



HUMAN MOBILITY IN THE CONTEXT OF CLIMATE CHANGE

RECOMMENDATIONS FROM THE ADVISORY GROUP ON
CLIMATE CHANGE AND HUMAN MOBILITY COP 20 LIMA, PERU

The Advisory group is composed of UNHCR, IOM, UNU-EHS, UNDP, ILO,
NRC/IDMC, Sciences Po-CERI and Refugees International



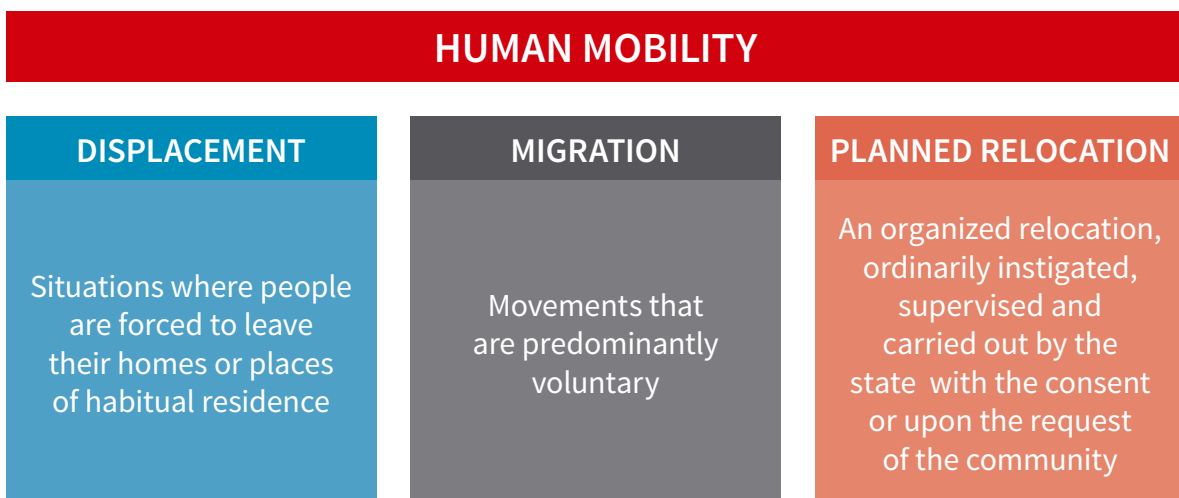


Introduction

Climate change is a driver of human mobility and is expected to increase the displacement of populations. COP20 in Lima is an opportune moment for policy makers to ensure that adaptation measures are taken to prevent and mitigate displacement in the context of climate change, including through migration as an adaptation strategy and planned relocation as an adaptation measure of last resort.

The last **Intergovernmental Panel on Climate Change (IPCC)** report includes, for the first time, a chapter addressing human security, including aspects pertaining to migration and mobility. “Climate change is projected to increase the displacement of people throughout this century. The risk of displacement increases when populations who lack the resources to migrate experience higher exposure to extreme weather events, in both rural and urban areas, particularly in low-income developing countries. Changes in migration patterns can be responses to both extreme weather events and longer-term climate variability and change, and migration can also be an effective adaptation strategy.”¹

Key concepts



¹ According to the IPCC’s Working Group II Contribution to the Fifth Assessment Report, released in March 2014: IPCC 5AR, WG2, Volume 1, Chapter 12, (2014), available at: <http://www.ipcc.ch/report/ar5/wg2>

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Entry points to the UNFCCC Convention mechanisms

1.1 The Cancun Adaptation Framework and Human mobility

In 2010, the Conference of Parties (COP) to the UNFCCC, meeting in Cancun (COP 16), recognized the potential impact of climate change on the movement of people and invited Parties (paragraph 14(f)): “to enhance action on adaptation under the Cancun Adaptation Framework [...] 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 national, regional and international levels.”

The Advisory group has identified both National Adaptation Plans and the Nairobi Work program as entry points for the issue of climate change related human mobility.

1.1.1 National Adaptation Plans

The national adaptation plan (NAP) process was established under the Cancun Adaptation Framework (CAF). It enables Parties to formulate and implement national adaptation plans (NAPs) as a means of identifying medium- and long-term adaptation needs and developing and implementing strategies and programmes to address those needs.

National governments are primarily responsible for protecting those who are displaced within their countries of residence and they should prevent and avoid conditions that might lead to displacement. They should assess how climate change will impact human mobility and plan accordingly to ensure that individuals, households and communities can remain in their original settlements for as long as possible in a manner fully consistent with their rights.

The outcomes of the Nansen Initiative consultative process on human mobility in the context of disasters and climate change have emphasized the need for and the importance of integrating human mobility considerations into National Adaptation Plans. For example, participating governments in the Pacific Regional Consultation that took place from 21-24 May 2013 in Rarotonga, Cook Islands recommended integrating “voluntary migration, forced displacement, and planned relocation within national laws and policies, such as National Adaptation Plans”². Similarly, other Regional Consultations in Central America, the Greater Horn of Africa, and Southeast Asia have highlighted the importance of incorporating human mobility considerations into National Adaptation Plans.

² <http://goo.gl/y1vtXK>



The outcomes of the regional consultations have also emphasized that while preparing for and responding to displacement when it occurs is crucial, states and regional organizations need a set of policy options that address the spectrum of human mobility that can be implemented before displacement or other forms of “vulnerable” movements occur. Anticipatory planning such as national adaptation process is crucial to preventing or mitigating displacement, reducing vulnerability, and strengthening the resilience of communities.

This section builds upon the Policy Brief published jointly by the Nansen Initiative and the United Nations University (UNU) that examines the available options for coordinating and linking human mobility issues with climate change–related policies and planning, in particular, the development of national adaptation plans.³

Migration as an adaptation strategy

Migration is often assumed to result from the failure to adapt to a changing environment. However, migration can be a positive coping and survival strategy that, for example, allows rural household income sources to be diversified (i.e. remittances used to take resilience measures at household level), reduces pressures on fragile eco-systems, and leads to positive development impacts.

The adaptive capacity of vulnerable households and communities can be improved, for example through training to help people access jobs on the global labour market or through providing special visa categories for people from specific areas affected by climate change. This would support migration as an informed choice, rather than as a forced decision in the absence of alternative adaptation options that would enhance their resilience.

The International Organization for Migration (IOM) has developed guidelines for integrating migration into National Adaptation Plans to climate change and identified that both community stabilization and facilitating migration are essential stages of the process. Strengthening the resilience of communities requires context-specific solutions that can increase the relevance of local knowledge and livelihood strategies, in particular those based on local natural resources. Facilitating migration requires a long-term strategy. This may include fostering labour migration programs and creating incentives to remittances and diaspora contributions to adaptation.

³ <http://www.ehs.unu.edu/file/get/11786.pdf>

Planned relocation as an adaptation measure of last resort

While it should be a goal that people are enabled to remain in their homes, governments may determine that a community (as distinct from an individual or household) needs to be physically moved to another location and sustainably resettled in order to be protected from the effects of climate change. This should always be based on a thorough vulnerability and risk-assessment in both the home area and the proposed area for resettlement.

Planning for relocation also involves the consultation with and participation of affected communities, including both relocating communities and those living in the relocating areas. It requires the creation of an enabling environment, including a legal basis for undertaking planned relocation, capacity-building, institutionalization, and a whole-of-government approach to ensure a human rights-based approach to this process. The UN Refugee Agency, the Brookings Institution and Georgetown University, together with experts and States have developed guidance and practical tools for States and supporting actors including the following recommendations⁴:

1. Planned relocation should generally be a measure of last resort;
2. There should be early identification of people exposed to disasters and other impacts of climate change or affected by mitigation and adaptation projects associated with climate change;
3. Planning for relocation is essential and requires the creation of an enabling environment, including a legal basis for undertaking planned relocation, capacity-building, institutionalization, and a whole-of-government approach;
4. Planned relocation should be integrated into national strategies, plans, laws and policies, including those relating to land use, disaster risk management, climate change adaptation, national action plans under the United Nations Framework Convention on Climate Change, development and internal displacement;
5. There should be mechanisms for determining when planned relocation should occur, including appropriate vulnerability and risk-assessment activities;
6. Decision-making and consent mechanisms should be established that enable consultation with and participation of affected communities, including the relocating and host communities;
7. There should be a human rights-based approach to planned relocation;
8. The vulnerabilities of various constituencies during different phases of the process i.e. before, during, and following planned relocation, should be ascertained;
9. The sustainability of planned relocation should be assured through adequate attention to site selection, livelihoods, integration (identity and culture) and host communities, among other factors;
10. Equitable compensation schemes that are attuned to the needs of affected populations should be created;
11. Independent, short- and long-term, quantitative and qualitative monitoring and evaluation systems should be created to assess the impacts and outcomes of planned relocation;
12. Mechanisms should be established to ensure accountability of decision-makers and other relevant actors and to provide remedies to affected populations;
13. Adequate funding and strategies should be put in place to allocate and mobilize funds for planned relocation.

⁴ UNHCR, Brookings-LSE Project on Internal Displacement (Brookings Institution) and Georgetown University's Institute for the Study of International Migration (ISIM) organized in March 2014 an expert consultation, with strong support from the World Bank and IOM, on 'Planned Relocation, Disasters and Climate Change: Consolidating Good Practices and Preparing for the Future' the report is available here: <http://www.unhcr.org/54082cc69.html>

1.1.2 Nairobi Work Program

The Nairobi Work Program (NWP) was established at COP11 (December 2005) as a mechanism under the Convention to facilitate and catalyze the development and dissemination of information and knowledge that would inform and support adaptation policies and practices. Through its diverse range of modalities, the Nairobi work programme provides unique opportunities for linking relevant institutions, processes, resources and expertise outside the Convention to respond to adaptation knowledge needs arising from the implementation of the various workstreams under the Convention and identified by the Parties.

For consideration by the Subsidiary Body for Scientific and Technological Advice (SBSTA) in Lima, the Advisory Group has submitted its views on available and implemented tools and methods, good practices and lessons learnt for adaptation planning processes addressing human settlements, including on monitoring and evaluation.⁵ These views were compiled in a Synthesis report on methods and tools for, and good practices and lessons learned relating to, adaptation planning processes addressing ecosystems, human settlements, water resources and health, and good practices and lessons learned related to processes and structures for linking national and local adaptation planning.⁶ The Advisory group would like to emphasize and support the following points mentioned in the above-mentioned report:

II. Methods and tools for adaptation planning processes addressing ecosystems, human settlement, water resources and health

B. Available and implemented methods and tools for assessment

2. Addressing human settlements

13. Many different methods and tools have been developed and employed for the provision of data and information on understanding climate-induced vulnerability and risk to human settlements. The Norwegian Refugee Council and its Internal Displacement Monitoring Centre (IDMC), for example, have produced global and regional analyses of existing patterns of displacement associated with climate-related hazards. The Institute for Social and Environmental Transition–International (ISET) employs a unique approach to investigating hazards, vulnerabilities and frequencies, which relates future climatic events and the associated return periods to risk reduction features, and has guided research work on the economic returns of climate resilience development pathways.

C. Available methods and tools for planning

2. Addressing human settlements

28. The submissions include examples of guidance documents for adaptation planning addressing human settlements and human mobility issues. The United Nations University and the Nansen Initiative, in collaboration with the International Organization for Migration (IOM) and the United Nations High Commissioner for Refugees (UNHCR) and a number of other organizations, developed a policy brief on integrating human mobility issues into national adaptation plans.⁷

⁵ <http://unfccc.int/resource/docs/2014/smsn/un/160.pdf>

⁶ <http://unfccc.int/resource/docs/2014/sbsta/eng/04.pdf>

⁷ Available at: <http://ehs.unu.edu/file/get/11800.pdf>



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29. With regard to tools for identifying and appraising adaptation options, IDMC has developed a probability model that estimates the likelihood of future displacement. The model is based on the scale of displacement related to reported disasters. This research and modelling includes a decision support tool that simulates real time impacts of climate hazards, demographic trends and different policies and interventions on pastoralist livelihoods and displacement, and can be used to evaluate the effectiveness of different adaptation strategies under different climate scenarios. The Framework for Assessing, Monitoring and Evaluating the Environment in Refugee-related Operations, developed by UNHCR and CARE International, is another example of such a tool.⁸ It has been tested with partners in post-conflict and post-disaster situations, primarily in Africa and Asia, and has produced tools and guidelines that help managers and field practitioners address environmental issues and concerns, from contingency planning to potential responses to situations where camps are closed and rehabilitated.

30. A wide range of approaches to integrating adaptation and development planning have been shared in the submissions. For example, IOM is working closely with its member States to advocate for the inclusion of human mobility issues in adaptation planning, and is supporting them with technical expertise so they can include these questions in national policy development. IOM collaborated with the Government of the Federated States of Micronesia to design a new integrated policy that refers to human mobility, climate change, disaster risk reduction and sustainable development. IDMC has also undertaken research work on how human mobility has been addressed within existing national adaptation programmes of action (NAPAs), national adaptation plans and other related laws and policy instruments in the Pacific. This led to developing recommendations for Parties on how they can increase the effectiveness of adaptation strategies with respect to preventing and responding to climate change induced displacement.

31. In relation to strengthening the capacity of policymakers and practitioners, IOM has developed a comprehensive training curriculum on migration, environment and climate change for policymakers and practitioners across different areas: migration, climate, adaptation and disaster risk reduction. To date, training sessions have been held in East Africa, Asia Pacific and Latin America.

⁸ See: <http://www.unhcr.org/4a97d1039.html>

III. Good practices and lessons learned, related to adaptation planning processes, including monitoring and evaluation, addressing the four issues of ecosystems, human settlements, water resources and health

39. One of the key lessons learned concerns the need to develop an integrated approach to climate change response and development and to integrate adaptation planning and practices across sectors.

40. Effective coordination and clarity on roles and responsibilities among environment and sectoral and/or other ministries and between various governance levels is essential to achieving effective planning and implementation of adaptation actions (e.g. organization of regular meetings of inter-ministerial and other working groups).

41. Involvement of stakeholders, including both government and non-government stakeholders, is key to ensuring effective adaptation planning processes.

42. Non-governmental stakeholders can provide an important pathway for building resilience, especially when there are challenges or limits to working directly with governments.

43. Knowledge gaps, including those related to information on costs and benefits of adaptation, risks and uncertainties, vulnerability at local level, and data for monitoring and evaluation should be addressed through coordinated research and effective sharing of available information and experiences (e.g. through international, regional or national adaptation platforms).

44. With respect to assessment and planning, understanding the vulnerabilities, capacities and development priorities and aspirations of people, and accessing and interpreting climate information from past trends and future scenarios into accessible and usable messages relevant to the local conditions, is critical to achieving climate-resilient development.

45. The following good practices have emerged with respect to implementing targeted adaptation actions:

(d) The results of Nansen Initiative's consultations in the Pacific, Central America, and the Greater Horn of Africa have demonstrated the importance of incorporating human mobility, including voluntary migration and planned relocation, into national adaptation plans. Voluntary migration, whether circular, temporary, or permanent, can be a potentially positive form of adaptation to climate change. On the other hand, planned relocation, if well managed and undertaken in a participatory fashion, could be an effective strategy for assisting communities in adapting to climate change impacts;

46. Monitoring and evaluation is important for the effectiveness and efficiency of action plans.

47. Lessons learned on facilitating the national adaptation plan process were also presented in the submissions

IV. Good practices and lessons learned, related to processes and structures for linking national and local adaptation planning

50. Institutional frameworks and processes are in place in certain countries for strengthening the link between national and local adaptation planning. They include:

- (d) With a view to developing activities related to the integration of human mobility issues into national and local adaptation and territorial development planning, IOM and the Colombian Ministry of Environment organized a workshop that brought together different national and local level actors, such as ministerial officials and representatives of local civil society in the field. This event constituted a first step towards linking national and local adaptation planning with a focus on migration/mobility, and is potentially an example that can be replicated in the future in other countries.

51. Another key opportunity for linking local and national adaptation processes is through the provision of funding and/or direct access to funding.

52. The focus on disaster risk reduction provides a useful entry point for strengthening the link between local and national adaptation planning.

53. Integrating climate change adaptation considerations into sectoral and development planning processes of local bodies and governments also helps to strengthen the linkage between local and national adaptation planning.

54. Several key lessons have emerged on developing and strengthening partnerships and collaboration between different stakeholders

56. One of the key messages is the importance of integrating adaptation planning into development and sector planning and implementation.

59. One of the key messages is that partnerships and “working with others” is often a key factor in successful adaptation.”

1.1.3 Loss and Damage

As part of the Cancun Adaptation Framework, the COP initiated, in 2010, consideration on approaches to address loss and damage associated with climate change impacts in developing countries that are particularly vulnerable to the adverse effects of climate change.

Based on a technical paper on non-economic losses⁹ that identified human mobility as a loss and damage, COP 18 (November 2012) invited Parties for “further work to advance the understanding of and expertise on loss and damage, which includes [...] Enhancing the understanding of [...] How impacts of climate change are affecting patterns of migration, displacement and human mobility;”.

Following two years of deliberations on this issue, COP19 (November 2013) established the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts, as the main vehicle under the Convention to promote the implementation of approaches to address loss and damage in a comprehensive, integrated and coherent manner. In order to guide the implementation of functions of the Warsaw International Mechanism for Loss and Damage, Parties established an Executive Committee at COP 19. The composition of and procedures for the Executive Committee as well as the adoption of the first two-years work programme of the Executive Committee will be decided at COP 20 (December 2014).

⁹ FCCC/TP/2013/2

The Advisory Group participated to the drafting of the work programme to be adopted by the COP20 in December 2014 during, the Executive Committee first two initial meetings suggesting one of the activities on human mobility. The initial two year workplan of the Executive Committee of the Warsaw International Mechanism includes:¹⁰

6. Enhance understanding and expertise - and their application - of how impacts of climate change are affecting patterns of migration, displacement and human mobility

→ JAN-JUN 2015

Invite relevant organizations and experts to provide scientific information on projected migration and displacement based on projected climate and non-climate related impacts in vulnerable populations.

Expected result: Enhanced understanding, based on sound science, of migration and displacement, including of characteristics of vulnerable populations who may become mobile related to climate change impacts

→ JAN-JUN 2016

Invite UN organizations, expert bodies, and relevant initiatives to collaborate with the Executive Committee to distil relevant information, lessons learned, and good practices from their activities

Expected result: Enhanced understanding and collaboration. Synthesized information made available on the relevant information, lessons learned, and good practices from their activities

→ JUL-DEC 2016

Identify follow-up actions, as appropriate

Expected result: Identification of follow up actions

The actions proposed on human mobility in the draft work programme thus focus on strengthening understanding of climate-induced mobility by inviting relevant organizations to provide input and cooperate with the Executive Committee. The Advisory Group also supports the work programme to include more practical outcomes related to human mobility, such as identification of policy options to address related regulatory gaps.

The Advisory group acknowledges and supports the submission by Nepal on behalf of the Least Developed Countries Group that call for the establishment of an international climate change displacement coordination support mechanism.¹¹ The purpose of the international climate change displacement coordination support mechanism is to provide assistance to people displaced by the impacts of climate change including measures to provide support for:

- emergency relief;
- assistance in providing organised migration and planned relocation;
- compensation measures.

¹⁰ Initial 2-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, Version 18 September 11:00, available at <http://goo.gl/oJVwCa>

¹¹ <http://goo.gl/4Fveh4>



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1.2 Human mobility in the context of mitigation and adaptation projects

Mitigation and adaptation projects associated with climate change are a cause of population displacement (e.g. dams for hydropower and water storage, biofuel and forest plantations, seawalls, coastal defenses, dykes, irrigation schemes, water reallocation projects, etc.).

The mechanisms established under the framework convention, such as the Clean Development Mechanism (CDM) and REDD+, provide financial incentives to such mitigation measures through the registration of projects and thus are relevant to the prevention of negative social impacts of these projects. In order to avoid forced displacement caused by CDM, REDD+ and new project mechanisms, the Advisory group recommends that planned relocation guidelines¹² are respected.

¹² Georgetown University's Institute for the Study of International Migration (ISIM), United Nations High Commissioner for Refugees (UNHCR), the Brookings-LSE Project on Internal Displacement (Brookings Institution), Report of the expert consultation on Planned Relocation, Disasters and Climate Change: Consolidating Good Practices and Preparing for the Future, held in Sanremo, Italy, from 12-14 March 2014. Available at: <http://www.unhcr.org/54082cc69.html>

Recommendations for Lima COP 20

Entry points	Agenda item	Recommendation / Suggested text
National Adaptation Plans	SBI 9. National adaptation plans	➤ Include facilitated migration and planned relocation in national adaptation plans according to guidelines available at: http://www.ehs.unu.edu/file/get/11786.pdf and http://www.unhcr.org/54082cc69.html
Nairobi Work Program	SBSTA 9. Nairobi work programme on impacts, vulnerability and adaptation to climate change	➤ Consider views of the Advisory Group on available and implemented tools and methods for adaptation planning processes addressing human settlements; good practices and lessons learned in relation to adaptation planning processes, including on monitoring and evaluation, addressing human settlements; and good practices and lessons learned related to processes and structures for linking national and local adaptation planning available at: http://unfccc.int/resource/docs/2014/smsn/un/160.pdf and http://unfccc.int/resource/docs/2014/sbsta/eng/04.pdf
Loss and Damage	COP 8. Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts	➤ Support actions listed under activity 6. Of the Excom: Work program: Enhance understanding and expertise - and their application - of how impacts of climate change are affecting patterns of migration, displacement and human mobility ➤ Support the work programme to include more practical outcomes related to human mobility, such as identification of policy options to address related regulatory gaps ➤ Support the establishment of an international climate change displacement coordination support mechanism. The purpose of the international climate change displacement coordination support mechanism is to provide assistance to people displaced by the impacts of climate change including measures to provide support for: <ul style="list-style-type: none"> • emergency relief; • assistance in providing organised migration and planned relocation; • compensation measures.
	SBI 10. Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts	
	SBSTA 7. Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts	
Mitigation and adaptation projects	SBI 6. Matters relating to the mechanisms under the Kyoto Protocol	➤ Consider planned relocation guidelines to avoid forced displacement caused by CDM, REDD+ and new project mechanisms available at: http://www.unhcr.org/54082cc69.html
	SBSTA 6. Methodological guidance for activities relating to reducing emissions from deforestation and forest degradation and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries	
	SBSTA 12. Market and non-market mechanisms under the Convention	



BACKGROUND INFORMATION ABOUT THE ADVISORY GROUP ON HUMAN MOBILITY AND CLIMATE CHANGE

The Advisory Group on Climate Change and Human Mobility is composed of members of the UN system, other multilateral organizations, think tanks and civil society organizations, which consider that close cooperation in framing and communicating issues surrounding human mobility in response to climate change is the most effective way to inform policy-making. The Advisory Group focuses on human mobility both as an adaptation strategy and as a dimension of loss and damage, with the aim of leveraging evidence and enhancing knowledge and understanding of human mobility prompted by climate change.

The group informs several major interrelated policy processes on climate change, disaster risk reduction and sustainable development that are expected to culminate in agreements in 2015. These include a legally binding treaty under the UNFCCC process, the development of a post-2015 framework for disaster risk reduction (DRR) and a global development agenda, reflected in Sustainable Development Goals (SDGs). Each should include critical elements relating to human mobility.