



THE WARSAW INTERNATIONAL MECHANISM FOR LOSS AND DAMAGE
ASSOCIATED WITH CLIMATE CHANGE IMPACTS

Mapping Human Mobility and Climate Change in Relevant National Policies and Institutional Frameworks

International Organization for Migration (IOM)

Task Force on Displacement

Activity I.1



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Pillar I: Policy/Practice – National/Subnational Activity I.1:

Mapping Human Mobility and Climate Change in Relevant National Policies and Institutional Frameworks

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

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Summary of Findings

- ❖ Out of 66 countries and territories reviewed, 53 per cent make reference to climate change and environmental factors in their national migration and displacement frameworks.
- ❖ Out of 37 countries and territories having submitted national adaptation policies, plans or strategies, 81 per cent refer to human mobility.
- ❖ Out of 193 countries and territories having submitted INDCs, 20 per cent refer to human mobility.
- ❖ Out of 18 countries and territories having submitted new NDCs, only one, Uruguay's, refers to human mobility. On the other hand, two countries, Sri Lanka and Venezuela, submitted revised NDCs that did not retain the references to human mobility originally included in their INDCs.
- ❖ Out of 143 countries and territories having submitted NCs, 70 per cent refer to human mobility.
- ❖ This significant awareness among national climate policy actors regarding the inclusion of human mobility dimensions takes place in a context of increased global policy attention dedicated to human mobility and climate change, notably linked to the catalytic role of the WIM Excom Workplan.
- ❖ Different dimensions of human mobility are touched upon (migration, displacement and planned relocation) and the nexus is brought up through different lenses (security, urbanization, labor, adaptation, health etc.).
- ❖ Although efforts are made to create synergies between climate/environmental and human mobility communities, there are gaps related to policy coherence and synergies during the policy development process.
- ❖ Some good practices have been identified as some countries have particularly advanced on the climate and mobility nexus and have created specific national committees/working groups and/or drafted specialized policies focusing on human mobility and environmental factors – however such cases are still limited.
- ❖ The final text of the Global Compact for Safe, Orderly and Regular Migration (GCM) - the most comprehensive agreement ever negotiated on international migration - comprehensively includes climate change and environmental factors. This historical migration policy achievement could trigger a review of existing national human mobility policy frameworks in line with the GCM provisions. New mobility policy frameworks could also be developed on the basis of this Compact, opening the possibility to further mainstream climate and environmental dimensions.



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, Germany⁴ and, based on the Terms of Reference⁵ of the Task Force and on the outcomes of the Casablanca meeting, a workplan⁶ 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 I.1 under *Pillar I. Policy/Practice – National/Subnational*, focusing on the human mobility and climate change nexus at the national level. To enhance coherence, the present mapping includes elements originally foreseen to be reviewed under Activity II.2 under *Pillar II. Policy – International/Regional*, namely “mapping of how climate and displacement is included in National Adaptation Plans (NAPs), National Determined Contributions (NDCs) and national communications”. Taking into account the scope of other mappings conducted by other members of the Task Force under its current Workplan, and with a view to avoid duplications, this mapping does not analyze disaster risk reduction strategies, nor does it discuss separately internal

² Report of the Conference of the Parties on its twenty-first session, held in Paris from 30 November to 13 December 2015, UNFCCC/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: http://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: http://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: http://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.

displacement policies.⁸ An exhaustive table compiling the various references analyzed is available to accompany this policy-oriented analysis.

The mapping identifies and analyzes how human mobility in the context of climate change is integrated in national policies, strategies and legal frameworks - including key actors involved - pertaining to i) migration governance i.e. the main national policies, strategies and legal frameworks, related to migration and displacement;⁹ and ii) climate change policies, i.e. official documents submitted by Parties to the UNFCCC Registries. The exercise was also informed by existing internal IOM compilation of information and analysis (National Assessments from the “Migration, Environment and Climate Change: Evidence for Policy” (MECLEP) project; Migration Governance Indicators; Atlas of Environmental Migration; Migration, Environment and Climate Change Policy Briefs Series; IOM Infosheets; and International Migration Law Division archives), inputs from IOM Member States, and the Nansen Initiative research.

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 UNFCCC¹¹ 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

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.

⁸ The Platform on Disaster Displacement (PDD) is conducting a mapping of disaster risk reduction (DRR) strategies, and the Internal Displacement Monitoring Centre (IDMC) has a database of internal displacement laws and policies, available from: www.internal-displacement.org/law-and-policy.

⁹ To avoid duplication with partners’ efforts, specialized documentation on internal displacement have not been specifically reviewed in this context. Please see IDMC IDP Law and Policy database, available from: www.internal-displacement.org/law-and-policy.

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: <http://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: http://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.

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 adaptation 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.

In accordance with the Workplan of the Task Force on Displacement, the mapping has been conducted “to the extent feasible and on the basis of accessible public documents”. As such, this mapping does not attempt to provide a full geographical coverage of all relevant national policies in all parts of the world. Only readily available documents and analyses were considered, without adopting specific geographical criteria.

Overall the following documents were reviewed and analyzed: more than 90 human mobility legislation, policies or strategies; 56 national adaptation policies, plans or strategies; 165 Intended Nationally Determined Contributions (INDC) and 18 Nationally Determined Contributions (NDC); and 143 National Communications (NC).

3. Findings

Review of national human mobility policy

Increasing integration of environmental and climate concerns in national human mobility policy

The review of the available documents for 66 countries revealed that 35 of them¹⁴ (or 53 per cent) refer to climate and environmental considerations in their national migration legislations, policies or strategies. This shows an awareness of the climate dimensions within the national migration policy area, but that these concerns are far from being mainstreamed in national human mobility legislation, policies or strategies.¹⁵

Most references are found in domestic immigration laws and national migration policies or strategies.¹⁶ Fewer references are included in specialized refugee, labor and nationality laws, policies or strategies.

¹⁴ 14 African countries, 6 Asia Pacific countries, 10 Western and European countries and 5 Latin American and Caribbean countries.

¹⁵ The analysis could be biased by the selection of documents, as only those already analyzed or readily available were considered. Some countries also do not have migration policies.

¹⁶ According to the IOM (2011), *International Migration Law N°25 - Glossary on Migration*, immigration is a process by which non-nationals move into a country for the purpose of settlement; emigration is the act of departing or exiting from one State with a view to settling in



The majority of such references pertain to the recognition of environmental factors, including climate change, disasters and environmental degradation, as drivers of migration, displacement and/or planned relocation.¹⁷ Some of these references also acknowledge the impact human mobility has on the environment.¹⁸ In some cases, migration is explicitly considered as a potential adaptation or coping strategy to the adverse effects of climate change.¹⁹

In addition, a few laws, policies or strategies articulate specific measures to address human mobility in the context of climate change, including: assessing the impacts of climate change on migration movements;²⁰ offering relief assistance and legal protection to those moving;²¹ developing preventive measures to reduce forced movements;²² and ensuring coherence with other policy areas and their relevant national institutions, including related to climate change action, disaster risk reduction, urban planning or sustainable development.²³

Indirect provisions

Some countries that do not have specific references related to human mobility and climate change in their national policies can, however, have ad hoc or discretionary measures that can be used to support displaced people in the context of disasters and climate change. For instance, specific measures granting temporary protection to migrants in extraordinary circumstances are articulated in certain national policies or strategies, bilateral or multilateral agreements or standard operating procedures. These measures outline provisions regarding free movement protocols, visa-free and visa-waivers travel, work permits and labor migration schemes, mass influx of persons needing international protection, temporary

another; and migration encompasses any movement of a person or a group of persons, either across an international border, or within a State. While IOM makes this theoretical distinction, governments might have a different interpretation and application of the terms.

¹⁷ For example, the Republic of Armenia Law on Population Protection in Emergency Situations 1998 defines arrangements for population protection in emergency situations, the rights and responsibilities of state and local authorities, enterprises, institutions, organizations, as well as officials and the citizens in this sphere. In the context of this law, emergency situations include "natural or ecological disasters" and populations include displaced persons; Cuba's Decree No. 26 (1978), Article 80 offers temporary residence to "those aliens and persons lacking citizenship whose entry to the national territory is authorised due to leaving their country owing to social or warlike calamity, due to cataclysm or other phenomena of nature and who will remain temporarily in Cuba, until normal conditions are re-established in their country of origin"; The Swedish Aliens Act (2005:716) Chapter 4, Section 2 provides that "a person otherwise in need of protection" would include an alien who is outside his or her country of nationality, because he or she "is unable to return to the country of origin because of an environmental disaster."

¹⁸ For example, Botswana's Draft National Migration Policy 2014 mentions that "migration itself can have negative environmental impacts if not appropriately managed" and thus one of the Policy's objectives is "to prevent and mitigate the negative impact of migration on the environment" through strategies meant to "integrate principles of environmental sustainability into migration management policies;" "initiate regional mechanisms for environmental protection in the face of growing migration;" and "ensure protection of fragile environments through the sustainable use of public utilities and infrastructure. Consider longer-term initiatives into renewable energy"; Nigeria's National Migration Policy 2015 explains that "environmental factors may result in large population movements which may in turn affect the environment."

¹⁹ For example, the 2016 National Migration Policy for Ghana states that "migration can be a positive coping strategy if well managed, and can serve to build resilience to environmental and climate change;" and Uganda's draft National Migration Policy to be adopted in 2018 has as an objective to "promote migration as a positive adaptation strategy."

²⁰ For example, the 2016 National Migration Policy for Ghana has as one of the objectives on Migration, the Environment and Climate Change to "assess the migration, environment and climate change nexus and resulting impacts;" Nigeria's 2015 National Migration Policy sets-out to "conduct studies on the impact of migratory movements on the environment, and the relationship between the environment and migration;"

²¹ For example, Argentina's Law No. 25871 (2003), Article 24(h) provides transitory residence for 6 months, renewable, to "persons who, despite not requiring international protection, temporarily cannot return to their countries of origin by reason of the prevailing humanitarian conditions or due to the consequences generated by natural or man-made environmental disasters."

²² For example, Uganda's draft National Migration Policy to be adopted in 2018 has as one of the objectives "to minimize forced migration consecutive to environment disaster or degradation;" Philippines's 1995 Republic Act 8042, sec. 15, provides a preventive measure by mandating the Overseas Workers Welfare Administration (OWWA), in cooperation with other agencies, the duty to repatriate "workers in cases of war, epidemic, disasters or calamities, natural or man-made, and other similar events."

²³ For example, Botswana's Draft National Migration Policy 2014 sets out strategies to "promote interagency collaboration between ministries and agencies responsible for environment and migration management. In particular, include the Ministry of Environment, Wildlife and Tourism and the National Disaster Management Office in the National Migration Policy Technical Committee;" and the 2016 National Migration Policy for Ghana has as a strategy to "mainstream migration into national development planning and the National Climate Change Policy 2013 (NCCP) and the National Urban Policy, 2012."



or permanent residence, citizenship and nationality, or admission based on humanitarian grounds. All these measures could be and sometimes are used by immigration officials to assist and protect those moving in the context of climate change and disasters. These measures usually do not make specific references to climate and environmental factors but are flexible enough to be applied in the context of climate-related human mobility. For instance, in Canada, the Dominican Republic, El Salvador, Guatemala, Chile and Colombia, immigration officials have used their discretionary power, in some cases following the Haitian earthquake in 2010, to allow entry and stay of affected people.²⁴

Identified good practices

Certain Governments, such as Botswana (2014),²⁵ Ghana (2016),²⁶ Kenya (2017),²⁷ Nigeria (2015),²⁸ Uganda (2016),²⁹ Haiti (2015)³⁰ and France (2018),³¹ have dedicated sections to the migration and climate change nexus in their migration policy. These sections are meant to outline national objectives and strategies in addressing population movements in the context of environmental change, including climate change, disasters and environmental degradation, as well as mitigating the impact human mobility can have on the environment. Other States, such as Nepal (2018),³² Georgia (2014)³³ and Vanuatu (2017),³⁴ have gone even further and drafted specialized policies focusing on human mobility and environmental factors. The national policies mentioned here have all been developed with contributions and technical support of IOM, at a time when the climate and human mobility nexus was emerging as a global policy issue of note in the global climate negotiations. Nevertheless, most of these instruments are still in draft form or in the process to be adopted. Their implementation is also not foreseen to happen in the short-term.

Engagement of national stakeholders across policy areas

Most of the key actors involved in drafting, implementing and/or monitoring human mobility policies mentioning environmental and climate concerns are hosted in departments within ministries related to: citizenship, foreign affairs, home affairs, interior, immigration and labor. On some occasions, IOM also

²⁴ See Regional Conference of Migration (RCM) (2016), *A guide for effective practices for RCM Member Countries: protection for persons moving across borders in the context of disasters*. Available from: www.environmentalmigration.iom.int/sites/default/files/RCM%20Guides/ENGLISH%20Guide%20RCM%2C%20March%202017.pdf. And Cantor, D.J. (2015). Law, policy and practice concerning the humanitarian protection of aliens on a temporary basis in the context of disasters. Nansen Initiative, Geneva. Available from http://disasterdisplacement.org/wp-content/uploads/2015/07/150715_FINAL_BACKGROUND_PAPER_LATIN_AMERICA_screen.pdf.

²⁵ Government of Botswana (2016), *National Migration Policy - Draft to the Technical Committee, Version 1: 15 May 2016*, courtesy of the IOM International Migration Law Division.

²⁶ Government of Ghana (2016), *Ministry of Interior – National Migration Policy for Ghana, April 2016*, courtesy of IOM.

²⁷ Republic of Kenya (2013), *Ministry of State for Immigration and Registration of Persons - Draft Kenya National Migration Policy, April, 2013*, courtesy of the IOM International Migration Law Division.

²⁸ Federal Republic of Nigeria (2015), *National Migration Policy 2015*, available from: [available from: https://publications.iom.int/system/files/pdf/national_migration_policy_2015.pdf](https://publications.iom.int/system/files/pdf/national_migration_policy_2015.pdf).

²⁹ Government of Uganda (2015), *Ministry Of Internal Affairs - Uganda National Migration Policy - Facilitating Legal And Orderly Migration Final Draft, June, 2016*, courtesy of the IOM International Migration Law Division.

³⁰ Primate République d'Haïti (2015), *Politique Migratoire d'Haïti 2015-2030, Document de politique*, courtesy of IOM.

³¹ Gouvernement de la République française (2018), *Assemblée Nationale - Constitution du 4 octobre 1958, quinzième législature, Projet de loi – Pour une immigration maîtrisée, un droit d'asile effectif et une intégration réussie*, available from: www.assemblee-nationale.fr/dyn/15/dossiers/immigration_maitrisee_droit_asile_effectif.

³² Government of Nepal (2018), *Climate Change and Migration Strategy Paper*, courtesy of IOM and the International Centre for Integrated Mountain Development (ICIMOD).

³³ Government of Georgia (2016), *Georgian Law on Persons Displacement Due to Natural and Technogenic Phenomena*, courtesy of IOM International Migration Law Division.

³⁴ Government of Vanuatu (2018), *Draft National Policy on Climate Change and Disaster-Induced Displacement: Towards a durable solution for people displaced by climate change and disasters in Vanuatu 2017*, available from: www.environmentalmigration.iom.int/vanuatu-draft-national-policy-climate-change-and-disaster-induced-displacement-2017.



provided support to the development of national migration policies, at the request of governments.³⁵ In most countries, committees have been formed among national ministries and departments to deal with issues related to human mobility, including in the context of climate change, bringing together relevant governmental entities across the policy spectrum.³⁶ This reflects the wide range of stakeholders addressing human mobility in the context of climate change at the national level, as well as a willingness to adopt a whole-of-government approach to tackle this nexus. However, in many cases, climate and environmental actors at the national level were not included in these committees, highlighting a remaining gap in bringing key actors together.

Ways forward: influence of global migration policies on national human mobility policy

As outlined in the international mapping of relevant policy agendas,³⁷ the final text of the Global Compact for Safe, Orderly and Regular Migration (GCM) – the most comprehensive agreement ever negotiated on international migration - has broadly included climate change and environmental factors. This historical migration policy achievement could trigger a review of existing national human mobility policies and frameworks in line with the GCM provisions. New mobility policies and frameworks could also be developed by governments on the basis of this compact, opening the possibility to further mainstream climate and environmental dimensions.

Review of national climate change policy³⁸

The mapping exercise reviewed three types of climate change policies:

National adaptation policies:³⁹ Out of the 50 documents reviewed from 37 Parties, 30 Parties (or 81 per cent) mention human mobility in the context of climate change. Parties developed their climate change adaptation policies between 2005 and 2017, with a peak in 2012 and 2013. This is a significant proportion that seems to indicate that greater awareness of human mobility in national climate policy has been achieved, although it should also be mentioned that only 43 Parties (out of 197) have submitted a national adaptation policy to UNFCCC registries.⁴⁰

³⁵ For example, IOM provided support to the following national policies: Botswana (2014), Ghana (2016), Georgia (2014), Kenya (2017), Nepal (2018), Nigeria (2015), Uganda (2016) and Vanuatu (2017); and also, to the African Union Model Law for the Implementation of the AU Convention for the Protection and Assistance of Internally Displaced Persons.

³⁶ For example, in Costa Rica the National Council on Migration (Consejo Nacional de Migración) is an interministerial body comprising the Ministries of Labour and Social Welfare, Public Security, Agriculture and Livestock, Foreign Affairs, Interior and the Attorney General. And in Kenya the National Coordination Mechanism on Migration (NCM) is the main penholder of the Migration Policy.

³⁷ IOM (2018), *Mapping Human Mobility (Migration, Displacement and Planned Relocation) and Climate Change in Relevant Policy Agendas*, available from: www.environmentalmigration.iom.int/iom-pdd-task-force-displacement-stakeholder-meeting.

³⁸ Plans, policies and strategies related to disaster risk reduction and disasters management have not been reviewed to avoid duplication with other mapping exercises. Consult the PDD on their efforts to map disaster risk reduction (DRR) strategies.

³⁹ The UNFCCC Conference of the Parties (COP) established a process under the Cancun Adaptation Framework (CAF; Decision 1/ CP.16) to enable Least Developed Countries (LDCs) to formulate and implement National Adaptation Plans (NAPs), which identify long-term adaptation needs, and draw overall strategies and programmes to address those needs. The COP also invited other developing and developed countries to use the modalities formulated for NAPs in the elaboration of their own planning. NAPs are different from National Adaptation Programmes of Action (NAPAs). The UNFCCC established the NAPAs in 2001 to help the least developed countries (LDCs) address their most urgent and immediate adaptation needs and to make them eligible for funding under the Global Environment Facility's (GEF) LDC Fund. NAPAs use a less flexible process to elaborate a list of specific projects, not a holistic plan. For an analysis of migration inclusion in NAPAs, please see '*Migration and national adaptation policies*' in Inesco, D., D. Mokhnacheva and F. Gemenne (2016), *The Atlas of Environmental Migration*. London, Routledge, pages 118-119, available from www.environmentalmigration.iom.int/atlas-environmental-migration.

⁴⁰ Among the 197 Parties to UNFCCC, only 43 have submitted a national adaptation plan or strategy to the UNFCCC online registry. This amounts to 56 documents: 16 National Adaptation Plans (NAPs) from 10 developing countries and 40 adaptation plans and strategies from 33



Intended Nationally Determined Contributions (INDCs) and Nationally Determined Contributions (NDCs):⁴¹ In the period 2015 to 2017, 165 Parties, representing 193 countries and territories, submitted their INDCs to UNFCCC. Out of the 165 submitted INDCs, 34 of them (or 20 per cent) refer to at least one form of human mobility. The low percentage is not surprising, given that INDCs and NDCs were meant to focus on mitigation measures. It is actually encouraging, as INDCs automatically receive the status of NDCs when a country ratifies the Paris Agreement, unless the country wants to submit a new NDC. Out of the 18 new NDCs submitted to the online UNFCCC registry, only one, Uruguay's,⁴² refers to human mobility in the context of climate change, more precisely to planned relocation. However, two countries, Sri Lanka and Venezuela, submitted revised NDCs that did not retain the references to human mobility originally included in their INDCs. This shows that policy coherence is still lacking and that efforts to continue mainstreaming human mobility considerations in upcoming NDCs are still needed.

National Communications:⁴³ Out of the 143 submitted NCs for Non-Annex I Parties⁴⁴ for the period 1997 to 2018, 100 submissions, (or 70 per cent) make reference to human mobility in the context of climate change. This percentage is promising, as it is often assumed that most governments do not have the capacity nor the resources to adequately report through their NCs, including on mobility-related aspects.

Common trends

Human mobility, in one of its forms – migration, displacement or planned relocation – is mentioned in the majority of national adaptation policies and NCs of Non-Annex I Parties, and less so in INDCs and NDCs. All these policies were mostly developed after 2010, especially since 2012, at a time when increasing attention was devoted to human mobility in the UNFCCC negotiations,⁴⁵ notably through the adoption of the Cancun Adaptation Framework (2010) and the implementation of the WIM/Excom workplan (since 2013).

Among those Parties that have integrated human mobility considerations in their climate change policies, the majority recognizes climate change and its adverse effects, including disasters and environmental

developed countries. Due to language barriers the 6 documents from the following 6 developed countries could not be examined at this time: Czech Republic, Lithuania, Luxembourg, Norway, Slovenia and Sweden.

⁴¹ Prior to COP21, Intended Nationally Determined Contributions (INDCs) formed the basis of States' engagement to support the legally binding international climate agreement, reflecting their national commitments to achieve the global climate objectives on tackling climate change and reducing CO₂ emissions. Under the COP21 Paris Agreement, adopted in December 2015, submitted INDCs automatically become Nationally Determined Contributions (NDCs) upon ratification of the Agreement, unless the State decides to submit a new NDC at the time of ratification.

⁴² The 2017 First Nationally Determined Contribution to the Paris Agreement of the Oriental Republic of Uruguay (unofficial translation) says: *"The National Relocation Plan, adopted in 2010, aims to resettle socially disadvantaged families who live in flood-prone and/or contaminated areas. A total of 1715 families were relocated between 2010 and 2016, and around 2500 families are expected to have been relocated by 2010;" and includes "III.iii Main priorities, implementation and support needs, plans and adaptation measures to address the adverse effects of climate change - Social policies: 2. To have relocated, by 2025, between 3500 and 6000 of the households in flood or contaminated zones identified through the National Relocation Plan and other national and departmental instruments, enabling access to basic services to relocated population and assigning new uses to give a different significance to flood zones."*

⁴³ Non-Annex I UNFCCC Parties are required to submit their first National Communication (NC) to the UNFCCC within three years of entering the Convention, and every four years thereafter. Out of 151 Non-annex I Parties to UNFCCC, 143 submitted at least one cycle of national communication and 8 did not submit any. Only the most recent submissions were reviewed. Mexico is the only country with 5 cycle submissions. As most references to migration were expected in the Non-Annex I Parties National Communications and considering the large number of documentation, Annex I Parties submissions were not examined at this time.

⁴⁴ Non-Annex I UNFCCC Parties are mostly developing countries and/or those that are especially vulnerable to the adverse impacts of climate change. This classification is useful as the Convention emphasizes activities that promise to answer the special needs and concerns of these vulnerable countries. For more details, see the UNFCCC website: http://unfccc.int/parties_and_observers/items/2704.php.

⁴⁵ Ionesco, D., D. Mokhnacheva (IOM) and F. Gemenne (2016), *The Atlas of Environmental Migration*. London, Routledge, pages 118-119, available from www.environmentalmigration.iom.int/atlas-environmental-migration.



degradation, as a driver or determinant of population movements.⁴⁶ Some Parties even adopt a specific terminology to define people moving in the context of climate change ('environmental/climate migrants/refugees'⁴⁷). Several also draw attention to the impacts human mobility can have on the environment.⁴⁸

There is a clear interest at state level in making the connection across policy fields. Besides the evidence above, this interest is also showed by the number of countries who undertook national assessments of the migration, environment and climate change relationship,⁴⁹ and capacity building workshops on the migration, environment and climate change nexus,⁵⁰ with the support of IOM, on the basis of the standardized 'Migration, Environment and Climate Change: Training Manual (Facilitator's Guide)'.⁵¹ These efforts show a clear policy interest that can translate in turn in further processes leading to formal inclusion of human mobility in climate policies and vice-versa as in the case of Mauritius or Haiti.⁵²

Thematic dimensions

There are several instances where migration is referred to as a potential strategy to adapt to climate change,⁵³ especially through measures such as resettlement, labor migration and planned relocation.⁵⁴

⁴⁶ For example, Brazil's 2016 National Adaptation Plan to Climate Change - General Strategy says: "Possible impacts of climate change in Brazil and South America include: [...] displacement and migration of populations."; Myanmar's 2015 INDC says "Observed changes iii) in the last decades include rain patterns variations that are causing climate-driven migration that affect, for instance, the socio-economic conditions of dry regions due to increased occurrences of drought."; and Egypt's 2016 National Communications says: "Rising sea levels increase the risk of coastal flooding, and may necessitate population displacement."

⁴⁷ For example, Austria's 2012 Strategy for Adaptation to Climate Change says: "The number of environmental refugees estimated at 25 million for the year 1999 will rise to 150–200 million by 2050. Sea level rise alone is expected to cause ten million additional environmental refugees over the next ten years (EC 2007c);" Bangladesh's 2012 National Communication says: "According to the Climate Change Cell of the DoE, about 45 cm rise of sea level along the Bangladesh coast may inundate 10-15% of the land by the year 2050 creating over 35 million climate refugees or environmental migrants from the coastal districts;" and Sudan's 2016 National Adaptation Plan says: "However, the adverse impacts of climate change may be experienced indirectly via forced migration. That is, as agricultural regions in other parts of Sudan become less productive, states further south may see an influx of climate refugees."

⁴⁸ For example, Sudan's 2016 National Adaptation Plan says: "Migrants from the North as well as refugees from neighboring countries are adding additional stress to rangelands."

⁴⁹ More than 15 national assessments on migration, environment and climate change have been conducted with the support of IOM. The assessments investigate the national dynamics on migration, environment and climate change and aim to formulate national policy options on how migration can benefit adaptation strategies to environmental and climate change. See the assessment reports from www.environmentalmigration.iom.int/country-profiles.

⁵⁰ Over 400 policymakers in 54 countries have been trained by IOM on the migration, environment and climate change nexus. See more at: www.environmentalmigration.iom.int/training-workshops.

⁵¹ IOM (2016), *Migration, Environment and Climate Change: Training Manual (Facilitator's Guide)*, available from: www.environmentalmigration.iom.int/training-manual.

⁵² Melde, S., Laczko, F. (IOM) and François Gemenne (eds.) (2017), *Making mobility work for adaptation to environmental changes: Results from the MECLIP global research*, available from: www.environmentalmigration.iom.int/making-mobility-work-adaptation-environmental-changes-results-meclep-global-research.

⁵³ For example, Egypt's 2016 National Communications says: "'Migration is not only a climate change impact and adaptive strategy, but also a source of vulnerability;" and Malta's 2010 National Communication says: "The proposed adaptation measures include [...] facilitation of migration."

⁵⁴ For example, Canada's 2010 document for Adapting to Climate Change - An Introduction for Canadian Municipalities says: "Le Goulet's Climate Change Adaptation Plan: Planned relocation as an option to address sea-level rise - [...] It was decided that relocating homes at risk from flooding (retreat) to a higher elevation is the most desirable and cost-effective means to reduce the multiple health and safety issues stemming from storm surge flooding;" Cuba's 2015 National Communication says "The possibility of implementing the forced relocation of human settlements could increase due to the loss of land areas as a result of the rising sea level;" Fiji's 2015 INDC says "The planting of mangroves, construction of seawalls and the relocation of communities to higher grounds are part of ongoing adaptation initiatives;" Malta's 2010 National Communication says: "Sea level rise and storm surges can put coastal communities at risk, necessitating expensive adaptation or reactive measures, which may include the relocation of whole communities to safer locations;" Rwanda's 2015 INDCs says: "In order to reduce locally-specific hazards, relocation from high risk zones is considered as one of the strategic actions. In addition to households previously relocated from high risk zones, Rwanda will relocate additional 30 000 households by 2030."



Another dimension highlighted in several policies is the link between human mobility in the context of climate change and security.⁵⁵ These policies address potential national security threats posed by climate change and their implications on mobility. For instance, governments look into how climate change impacts might contribute to the destabilization of societies and adverse economic impacts, which in turn could lead to a potential increase of smuggling and trafficking or an intensification of migration movements.

Some governments also consider the link between health, climate change, environmental factors and migration.⁵⁶ For example, references are made to the interaction between communicable diseases via or due to environmental degradation and climate change and their influence on migration patterns. The impacts the migration process can have on the mental and physical health of individuals are also sometimes mentioned.

Human mobility dimensions are also framed in terms of preparedness efforts linked to disasters,⁵⁷ emphasizing the necessity to prepare for planned movements of people, notably through evacuation plans.

Several connections are also made between climate change and urbanization trends,⁵⁸ highlighting the fact that climate change impacts might lead to the unsustainable migration of people towards urban

⁵⁵ For example, Australia's 2015 National Climate Resilience and Adaptation Strategy says: "Climate change does not stop at country borders. The effects of climate change are being felt in Asia and the Pacific, with implications for Australia's trade, migration, development and national security;" Austria's 2012 Strategy for Adaptation to Climate Change says: "This issue of adaptation plays an increasing role in development, security and environmental cooperation as well as for migration policy;" Finland's Evaluation of the Implementation of the National Strategy for Adaptation to Climate Change 2009 says: "Illegal immigration and smuggling and trafficking in human beings are serious global problems. Climate change may increase these further if it leads to impoverishment of regions and weaker preconditions for life. The number of people heading to Europe and especially its northern parts may be growing;" Germany's 2008 Strategy for Adaptation to Climate Change says: "The predicted climate changes could reinforce these effects. Resulting persistent deterioration in living conditions could lead to social tensions and destabilisation of society, and to political or possibly religious radicalisation of the population in the countries of origin. This could result in an intensification of the economic, political, religious or conflict-related motives and reasons for flight, and in increased migration. This could in particular affect the countries along the existing migration routes to the European Union and adjacent regions;" Nigeria's 2015 INDC says "J.Strategies for Disaster, Migration and Security, 1.Strengthen capacity to anticipate disasters and impacts on internal migration and security 4.Strengthen rural infrastructure and the availability of jobs to discourage out migration."

⁵⁶ For example, Bangladesh's 2012 National Communication says: "The indirect impacts of climate change on the public health of Bangladesh are expected to be much more severe and diverse compared with direct impacts. Indirect impacts can be in two forms: (a) health consequences due to environmental change and ecological disruption that occur in response to climate change; and (b) diverse health consequences, for example, traumatic, infectious, nutritional, psychological, etc. that occur in demoralized and displaced populations in the wake of climate-induced economic dislocation, environmental decline, and conflict situations;" Egypt's 2016 National Communications says: "Climate change and migration patterns may result in re-emerging of old diseases, such as tuberculosis (TB), due to changes in the epidemiology of regions and populations;" Nauru's 2015 National Communications says: "According to the World Health Organisation (WHO, 2009), globally climate change and natural disasters increase the threats of: communicable and non-communicable diseases, [...] and mental health impacts of, among other things, loss of livelihoods and climate change-induced population displacement;" Samoa's 2010 National Communications says: "Those who are displaced because of climate-related land loss will have to face not only the economic hardship associated with relocation - in some instances significant - but also the psychological distress of dislocation;" Namibia's 2015 National Communication says: "These forced displacements, combined with heavy rainfall and contaminated water supplies are likely to increase the incidence and transmission of waterborne diseases such as cholera, typhoid fever, leptospirosis, cryptosporidium, E.coli, giardia, shigella and hepatitis A."

⁵⁷ For example, Malta's 2010 National Communication says: "Relevant adaptive measures for Malta in this regard could include: Improved transport systems and infrastructure so as to have better mobility for the eventuality of evacuation;" Saint Lucia's 2017 National Communication says: "Persons must be sensitized to the realities of natural disasters, especially those living in hazard prone areas, through community awareness campaigns and evacuation plans;" Germany's 2008 Strategy for Adaptation to Climate Change says: "In addition to constructional reinforcement (physical strengthening) of buildings and systems such as water or electricity networks, other important precautions for disasters are emergency and evacuation plans, warning systems and information facilities."

⁵⁸ For example, Solomon Islands' 2017 National Communication says: "Adaptation and survival strategies include: [...] migration to urban centres in the country;" Brazil's 2016 National Adaptation Plan to Climate Change - Sectoral and Thematic Strategies says: "Warmer and drier weather may cause migration to big cities of the region and to other regions, in waves of environmental refugees;" Sudan's 2015 INDCs says: "This land use context has led to serious environmental problems [...] which in turn have led to [...] rural-urban migration patterns that cannot be sustained in the long-term."



centers, particularly where these areas have weak infrastructure, lack of basic services and high unemployment.

Identified good practices

This mapping identifies two ‘champion’ countries, Colombia and Togo, which have integrated human mobility considerations across all three types of climate change policies reviewed in this exercise. The consistent inclusion of human mobility matters throughout their national adaptation plans (NAPs), their Intended Nationally Determined Contributions (INDCs) and their most recent National Communications (NCs) is a good example of policy coherence at the national level.

However, there is no example from this mapping of countries that have integrated human mobility in the context of climate change in both their migration and climate change national policies. Nevertheless, it is important to note that while in some countries, such as Colombia, national migration policies do not explicitly refer to climate change, the country does grant international protection on humanitarian grounds, including in the context of disasters. This was evidenced in the context of migration flows linked to the 2010 Haiti earthquake.

Engagement of national stakeholders across policy areas

Most of the key actors involved in drafting, implementing and/or monitoring the reviewed climate change policies, including those referencing human mobility, are hosted in departments within ministries related to: agriculture, climate change, environment, fisheries, forestry, land, natural resources, sustainable development, tourism, and water management. In addition, some policies, in particular the National Communications, have been developed with the support of other actors such as the Global Environment Facility (GEF), the United Nations Development Programme (UNDP), the United Nations Environment Programme (UN-Environment), the World Wildlife Fund (WWF), and universities. A few governments also draw on the work of IOM, especially the ‘Outlook on Migration, Environment and Climate Change’ and on the ‘Migration, Environment and Climate Change: Evidence for Policy (MECLEP)’ project, in their climate change policies.⁵⁹ Like in the case of human mobility policy, in most countries, committees have been formed to draft, implement and/or monitor climate change policies, including where there are references to human mobility. However, as in human mobility policy, these committees seldom include migration-related governmental actors, trade unions or employers’ organizations, highlighting the need for more coherence and synergies between climate or environmental actors and migration actors.

4. Identified Gaps

It is clear that there is greater policy awareness of the different links between environment, climate change and human mobility at the national level. This translates at the policy development level in the inclusion of specific human mobility references in climate policies and vice versa, of climate and environmental references in mobility policies. However, a number of remaining gaps can be identified:

⁵⁹ For example, Brazil’s 2016 National Adaptation Plan to Climate Change - Sectoral and Thematic Strategies and Colombia’s 2016 Plan de Adaptación al Cambio Climático — Líneas de Acción Prioritarias para la Adaptación al Cambio Climático en Colombia, both draw on IOM’s terminology for environmental migration, migration and adaptation. Mauritius’s 2017 National Communication refers to IOM’s MECLEP project.



- Although some national policy development processes do include matters of human mobility and climate change respectively in climate/environmental policies and migration policies, these policies are for the most part not yet in implementation phase.
- Although several countries have created national committees for policy development across policy areas, few of these committees include actors from both environment or climate and migration or labor communities. There are notable exceptions, such as in Bangladesh or Ghana,⁶⁰ where climate and migration actors work together.
- In some cases, there is still a lack of coherence and coordination at the national policy development level: some countries develop climate change policies that include mobility factors, but do not include climate change dimensions in their national human mobility policies. Some countries also refer to human mobility in one of their climate policy documents, but not in others; or refer to climate change in their national migration policy, but do not further regulate the interactions between the two areas in their national legislation.
- The mapping has also evidenced a general lack of comprehensive regulations on human mobility in the context of climate change with limited to non-existent adoption of specialized legislation in both the areas of climate change and human mobility. Given the complexities surrounding the establishment of effective strategies to address human mobility in the context of climate change, specialized legal frameworks can play a key role in ensuring the effectiveness of State and local authorities' responses, particularly in defining legal mandates and authority, and in allocating the necessary resources.

5. Potential Areas of Recommendations

On the basis of the elements identified in the previous sections, the following recommendations could be of relevance:

Recommendations for governments

1. Strengthen national policies, strategies and legal frameworks, related to human mobility to systematically include the relevant environmental and climate factors impacting mobility patterns, through whole-of-government approach i.e. in coordination with climate and environment stakeholders, as well as other relevant actors across policy areas, such as labor ministries.
2. Consider adapting, where needed, existing national human mobility policies, strategies, legal frameworks and legislation and/or create new measures to reflect the principles agreed upon at the global level in terms of human mobility in the context of climate change.
3. Ensure involvement and partnerships with relevant stakeholders, such as local authorities, employers and trade unions, migrant and diasporas associations, civil society, private sector and academia on policy work on human mobility and climate change.
4. Consider the adoption of specialized legislation ensuring an effective coordination among the actors dealing with human mobility and climate change policy areas, defining roles and responsibilities, clarifying rights and duties of individuals and communities and putting in place effective accountability mechanisms.
5. Support and facilitate partnership building with a focus on data and evidence to support the inclusion of human mobility issues in climate change policies and vice versa.

⁶⁰ In Ghana the National Disaster Management Organization (NADMO) sits on Ghana Refugee Board. In Bangladesh, the Ministry of Disaster Management and Relief handles "mass-influx" migration emergencies.



6. Consider human mobility implications in the development process of Nationally Determined Contributions (NDCs), in order to ensure that adequate measures are integrated within the NDCs in the areas of adaptation to climate change as well as loss and damage due to climate change.
7. Ensure that existing commitments regarding human mobility in national climate change policies are reported upon and that updates on implementation are communicated regularly in National Communications (NCs).
8. Ensure that in the five-year rolling workplan of the WIM/Excom, synergies are built between the human mobility workstream and other relevant workstreams on slow-onset events, non-economic losses, comprehensive risk management approaches, and finance, technology and capacity building.
9. Ensure that all national policies, plans, strategies, and legal frameworks related to human mobility in the context of climate change, disasters and environmental degradation are coherent at the national level, and accompanied by solid implementation, monitoring and evaluation mechanisms as well as multi-year funding.
10. Ensure that the potential benefits of migration are analyzed and included, whenever relevant, in long-term national adaptation policies, plans or strategies and that the positive contributions of migrants are recognized and supported. Governments could create supportive environments that maximize positive outcomes of migration, including for those leaving or returning, through safe and regular migration opportunities, enhancing skills development and recognition as well as decent work opportunities, and support the contributions of migrants to climate action.
11. Consider revising national strategies on human mobility and climate change in connection to the international global policy commitments made in the Global Compact for Safe, Orderly and Regular Migration (GCM).

Recommendations for other stakeholders (international agencies, civil society, academia, private sector)

1. Support efforts to map review processes of existing national frameworks, policies or strategies, with an aim to identify any gaps related to the human mobility and climate change nexus and ways to address them.
2. Support States to develop guidelines or review existing guidelines aimed at integrating human mobility and climate change considerations in relevant frameworks, policies and strategies.
3. Produce and analyze data that can guide national policy development and implementation on human mobility and climate change.
4. Undertake further mapping and analysis of the human mobility and climate change nexus in other relevant policies, strategies or legal frameworks, such as: internal displacement policies, planned relocation policies, human rights national policies, relevant national case-law, social protection policies and mechanisms, gender equality policies, remittance policies, rural-urban migration policies, national security policies, national policies addressing the rights of indigenous peoples, development plans and policies, and disaster risk reduction policies and strategies.
5. Support the implementation efforts undertaken at national policy level that address the human mobility and climate change nexus, with a view to address challenges and seize opportunities.