of origin and their reintegration into labour markets when the situation allows it"

Article 15(g): "In responding to discrimination arising from or exacerbated by conflicts or disasters and when taking measures for promoting peace, preventing crises, enabling recovery and building resilience, Members should:

(g) ensure that persons belonging to minorities concerned, and indigenous and tribal peoples are consulted, in particular through their representative institutions, where they exist, and participate directly in the decision-making process, especially if the territories inhabited or used by indigenous and tribal peoples and their environment are affected by a crisis and related recovery and stability measures;"

Article 18: "In preventing and responding to crisis situations, and on the basis of the principle of equal opportunity and treatment for women and men, girls and boys, Members should ensure that:

(a) the provision of education is not disrupted, or is restored as quickly as possible, and that children, including those who are internally displaced, migrants or refugees, have access to free, quality, public education, including with the support of international aid, in accordance with relevant international law and without discrimination of any kind at all stages of crisis and recovery;"

In addition, the ILO held a Tripartite Technical Meeting on the Access of Refugees and Displaced Persons to the Labour Market. The outcome of the meeting was a set of Guiding Principles, which are non-binding

and voluntary principles to support Members States in their response to granting refugees and displaced persons access to their labour markets.

2. ILO policy on just transition, migration and climate change

There are two notable policy documents of the ILO that make the connection between climate change and migration. In November 2015, the ILO Governing Body (GB.325/POL/3) authorized the publication of "Guidelines for a just transition towards sustainable economies and societies for all" adopted by the Tripartite of Experts on Sustainable Development, Decent Work and Green Jobs (October 2015). The GB also authorized their use as a policy framework and tool to guide action towards environmental sustainability in the context of decent work. The Guidelines offer a policy framework and a practical tool to ensure that national and global efforts to tackle climate change advance employment creation goals, social justice and promote just transitions for workers, enterprises and communities. The Paris Agreement on Climate Change equally noted the imperatives of a just transition of the workforce and the creation of decent work as essential elements in global and national responses to climate change. The Guidelines also recognize the need for enterprises, workplaces and communities to adapt to climate change to avoid loss of assets and livelihoods and involuntary migration.

In 2017, the report of the ILO Director-General to the 106th International Labour Conference focused on "Work in a changing climate: The Green Initiative" (ILC.106/DG/I). The Director-General highlighted that agriculture stood out as a sector that should be prioritized in respect of adaptation to climate change, and noted that the alternative to successful adaptation would be food insecurity, **forced migration** and social fragility. Skills gaps and shortages were flagged as a potential bottleneck in the structural transformation in production systems that is needed to fight climate change. There need to be intensified efforts to identify emerging requirements, upgrade skills and qualifications for existing occupations, and develop plans to anticipate skills needed in the future. Analysis of related policy areas, in particular, labour migration, would support this skills development and exchange phase of a just transition.

26. International Law Commission Draft Articles on the Protection of Persons in the Event of Disasters

Access: http://legal.un.org/ilc/texts/instruments/word_files/english/draft_articles/6_3_2016.doc

The International Law Commission at its 68th Session in 2016 adopted a set of draft articles on the 'Protection of persons in the event of disasters' that were presented to the United Nations General Assembly (UNGA). The UNGA decided to include in the provisional agenda of its 73rd Session in 2018 an item entitled "Protection of persons in the event of disasters."

The process of elaborating the draft articles started in 2006 at the Commission's fifty-eighth session, where, on the basis of the recommendation of a Working Group on the long-term programme of work, the topic "Protection of persons in the event of disasters" was identified for inclusion in the Commission's long-term programme of work. In 2007, it was decided to include the topic on the long-term programme of work and a Special Rapporteur was assigned. The Special Rapporteur produced eight reports that led to the elaboration of several of these draft articles. The Eighth Report from 2016 outlined the final Draft Articles as well as comments and suggestions from Member States, which the Commission adopted and put forward to the UNGA.

1. The Draft Articles include existing obligations of States in international law, grounded in human rights, to protect persons displaced in the context of disasters, as well as measures to prevent and minimize displacement. In addition, the articles also call for inter-state cooperation to receive and offer assistance in case of disasters.

2. While the link to climate change is not explicit in the draft articles, the Commentary[54] explains that Article 9 is based on State's obligations, including under the Paris Agreement and regional climate change frameworks:

> *"Article 9 Reduction of the risk of disasters: 1. Each State shall reduce the risk of disasters by taking appropriate measures, including through legislation and regulations, to prevent, mitigate, and prepare for disasters. 2. Disaster risk reduction measures include the conduct of risk assessments, the collection and dissemination of risk and past loss information, and the installation and operation of early warning systems."*

The ILC recommended to the UNGA to elaborate a convention on the basis of the draft articles on the protection of persons in the event of disasters. The UNGA in Resolution 71/141 of 13 December 2016 took note of the draft articles and invited Governments to submit comments on the recommendation made by the Commission to elaborate a convention, meanwhile deciding to include in the provisional agenda of its seventy-third session in 2018 an item entitled "Protection of persons in the event of disasters". This discussion will take place before the formal adoption of the Global Compact for Safe, Orderly and Regular Migration and around the same time as the adoption of the Global Compact for Refugees. If Member States decide to move forward and develop a convention, this could represent an important opportunity to ensure that climate change and displacement concerns are integrated.

27. United Nations Declaration on the Rights of Indigenous Peoples[55]

Access: www.un.org/development/desa/indigenouspeoples/declaration-on-the-rights-of-indigenous-peoples.html

The United Nations Declaration on the Rights of Indigenous Peoples was adopted in September 2007 by the UN General Assembly (A/RES/61/295). The Declaration establishes a universal framework of minimum standards for the survival, dignity and well-being of the Indigenous peoples of the world, while expounding on existing human rights standards and fundamental freedoms as they apply to the specific situation of Indigenous peoples.

1. While the Declaration does not directly connect issues of migration and climate change, it does emphasize the importance of the environment for Indigenous peoples, who sometimes are forced to move:

> *"Recognizing that respect for indigenous knowledge, cultures and traditional practices contributes to sustainable and **equitable development and proper management of the environment**,*

---

[54] International Law Commission. 2016. *Draft articles on the protection of persons in the event of disasters, with commentaries 2016*. Available from legal.un.org/docs/?path=../ilc/texts/instruments/english/commentaries/6_3_2016.pdf&lang=EF.

[55] With inputs provided by Ms. Terri Henry, Member of the United Nations Permanent Forum on Indigenous Issues (UNPFII), available from www.environmentalmigration.iom.int/iom-pdd-task-force-displacement-stakeholder-meeting.

*Article 29 1. Indigenous peoples **have the right to the conservation and protection of the environment** and the productive capacity of their lands or territories and resources. States shall establish and implement assistance programmes for indigenous peoples for such conservation and protection, without discrimination.*

*3. States shall provide effective mechanisms for just and fair redress for any such activities, and appropriate measures shall be taken **to mitigate adverse environmental**, economic, social, cultural or spiritual impact."*

2. The adoption of the **Paris Agreement** on 12 December 2015 at COP21 in France brought attention to the positive role of indigenous peoples in addressing climate change. 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, [...] **the rights of indigenous peoples**, [...]."*[56]

A key outcome from the Paris Agreement was a COP decision to establish a knowledge sharing platform for Indigenous peoples. During the UN climate negotiations in Bonn in November 2017 (COP23), country representatives worked in close collaboration with indigenous peoples to turn the *Local Communities and Indigenous Peoples* platform established in Paris into reality.

3. The **United Nations Permanent Forum on Indigenous Issues (UNPFII)** was established by the Economic and Social Council (ECOSOC) in 2000 as an advisory body to the Council. The Permanent Forum is one of three UN bodies that is mandated to deal specifically with indigenous peoples' issues. The others are the Expert Mechanism on the Rights of Indigenous Peoples and the Special Rapporteur Rights of Indigenous Peoples.

The members of the UNPFII have issued reports and recommendations on migration, cross border and internal displacement of Indigenous People as a result of climate change, impacts of militarization, extractive industries, development, environmental degradation, paying particular attention to these impacts on Indigenous children and youth.

The Seventh Session of the UNPFII focused on the special theme: *Climate change, bio-cultural diversity and livelihoods: the stewardship role of indigenous peoples and new challenges*, **which also addressed environmental migration:**

*"47. **The Permanent Forum is concerned about the growing impacts of climate change and environmental degradation on the lives and livelihoods of indigenous peoples around the world**. The Forum recommends that the International Organization for Migration and other relevant organizations provide technical cooperation and operational assistance to those Governments and communities planning organized **migration management solutions for climate change and environmental refugees and migrants**, giving priority, according to the principle of free, prior and informed consent, to the assisted voluntary resettlement and reintegration of those indigenous communities whose territories are no longer inhabitable."*

These developments are encouraging, but more needs to be done for the full accomplishment of Indigenous peoples' rights. While there are a few reported national achievements in implementation of the UNDRIP, Indigenous peoples face great pressures at the local level. In most cases there are no national policies addressing Indigenous peoples or no recognition of Indigenous peoples within some national borders. Where national policies exist, in some instances, they are implemented in conflict with

---

[56] See the *Preamble of the Paris Agreement*, available from
http://unfccc.int/files/meetings/paris_nov_2015/application/pdf/paris_agreement_english_.pdf.

international human rights commitments, including the UNDRIP and *ILO Convention No. 169*. The current state of recognition and participation of Indigenous governing institutions is also uneven across the globe. While Member States have been developing strategies and plans for the effects of climate change from a national and international policy perspective, Indigenous communities are often overlooked or ignored during planning or at crisis stages. Indigenous peoples' collective rights to lands, territories and resources, are often ignored.

28. Geneva Pledge for Human Rights in Climate Action

Access: www.climaterights.org/our-work/unfccc/geneva-pledge/

https://www.rree.go.cr/?sec=politica%20internacional&cat=ejes%20accion&cont=960

The Geneva Pledge on Human Rights in Climate Action, led by Costa Rica, was launched during the meeting of the Ad Hoc Working Group for the Durban Platform for Enhanced Action in February 2015.

In the Pledge, which was initially signed by 18 countries and has since reached 30 signatories, countries commit to encourage the sharing of best practices, knowledge and expertise between human rights and climate experts at the national level. They pledge to facilitate exchange among their representatives at the Human Rights Council (HRC) and at the UNFCCC negotiations. Regular meetings of the signatories have been held since February 2015, both in Geneva and in parallel to the climate negotiations.

The Pledge does not explicitly acknowledge the link between human mobility and climate change and human rights. However, some of the signatories of the pledge, including, Costa Rica, Fiji, France, Germany, Maldives, Mexico, Morocco, Philippines and Switzerland, are also active parties in initiatives considering climate change and mobility concerns, such as the Platform on Disaster Displacement (PDD) or the Migrants in Countries in Crisis (MICIC) Initiative. Therefore, there is an opportunity for these States to ensure that they coherently put forward issues of climate and human mobility across their various platforms of engagement.