

**Joint submission to the United Nations Convention on Climate
Change (UNFCCC)
On National Adaptation Plans (NAPs)**

**The International Organization for Migration (IOM)
The United Nations High Commissioner for Refugees (UNHCR)
The United Nations University Institute for Environment and Human
Security (UNU-EHS)**

**The Norwegian Refugee Council (NRC) and its Internal Displacement
Monitoring Centre (NRC/IDMC)**

Also on behalf of:

**Centre d'études et de recherches internationales de Sciences Po (Sciences
Po -CERI)
and Refugees International**

**These organizations form the Advisory Group on Climate Change and
Human Mobility**

FOR CONSIDERATION AT SBI 40

Information from Parties and relevant organizations on their experience with the application of the initial guidelines for the formulation of national adaptation plans, as well as any other information relevant to the formulation and implementation of the national adaptation plans.

The Subsidiary Body for Implementation, at its thirty-ninth session (FCCC/SBI/2013/L.10/Add.1) invited:

- (paragraph 5) United Nations organizations, specialized agencies and other relevant organizations, as well as bilateral and multilateral agencies to consider establishing or enhancing support programmes for the national adaptation plan process within their mandates, as appropriate, which could facilitate the provision of financial and technical support to developing country Parties that are not least developed countries, and to submit to the secretariat, by 26 March 2014, information on how they have responded to this invitation;
- (paragraph 6) Parties and relevant organizations to submit, by 26 March 2014, information on their experience with the application of the initial guidelines for the formulation of national adaptation plans, as well as any other information relevant to the formulation and implementation of the national adaptation plans, for compilation by the secretariat into a miscellaneous document, for consideration by the Subsidiary Body for Implementation at its fortieth session (June 2014).

The Advisory Group on Climate Change and Human Mobility is composed of organizations – UNHCR, IOM, NRC/IDMC, UNU, UNDP, ILO, OHCHR, Sciences Po (CERI) and Refugees International – 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.

Background

- The most recent IPCC report includes, for the first time, a chapter addressing human security, including aspects pertaining to migration and mobility. It recognizes that climate change poses severe challenges to human security: populations will face unpredictability, inter alia, with more frequent and more severe floods and droughts, longer heat waves and changes to rainfall patterns.
- Multiplying existing threats and vulnerabilities, climate change will worsen the situation in parts of the world that already experience high levels of stressors to livelihoods, food security, and resource availability, among other societal impacts.
- Even with robust mitigation action by all major greenhouse gas emitters, climate change will continue to impact all countries. All countries, therefore, need to prepare for the unavoidable impacts of climate change that humankind is projected to face based on current scientific evidence, and to enhance the resilience of their inhabitants in the face of future uncertainties. Adaptation to the adverse effects of climate change is and will continue to be one of the most pressing challenges facing all countries, and particularly developing countries.
- Climate change has significant repercussions for the mobility choices of vulnerable communities – which include refugees and displaced persons already concentrated in climate change hot spots around the world. The latest reports suggest that the impact of climate change, such as changing rainfall patterns and increases in temperature, combined with rapid population growth, make it more and more likely that human mobility will be both a consequence of climate change as well as an important dimension of adaptation.
- The Conference of Parties (COP) to the UNFCCC, meeting in Cancun in December 2010 (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.”¹

- Unlike the National Adaptation Plan for Action (NAPA), which helped to identify and prioritize urgent adaptation needs in the short term, the National Adaptation Plan (NAP) are broader and cross-cutting. In general, there is little and often negative mention at all of mobility (whether migration, displacement or relocation) in the NAPAs. The NAP process enables Parties to formulate and implement NAPs as a means of identifying medium and long-term adaptation needs and developing and implementing strategies and programmes to address those needs.²

1. Information relevant to the formulation and implementation of the national adaptation plans

Adaptation to prevent climate change induced displacement

- Given improvements in life-saving early warning systems concurrent with the growing number of people and critical infrastructure exposed to climate-related hazards, disaster-related displacement has been on the rise. Barring action, the multiplication of disaster scenarios will further add to the scale and complexity of human displacement.
- Human displacement should be avoided as it can be associated with the economic and non-economic losses of inter alia: freedom of movement, assets, housing, land, property, security and livelihoods, and a further loss of cultural, customary and/or spiritual identity, as well as health and social networks.
- National governments are primarily responsible for protecting those who are displaced within their own countries and they should prevent and avoid conditions that might lead to displacement.
- All States should assess how climate change will impact human mobility and plan accordingly within national adaptation plans to prevent displacement when possible through mitigation and adaptation measures, and to plan for relocation when prevention is not feasible. Such measures should seek to ensure that the protection and assistance needs of affected populations are fully addressed.
- Adaptation, assistance, protection and other measures should be provided 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.
- Measures to prevent displacement through land use planning, hazard risk reduction, increasing resilience, and other actions to reduce human

¹ <http://unfccc.int/resource/docs/2010/cop16/eng/07a01.pdf>

² Decision 5/CP.17, paragraph 7

mobility-related pressures, and thereby to enable people to remain in their original settlements, is also a form of adaptation to climate change.

Migration as an adaptation strategy

- Migration often seems to be misperceived as a failure to adapt to a changing environment. Instead, migration can also be an adaptation strategy to climate and environmental change and is an essential component of the socio-environmental interactions that needs to be managed. Migration can be a coping mechanism and survival strategy for those who move.
- Migration can play an important role in building adaptive capacity to climate change, for example by diversifying rural household income sources (i.e. remittances used to take resilience measures at household level), reducing pressures on fragile eco-systems and leading to positive development impacts.
- Improving the adaptive capacity of vulnerable households and communities (i.e. training to help people access jobs on the global labour market, or special visa categories for people from specific areas affected by climate change) would ensure that migration is a choice and is not forced because people cannot access other adaptation options that would enhance their resilience.
- At the same time, migration, and mass migration in particular, can also have significant environmental repercussions for areas of origin, areas of destination, and the migratory routes in between and contribute to further environmental degradation.

Planned relocation as a last adaptation resort

- While people should be enabled to remain in their original settlements, situations may arise where governments determine, based on hazard risk mapping, climate modeling and other scientific evidence, that relocation is necessary to protect public health and safety or when individuals, communities and households face loss of life, assets, housing, land, property, security and/or livelihoods, and that no other means of adaptations are available to enhance their resilience and avoid relocation.
- In such cases, national adaptation plans should include measures to put in place institutions, policies, legislations and mechanisms to ensure that planned relocations³ are context-driven and undertaken based on scientific evidence and in a manner that protects the rights of affected individuals, including the rights to participation and full and informed consent.

³ Also “resettlement” in World Bank and development circles

2. Information on how our organizations have responded to the invitation to establish or enhance support programmes for the national adaptation plan process

Common contribution

- The Advisory Group on Climate Change and Human Mobility will organize a side event at the UNFCCC climate conference at Bonn on 4 - 15 June 2014 to share information on the latest research on population mobility and climate change and how this is being brought into the adaptation processes (e.g. the National Adaptation Plans) and the loss and damage process.

UNHCR

- UNHCR in partnership with NRC/IDMC is implementing a project on “Climate change and displacement: building an evidence base and equipping States with tools and guidance for action”, funded by the European Union, with the co-funding from Switzerland and Norway.
UNHCR commissioned a report on Protection and Planned Relocations in the Context of Climate Change, published under its Legal and Protection Policy Research Series.
UNHCR organized, together with Brookings Institution and Georgetown University, a consultation on planned relocations, disasters and climate change on 12-14 March 2014. The consultation brought around the table key States representatives in their expert capacities, academics/think tanks, civil society and relevant international organizations, to draw upon existing research, experience and lessons learned, including from the experience of development-induced planned resettlement, in order to identify major challenges and lessons and to provide guidance for further action on climate-induced planned relocations.
The outcome of this consultation will be presented at the abovementioned side event.

IOM

- IOM launched the three-year project “Migration, environment and climate change: evidence for policy”, funded by the European Union (2014-2016), which will provide new evidence for policymaking on migration, environment and climate change, with particular emphasis on migration as an adaptation strategy. The six project countries are Haiti, Dominican Republic, Kenya, Mauritius, Papua New Guinea and Viet Nam. The main activities for 2014 in all six countries are as follows: 1) Establishment of Technical Working Groups and meetings, crucial to identifying policy needs in order to integrate migration into adaptation planning; 2) National Assessments: stocktaking of existing evidence and data; mapping of current migration and environment policy and legal frameworks; overview of climate change vulnerabilities and populations most at risk; 3) Household surveys; 4) Development of a training manual including a module on how to integrate migration into NAPs with country case studies.

- IOM in cooperation with the Global Mechanism (GM) of the United Nations Convention to Combat Desertification (UNCCD) and with funding from the Government of Italy is implementing a three-year project (2014 – 2016) entitled “Promoting Sustainable Land Management (SLM) through Innovative Financing Mechanisms In Rural Areas of West Africa”. The project integrates sustainable land management, migration, diasporas and development policies in Burkina Faso, Niger and Senegal.
- IOM is developing a handbook on integrating migration into National Adaptation Plans in 2014, building upon its expertise in developing handbook on integrating migration into development planning. This handbook is a thematic supplement to the Technical Guidelines on NAPs. IOM is dedicated to this endeavor and is in consultation with the Adaptation Committee on the next steps to prepare guidelines applicable to the adaptation strategies of Parties facing diverse conditions which may lead to migration, displacement and relocation.
- Capacity-building and awareness-raising among policymakers are essential in laying the groundwork for integrating migration into the NAP process. IOM developed a three-day training course for policy makers on the migration-environment and climate nexus with a module on “migration and adaptation”. The first training workshop was held in March 2013 for policymakers in the Asia-Pacific region, and the second training was held in March 2014, for the Sub-Saharan Africa region. The trainings confirmed the high demand and need of practical guidance on linking migration and adaptation strategies.
- IOM has a series of publications and communication tools on migration, environment and climate change that provide evidence for human mobility and adaptation, including the annual publication the State of Environmental Migration, published in partnership with the Institute for Sustainable Development and International Relations (IDDRI), People on the Move in a Changing Climate (Springer publications, IOM and University of Neuchâtel, 2013) the bi-annual IOM Environmental Migration E-Newsletter and the on-line information platform Asia Pacific Migration and Environment Network (APMEN) with the Asian Development bank (ADB). IOM is also developing in collaboration with the French Université de Versailles, the first Atlas of Environmental Migration to be published in 2014.
- IOM has a number of operational projects on human mobility and adaptation and resilience that are ongoing, in the pipeline or completed including “Climate Adaptation, Disaster Risk Reduction and Education (CADRE)” in the Federal State of Micronesia (ongoing); “Adaptation and Resilience in the Limpopo River Basin” in South Eastern Africa (ongoing) ; “Mitigating Resource Based Conflicts among Pastoralist Local Communities”, in Northern Kenya (completed) ; “Strengthening Youth Capacities to Adapt to Climate Change (YCAC)” in Senegal (completed); “Assessment of Effects of Drought and Climate Change on Livelihood Support Mechanisms among Pastoralist and Mobile Communities in Pastoralist Regions including North Eastern and Rift Valley Province” (completed) . Climate change adaptation issues are

integrated within IOM's disaster risk reduction and resilience-building programmes. The Compendium of IOM Activities in Disaster Risk Reduction and Resilience released in 2013 provides in depth information on these activities.

Norwegian Refugee Council and Internal Displacement Monitoring Centre

- In partnership with UNHCR, the Norwegian Refugee Council (NRC) and its Internal Displacement Monitoring Centre (IDMC) is implementing the abovementioned project on Climate change and displacement. In this capacity, NRC and IDMC have produced global and regional analyses of existing patterns of displacement associated with climate-related hazards. Based upon the scale of displacement related to reported disasters, IDMC has developed probabilistic models that estimate the likelihood of future displacement, information that Parties can incorporate into adaptation planning processes. This research and modeling includes a decision-support tool that simulates in real time the impacts of climate hazards, demographic trends and different policies and interventions on pastoralist livelihoods and displacement; this tool can be used to evaluate the effectiveness of different adaptation strategies under different climate scenarios.
- In addition, IDMC have also produced research on how human mobility has been addressed within existing NAPAs, NAPs and other related laws and policy instruments in the Pacific. Based upon this analysis, IDMC has provided recommendations for Parties on how they can increase the effectiveness of adaptation strategies with respect to preventing and responding to climate change-induced displacement. In the coming months, NRC/IDMC will publish additional thematic analyses concerning protection risks that arise in relation to climate change-induced displacement. These reports will address issues such as resilience, displacement in urban settings and housing, land and property.
- Further through partnership with national civil society organizations in Egypt, Somalia, Sudan and Uganda, NRC has established working groups consisting of selected national stakeholders that in addition to specific assessment of exiting legal instruments and policies (at national level) relevant for DRR, disaster response, management and displacement studies on risk, disasters induced displacement, and in some cases a cost-benefit analysis on risk reduction to informed policy development and implementation, will also advocate with the relevant government bodies to secure that displacement is included in the NAPs.

UNU-EHS

- UNU-EHS is coordinating and co-authoring Nansen Policy Brief with the title: Integration of Human Mobility Issues within National Adaptation Plans. The Policy Brief will be launched in the next Nansen Side Event of the UNFCCC June Climate Talks (4-15 June 2014) in Bonn, Germany.

- UNU-EHS is drafting the introduction to human mobility in the context of UNFCCC, and its current relevance within the UNFCCC process (highlighting NAPs).
- IOM is drafting a chapter on integrating migration into the NAPs.
- UNHCR is drafting a chapter on integration of planned internal relocation into the NAPs.

Sciences Po

- Sciences Po is coordinating, in cooperation with IOM, an Atlas of Environmental Migration, to be published in 2015. The Atlas should serve as a pedagogical tool to help visualize the key challenges of human mobility related to climate change.
- Sciences Po will be holding on 16-17 April 2014, in cooperation with IDMC, a workshop on the quantitative methods to assess mobility related to environmental changes. Quantitative methods represent at the moment a significant gap in our knowledge of the subject, and a key policy challenge.

Refugees International

- Refugees International (RI) conducts independent research and assessments of displacement crises including those resulting from climate-induced disasters in poor and conflict-ridden states. Grounded in field-based research, RI provides recommendations to national governments, donor governments, the UN, international financial institutions, and others for legal, policy, institutional, and operational changes aimed at improving protection of and assistance to vulnerable populations displaced or affected by climate-related events. RI's Climate Displacement Program produces two to three reports each year that include recommended policy, legal, institutional, and operational measures to better mitigate and respond to climate-related displacement that are relevant both to State Parties' adaptation programs and donor governments and UN agencies providing adaptation funding and technical assistance.