



# FROM RECOGNITION

# TO ACTION

## Climate Change and Human Mobility

### Twenty-fourth session of the United Nations Framework Convention on Climate Change (UNFCCC) Conference of the Parties (COP 24) Katowice, Poland, 2–14 December 2018

These messages were developed by the Advisory Group on Climate Change and Human Mobility, with contributions from other civil society and UN organisations.<sup>i</sup>

#### WHAT SHOULD STATES DO AT COP24?

**COP 24 represents a unique opportunity for Parties to move from recognition of climate change-related human mobility (migration, displacement, planned relocation),<sup>ii</sup> notably in the COP Decision accompanying the Paris agreement, the Cancun Adaptation Framework and the Doha decision on loss and damage, to concrete action.**

- The Intergovernmental Panel on Climate Change (IPCC) Special Report on Global Warming of 1.5 °C clearly states that **it is urgent to act now to avert and minimize climate change adverse impacts on human systems**. The report found that the impacts of 1.5°C would disproportionately affect disadvantaged and vulnerable populations through food insecurity, higher food prices, income losses, lost livelihood opportunities, adverse health impacts, and population displacements and increase further with 2°C.<sup>iii</sup>
- COP21 requested the Executive Committee of the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts (the Executive Committee of the WIM) to establish 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. The **Task Force on Displacement<sup>iv</sup>** has now delivered on this mandate, and the recommendations on integrated approaches have been forwarded by the Executive Committee for consideration by Parties in Katowice, Poland, on 3-14 December 2018.<sup>v</sup> **We fully support the recommendations submitted by the Executive Committee of the WIM and they should be adopted and maintained in their entirety as they form a set of integrated measures and activities.**

- We **support the continuation of work of the Task Force on Displacement** to ensure full implementation of the recommendation and encourage **new terms of reference** to ensure that membership of the Task Force includes stronger representation of **civil society, affected people, climate vulnerable communities including indigenous groups, women and youth organizations, the scientific community** as well as participation of displaced and migrant representatives. We further encourage that broader consultation mechanisms are in place beyond direct membership.
- **Human mobility needs to be addressed in the whole UNFCCC spectrum** – it is an issue of adaptation, mitigation, loss and damage, finance, and capacity building:
  - **Mitigation:** We encourage States to **address the underlying causes** that force people to move in response to climate change and environmental factors and take effective measures to limit ongoing and future harms by **pursuing ambitious climate change mitigation** in line with their commitments under the Paris Agreement and the UNFCCC. Keeping global warming **below 1.5°C** is a prerequisite to avert displacement.
  - **Adaptation:** We encourage States to **facilitate action and support for integrating human mobility challenges and opportunities into national planning processes**, including the process to formulate and implement **National Adaptation Plans (NAPs)**, by drawing upon available tools, guidance, and good practices.
  - **Loss and Damage:** We support the **WIM to continue working on human mobility in its five year rolling workplan** strategic workstream (D) ‘Enhanced cooperation and facilitation in relation to human mobility, including migration, displacement and planned relocation’ and to **find synergies with other work streams** in its workplan, including on slow onset events and finance.
  - **Finance:** We encourage **UNFCCC funding mechanisms to examine ways they can support human mobility, including planning and implementation of the Task Force on displacement recommendations**. We further encourage to explore the **creation of a dedicated funding mechanism to support vulnerable countries** in averting, minimizing and addressing displacement. Funding should benefit to affected and most vulnerable communities.
  - **Capacity building:** As recommended by the Task Force on displacement, **facilitate capacity-building of developing countries related to internal displacement and to mapping of risks of displacement, and identification and implementation of integrated approaches** to avert, minimize and address displacement.
- We encourage States to **ensure policy coherence** with other policy processes, including the UN Global Compact for Safe, Orderly, and Regular Migration (GCM), the Global Compact for Refugees, the Sendai Framework for Disaster Risk Reduction, the Sustainable Development Goals, the Nansen Initiative Protection Agenda on cross-border disaster-displacement and other relevant policies and processes.

**In particular, important opportunities for synergies exist between the Task Force recommendations and the GCM that should be acted upon.** We call on Parties to take note of the relevant commitments included in the GCM, which will be presented for endorsement by UN member states in Marrakesh, Morocco on 10-11 December 2018. The compact includes commitments by governments to cooperate to address the impacts of climate change on migration and displacement including:

- (i) To minimize the adverse drivers that compel people to leave their country of origin including the adverse impacts of climate change. Actions toward that end include implementing the Paris Agreement;
- (ii) To enhance the availability and flexibility of pathways for regular migration responds to the needs of migrants in a situation of vulnerability.

## DETAILED RECOMMENDATIONS ON HUMAN MOBILITY FOR COP24

### WORK OF THE WIM TASK FORCE ON DISPLACEMENT AND THE RECOMMENDATIONS SUBMITTED BY THE WIM EXCOM FOR CONSIDERATION BY THE PARTIES

- The recommendations are comprehensive and integrated in outlining practical, achievable actions that realistically can and or should be taken to avert, minimize and address displacement, and put all stakeholders to the task. Parties in particular are invited:
  - “(i) **To consider formulating laws, policies and strategies**, as appropriate, that reflect the importance of integrated approaches to avert, minimize and address displacement related to the adverse impacts of climate change and in the broader context of human mobility, **taking into consideration their respective human rights obligations and, as appropriate, other relevant international standards and legal considerations**;
  - (ii) **To enhance research, data collection, risk analysis and sharing of information** to better map, understand and manage human mobility related to the adverse impacts of climate change in a manner that includes the participation of communities affected and at risk of displacement related to the adverse impacts of climate change;
  - (iii) **To strengthen preparedness**, including early warning systems, contingency planning, evacuation planning and resilience-building strategies and plans, and develop innovative approaches, such as forecast-based financing,<sup>3</sup> to avert, minimize and address displacement related to the adverse impacts of climate change;
  - (iv) **To integrate climate change related human mobility challenges and opportunities into national planning processes**, as appropriate, by drawing on available tools, guidance and good practices, and consider communicating these efforts undertaken, as appropriate;
  - (v) To recall the guiding principles on internal displacement and seek to **strengthen efforts to find durable solutions for internally displaced people** when working to implement integrated approaches to avert, minimize and address displacement related to the adverse impacts of climate change, as appropriate;
  - (vi) **To facilitate orderly, safe, regular and responsible migration and mobility of people**, as appropriate and in accordance with national laws and policies, in the context of climate change, by considering the needs of migrants and displaced persons, communities of origin, transit and destination, and by enhancing opportunities for regular migration pathways, including through labour mobility, consistent with international labour standards, as appropriate.”<sup>vi</sup>

### MITIGATION:

- States should **address the underlying causes** that force people to move in response to climate change and environmental factors and take effective measures to limit ongoing and future harms by **pursuing ambitious climate change mitigation** in line with their commitments under the Paris Agreement and the UNFCCC. Keeping global warming **below 1.5°C** is a prerequisite to avert displacement.
- The **Talanoa Dialogue** that takes stock of the collective efforts of Parties in relation to progress towards the long-term goal referred to in the Paris Agreement and informs the preparation of nationally determined contributions, **should recognize the impacts of climate change on populations**, including displacement. COP 24 will mark the completion of the Dialogue by wrapping up its preparatory phase and conducting the political phase, which will include ministerial round tables.
- The next round of **Nationally Determined Contributions (NDCs)** to be submitted in 2020 should be aligned with Disaster Risk Reduction (DRR) Strategies also to be developed by 2020 (as per Sendai Framework), and **should include measures to avert, minimize and address displacement**.

- States must provide **effective mechanisms to prevent and redress human rights harms** resulting from the adverse effects of climate change, and from climate change mitigation and adaptation. **Accountability should also include businesses and non-State actors** that have contributed to the causes of climate change or violated human rights in their mitigation and adaptation actions.

## ADAPTATION:

- As recommended by the Task Force on displacement, **facilitate action and support for integrating human mobility challenges and opportunities into national planning processes**, including the process to formulate and implement **National Adaptation Plans (NAPs)**, by drawing upon available tools, guidance, and good practices; and consider communicating efforts undertaken through inter alia, National Communications, Adaptation Communications and Nationally Determined Contribution.
- Adaptation efforts to address human mobility in the context of climate change should seek to **protect rights, strengthen social protection systems, reduce disaster risk and exposure, and increase adaptive capacity**.
- States should take steps to **reduce existing vulnerabilities and build resilience**.
- **Safeguarding and restoring fragile ecosystems**, such as wetlands, is a key adaptation strategy to address human mobility and security issues.
- States should **provide effective mechanisms to prevent and redress human rights harms** resulting from the adverse effects of climate change, and from climate change mitigation and adaptation, **including access to justice and effective remedies**.

## LOSS AND DAMAGE:

- **Call for a COP24 decision to adopt, implement and maintain in their entirety the recommendations submitted by the WIM Excom** on integrated approaches to avert, minimize and address displacement related to the adverse impacts of climate change, drawing on the work **of the Task Force on Displacement** as they form a set of integrated measures and activities that are practical, achievable and realistically can avert, minimize and address displacement, and put all stakeholders to the task.
- We support the **WIM to continue working on human mobility in its five year rolling workplan** strategic workstream (D) 'Enhanced cooperation and facilitation in relation to human mobility, including migration, displacement and planned relocation' and to **find synergies with other work streams** in its workplan, including on slow onset events and finance.
- We support the continuation of work of the Task Force on Displacement (TfD) to ensure full implementation of the recommendation and encourage new **terms of reference** to ensure that membership of the TfD includes stronger representation **of civil society, affected populations, climate vulnerable communities and the scientific community** as well as participation of displaced and migrant representatives **in the TfD and other mechanisms supporting the implementation of its recommendations**. We further encourage that broader consultation mechanisms are in place beyond direct membership.
- The **guidance for the review of the WIM in 2019** have to be provided at COP24 and **should include finance options for loss and damage, including human mobility**.

## FINANCE:

- **Ensure financial support is provided to fully implement the Task Force recommendations**.
- We welcome the WIM Excom decision to gather inputs on sources of financial support they are providing for planning and implementation of integrated approaches to avert, minimize and address displacement related to the adverse impacts of climate change in a technical document, as a first step. We also welcome the decision of the WIM Excom in collaboration with the Standing Committee on Finance and relevant



organizations to facilitate mobilization of financial resources for developing country Parties to avert, minimize and address displacement related to the adverse effects of climate change.

- We further **encourage UNFCCC funding mechanisms to examine ways they can support planning and implementation of the Task Force on displacement recommendations**, including: Adaptation fund, long-term climate finance, GEF, CGF.
- In particular, we encourage the creation of a dedicated funding mechanism to support vulnerable countries in averting, minimizing and addressing displacement.
- We further encourage donor governments, multi-lateral banks, the private sector, and the philanthropic community to develop and/or expand upon innovative financing mechanisms to support adaptation and resilience such as pooled funds to promote the resilience of climate-vulnerable communities, other examples, etc.

## CAPACITY BUILDING:

- As recommended by the Task Force on displacement, **facilitate capacity-building of developing countries related to internal displacement and to mapping of risks of displacement, and identification and implementation of integrated approaches** to avert, minimize and address displacement.
- We encourage Parties to **raise the need for capacity building on human mobility in the dialogue on article 6 Action for climate empowerment, the 7th Durban Forum on capacity-building and in the discussions on the Annual technical progress report of the Paris Committee on Capacity-building**.
- Needs of support through capacity of vulnerable countries should be further assessed to ensure provision of capacity building tailored to their specific needs.
- Facilitate knowledge production and knowledge sharing on integrated approaches to avert, minimize and address displacement, including addressing the gaps identified by the report of the task force on displacement.

## ENHANCING OF POLICY COHERENCE:

- The final draft of the **Global Compact for Safe, Orderly and Regular Migration (GCM)** to be adopted in Morocco on 10 and 11 December 2018 represents the first intergovernmentally negotiated agreement, prepared under the auspices of the UN, to cover all dimensions of international migration in a holistic and comprehensive manner.<sup>vii</sup> 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. The draft includes a specific paragraph on disasters, climate change and environmental degradation and contains multiple references to migration and displacement, articulating a wide and comprehensive understanding of the challenges linked to the environment-migration nexus. Slow onset environmental degradation, 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 adaptation measures in countries of origin; 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 governance tool in the context of climate change. **The final text also calls for policy coherence, highlighting that the GCM, as a non-binding framework, rests on a number of binding international legal obligations and global instruments related to climate change, disaster and environmental governance, notably the UNFCCC and the Paris Agreement.**<sup>viii</sup>
- 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. The final text of the

GCR recognizes that “environmental degradation and natural disasters increasingly interact with the drivers of refugee movements” and ensures protection for all people displaced, including in the context of climate change and disaster. The GCR further makes reference to the need to reduce disaster risks; and to preparedness measures to take into account global, regional and national early warning and early action mechanisms, and measures to enhance evidence-based forecasting of future movements and emergencies. Further, it notes that States ‘may seek support from the international community to address’ complex challenges that arise from such situations. **GCM and GCR constitute a strong basis from which to address Climate Change and Disaster Displacement issues.**

- The **Sendai Framework for Disaster Risk Reduction 2015-2030** includes a number of measures related to human mobility, including the need to address displacement in disaster risk reduction policies and strategies. A Words into Action Guide is available to support States to integrate displacement and other related forms of human mobility into their national and local DRR strategies due by 2020.<sup>ix</sup>
- Other relevant policy processes include:
  - The Human Rights Council (HRC) that adopted on 7 July 2017 a resolution on ‘Human Rights and Climate Change’ looking at the issues of migrants and persons displaced across international borders. The Office of the High Commissioner for Human Rights (OHCHR) has organized panel discussions on human rights, climate change, and migration and have produced several normative and practical guidelines on these issues.
  - 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.
  - 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 climate change and disaster displacement.
  - 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).
  - The Platform on Disaster displacement is following up on the work started by the Nansen Initiative consultative process to implement the recommendations of the Nansen Initiative Protection Agenda on cross-border disaster displacement, endorsed by 109 governmental delegations during a Global Consultation in October 2015.
- To **improve coherence in the UN system**, we support the Task Force on Displacement recommendation to “invite the UN Secretary General to consider steps for greater coherence in the UN system to address human mobility in the context of climate change, including **consideration of a system wide strategic review** for this purpose, and to facilitate inclusion of integrated approaches to avert, minimise and address displacement related to the adverse impacts of climate change in the work of the envisaged high-level panel on internally displaced persons.”

*The Advisory Group remains available for any further information on these messages and stands ready to provide technical support to UNFCCC Parties for further implementation of the recommendations of the Task Force on displacement and continuation of the work of the WIM ExCom on this issue.*

*For further information, please contact [nrcgeneva.policy@nrc.no](mailto:nrcgeneva.policy@nrc.no)*

## FOOTNOTES

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<sup>i</sup> The Advisory Group group is composed of the United Nations' High Commissioner for Refugees (UNHCR), the International Organization for Migration (IOM), the United Nations University Institute for Environment and Human Security (UNU-EHS), the Norwegian Refugee Council and the Internal Displacement Monitoring Centre (NRC, IDMC), Refugees International, the Hugo Observatory and the Arab Network for Environment and Development (RAED). The group shares most recent available knowledge and provides technical support to UNFCCC Parties on human mobility related to climate change. Contributors to these messages include the Alaska Institute for Justice, Centre national de coopération au développement CNCD 11.11.11, COAST Bangladesh, Elena Correa, the Office of the United Nations High Commissioner for Human Rights (OHCHR), Tuvalu Overview, and Wetlands International.

<sup>ii</sup> Migration and displacement can take the forms of both cross border movement or internal displacement. There are also different forms of relocation, relocation after extreme weather events and planned relocation before displacement occurs.

<sup>iii</sup> IPCC SR1.5, Technical Summary p.22

<sup>iv</sup> The Task Force on displacement is composed of the International Labour Organization, the International Federation of Red Cross and Red Crescent Societies, IOM, PDD, the United Nations Development Programme, UNHCR, and the Civil society group as represented by the Advisory Group on Climate Change and Human Mobility, the UNFCCC NGO constituency group 'Local government and municipal authorities', the Adaptation Committee of the UNFCCC, the Least Developed Countries Expert Group of the UNFCCC, Parties of the Executive Committee of the Warsaw International Mechanism of the UNFCCC. For more information about the mandate, institutional arrangements, and ongoing work of the Task Force, visit: <http://unfccc.int/9978>

<sup>v</sup> <https://unfccc.int/sites/default/files/resource/1e.pdf>

<sup>vi</sup> See the Report of the Task Force on Displacement, available here :  
[https://unfccc.int/sites/default/files/resource/2018\\_TFD\\_report\\_17\\_Sep.pdf](https://unfccc.int/sites/default/files/resource/2018_TFD_report_17_Sep.pdf)

<sup>vii</sup> The final draft of the Global Compact for Safe, Orderly and Regular Migration (GCM) is available at :  
[https://refugeesmigrants.un.org/sites/default/files/180711\\_final\\_draft\\_0.pdf](https://refugeesmigrants.un.org/sites/default/files/180711_final_draft_0.pdf)

<sup>viii</sup> See the Report of the Task Force on Displacement, available here :  
[https://unfccc.int/sites/default/files/resource/2018\\_TFD\\_report\\_17\\_Sep.pdf](https://unfccc.int/sites/default/files/resource/2018_TFD_report_17_Sep.pdf) See in particular section IV, A « Mapping Human Mobility and Climate Change in Relevant National Policies and Institutional Frameworks in the context of Activity I.1 »

<sup>ix</sup> The Words into Action guidance "Disaster displacement: How to reduce risk, address impacts and strengthen resilience" is available at: <https://www.unisdr.org/we/inform/publications/58821>