



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

The United Nations system's mandates with respect to averting, minimizing and addressing displacement related to climate change: considerations for the future

Platform on Disaster Displacement (PDD)

Task Force on Displacement

Activity II.3



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FINAL REPORT

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Executive Summary

Background and Purpose of Study

This study assesses institutional frameworks and mandates within the United Nations (UN) system relevant to the Task Force on Displacement's (TFD) overall objective to "develop recommendations for integrated approaches to avert, minimize and address displacement related to the adverse impacts of climate change," considering, in accordance with its mandate, "both cross-border and internal displacement." It contributes to the Workplan of the Executive Committee of the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts (WIM Excom), Action Area 6: Enhance the understanding of and expertise on how the impacts of climate change are affecting patterns of migration, displacement and human mobility; and the application of such understanding and expertise.

To better understand the context of UN entities' current mandates and functions, the study first traces how the issue of displacement related to climate change emerged in the historical context of the UNFCCC as well as other relevant UN processes and frameworks. This wider institutional and operational review contributes to the WIM's workplan because it allows for the development of a conceptual framework that draws from related policy areas to better understand what it means to "avert, minimize and address displacement," given that these terms, and even "loss and damage," have not been formally defined under the UNFCCC.

This conceptual framework, in turn, guides discussion on what set of activities and approaches may constitute effective responses to the challenges of displacement related to climate change. Based on this, the study provides an initial, rough assessment of the extent to which the UN system's current mandates and functions allow it to provide the support affected States need to carry out those activities. It concludes with recommendations for how the UN system could improve support for States' efforts to avert, minimize and address displacement related to climate change, highlighting opportunities to coordinate the UN system's contributions within existing mechanisms and processes.

Evolution of the UN System's Response to Climate Change and Displacement

Prior to the 2000s, the wider UN system's engagement on climate change was largely limited to UN development entities whose mandate was perceived as linked to the UNFCCC's mitigation-related objectives, namely UNEP, WMO, UNDP and the World Bank. A specific focus on climate change by other UN entities only began to emerge in the mid-2000s when the UNFCCC negotiations evolved to address adaptation issues. In particular, although displacement and migration were highlighted as early as 1990 in the IPCC's first impacts assessment report, human mobility issues associated with climate change only gained prominence in the late 2000s. Displacement, migration and planned relocation were first addressed as part of discussions under the 2007 Bali Action Plan that ultimately led to their inclusion in the 2011 Cancun Adaptation Framework. Research and advocacy carried out by UNU-EHS and an informal Inter-Agency Standing Committee (IASC) working group on migration, displacement and climate change¹ are largely credited for bringing the issue to Parties' attention.

Attention to human mobility issues increased over time as the UNFCCC negotiations shifted to loss and damage under the Subsidiary Body for Implementation (SBI) work programme, which acknowledged the need for greater understanding about "How impacts of climate change are affecting patterns of migration, displacement and human mobility."² The inclusion of the topic in the

¹ The informal working group was convened by IOM in collaboration with UNHCR, the Representative of the Secretary General for Internally Displaced Persons (RSG for IDPs), OCHA, NRC and other IASC interested organizations.

² Conference of the Parties, United Nations Framework Convention on Climate Change, 'Addendum Part Two: Action Taken by the Conference of the Parties at Its Eighteenth Session' (United Nations 2013) Report of the Conference of the Parties

WIM's 2014-2016 workplan, again influenced by an expanded Advisory Group on Climate Change and Human Mobility facilitated by UNHCR and IOM, led to various proposals about "follow-up actions" to address migration and displacement within the context of loss and damage, with the emphasis on displacement.

In October 2014, the Least Developed Countries Group proposed the idea establishing a "climate change displacement facility" as part of the future Paris Agreement, that included support for emergency relief, organized migration and planned relocation, and compensation. Ultimately, displacement was addressed by the Parties within the 2015 COP21 decision adopting the Paris Agreement, rather than the treaty itself, in the form of the establishment of a Task Force on Displacement that was formally constituted in March 2017. Notably, the Task Force includes representation from observer organizations that had previously provided contributions on human mobility issues to the UNFCCC process.

Discussions outside the UNFCCC process related to displacement in the context of disasters and climate change also contributed the integration of displacement within the UNFCCC process. In particular, the Norwegian and Swiss-led Nansen Initiative held regional consultations with States and other actors to build consensus on how to address the gap in international law for people forced to flee the impacts of disasters, including those linked to climate change. The process concluded in 2015 when 109 government delegations endorsed the Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change (Nansen Initiative Protection Agenda).

Parallel developments related to addressing the protection and assistance needs of internally displaced people in disasters also contribute to understanding what is needed to avert, minimize and address displacement related to climate change. In the field of human rights and humanitarian response, the 1998 Guiding Principles on Internal Displacement state that internally displaced persons include those forced to flee as a result of natural or human made disasters. In 2005, the IASC sought to improve the humanitarian response system, particularly for internally displaced people, with the large-scale displacement during the 2004 Indian Ocean Earthquake and Tsunami highlighting the specific protection needs related to displacement in disaster situations, which are still not adequately addressed to date. However, tools and guidance rarely focused on climate change as a driver or a contributor to displacement.

Gradually discussions on internal displacement in disasters and cross-border displacement in the context of climate change and disasters converged, with the wide recognition that climate change impacts exacerbate or lead to natural hazards. Displacement related to climate change is also widely recognized as potentially occurring both internally and across international borders, as highlighted in the Task Force on Displacement's area of work set by the WIM Excom.

Key Concepts

There is not one internationally agreed definition to describe displacement solely due to climate change related impacts. Displacement related to the adverse impacts of climate change has been recognized as a sub-set within the broader category of disaster displacement.³ However, distinguishing between displacement and migration, particularly in the context of climate change, is not always easy. Displacement in the context of slow-onset or environmental changes can be distinguished from migration through an assessment as to whether the hazards have developed into

on its eighteenth session, held in Doha from 26 November to 8 December 2012 FCCC/CP/2012/8/Add.1 23 <<http://unfccc.int/resource/docs/2012/cop18/eng/08a01.pdf#page=21>> accessed 7 February 2018.

³ Emphasis added. Nansen Initiative, *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change* (2015) para 16 <<https://nanseninitiative.org/wp-content/uploads/2015/02/PROTECTION-AGENDA-VOLUME-1.pdf>>.

a disaster situation that leaves affected individuals with no other reasonable option than to leave. Similarly, efforts to avert, minimize and address displacement related to climate change are also not easily separated into categories of mitigation, adaptation or loss and damage. For the purposes of this report, actions to avert and minimize displacement are understood as largely the same, blurring the categories of mitigation and adaptation. Addressing displacement related to climate change is understood to include not only responding to displacement and finding durable solutions once it occurs, but also preparations for potential displacement.

Current UN Institutional Frameworks and Mandates

The UNFCCC process is the undisputed international process leading the global response to climate change. At the same time, as the vast implications of climate change become increasingly evident, States have examined virtually all aspects of the UN's work to assess how it will be affected. Consequently, the implications of displacement related to disasters and climate change have been considered within numerous contexts, including humanitarian response, development, human rights, ethics, environmental change, and disaster risk reduction.

Since 2013, the issue of displacement related to climate change and disasters has gained increasing prominence across the UN System. For example, in 2015, the UN General Assembly recognized that climate change exacerbates factors that lead to displacement in disasters. The Human Rights Council held a special session on human rights and climate change in 2017 that focused on displacement considerations. Disaster displacement and climate change have also been addressed within UN international agreements outside UNFCCC processes, such as the Sendai Framework on Disaster Risk Reduction 2015-2030, the 2016 New York Declaration for Refugees and Migrants, and the 2017 Declaration of Ethical Principles in Relation to Climate Change. Importantly, the 2017-2020 United Nations System Strategic Approach on Climate Change Action, the UN's highest-level strategy on climate change, addresses displacement and migration in three of its eight impact areas: normative guidance on climate change; data and observations; and nexus of climate change, sustainable development, peace and security, human rights and humanitarian issues.

Key Findings from the Review of UN Entities' Mandates

The study found either direct and indirect references to displacement and migration issues to climate change in over half of the forty UN entities' recent strategic policy documents. UN entities also act as secretariats and provide substantive support to States for international agreements and processes relevant to disaster displacement and climate change. (ILC, IOM, ISDR, OCHA, UNDP, UNFCCC, UNESCO, UN-Habitat, UNHCR)

Several UN entities specifically highlight climate change, displacement and migration-related issues in their strategy documents. (ESCAP, FAO, ILO, IOM, OHCHR, UNHCR, UNESCO, UNFCCC, UNU-EHS) Many others have priorities regarding assistance to displaced people in disasters, recognizing climate change as contributing to hazards that lead to disasters (ILC, OCHA, UN-Habitat), or their strategies identify displaced people as a vulnerable group requiring specific attention in their broader work related to climate change, humanitarian response to disasters, or disaster risk reduction. (UNDP, UNFPA, UNICEF, UNISDR, UN Women, WFP, WHO, World Bank)

Indirect references included strategy documents that identify disaster displacement and climate change in their organizations' contextual analysis to understand the potential impact of their work. (WMO, UNEP, UNOPS, IFAD) Some UN entities recognize the relevance of displacement and climate change to their work, but do not clearly present them as integrated issues in their strategy documents. (UNCDF, UNIDO, ECA, ECLAC, ESCWA, UNECE, ITC) One only highlights the relevance of its work to displacement generally. (UNAIDS)

Some entities lack any specific reference to disaster displacement and climate change in their strategy documents. However, their functions address underlying processes or provide support functions that contribute or could contribute to overall efforts to avert, minimize or address displacement related to climate change. (ITU, UNCTAD, UNCTBTO, UNDESA, UNODC, University of Peace) For others, their role is marginal. (UNWTO, UNRWA)

A few entities stand out in terms of their commitment to addressing displacement related to climate change. While many UN entities with wide mandates to assist general population groups do not need to justify their work on displacement related to climate change and disasters, UNHCR and IOM underwent extensive discussions with their respective governing bodies to prioritize the issue and shape their institutional contributions. UNHCR, long recognizing the gap in the UN's response to disaster displacement and climate change, has now committed to enhance its engagement, particularly in terms of legal and policy development, and for operational leadership and support in internal displacement situations. IOM, an early leader on environmental and human mobility issues, has further strengthened its capacity through the establishment of a division on Migration, Environment and Climate Change. It has also set priorities in the areas of knowledge production, Camp Coordination and Camp Management, and support for integrating human mobility considerations in disaster risk reduction, climate change adaptation and development plans. Key development actors, namely UNDP and the World Bank, have also more clearly emphasized their important role in addressing displacement, building on their years of experience in supporting durable solutions and reducing future displacement risk in the context of disasters and climate change. ESCAP, ILO, OHCHR, UNESCO and UNU-EHS have also made significant contributions in the areas of research and advocacy to increase understanding about how climate change impacts human mobility.

Initial Assessment of the UN System's Contributions to Avert, Minimize and Address Displacement

The review found that overall functional capacity is present in the UN system to support States in their efforts to avert, minimize and address disaster displacement related to the adverse impact of climate change- although UN entities may not specifically distinguish the work as a response to displacement or climate change. Many UN entities also recognize climate change as a key driver of displacement. Disaster displacement, including related to climate change, is addressed system-wide through a spectrum of activities, such as: disaster risk reduction, infrastructure development, livelihoods to build resilience, emergency assistance, human rights protection, addressing cultural loss, migration management, planned relocation assistance, and assistance to access climate finance.

The UN's disaster risk management and humanitarian response system is most clearly designed to respond to the needs of displaced people in the event of disasters linked to climate change, both slow and sudden-onset. Development, finance, research, cultural, regional and other specialized entities also have a role to play in areas such as early warning, policy development, reducing the negative impacts of displacement, finding durable solutions and reducing the risk of future displacement. Support and financial assistance is available to carry out vulnerability assessments and undertake disaster risk reduction and resilience efforts prior to displacement.

The UN entities' potential contributions to averting displacement or minimizing disaster displacement risk related to climate change are particularly vast and difficult to define. All efforts to achieve the sustainable development goals arguably contribute to building more resilient societies that are thus less vulnerable to the impacts of climate change, including displacement. Despite this challenge, this study highlights a number of activities, largely carried out by development actors, that fall within such efforts.

Although the review of UN entities' current functions is not precise or comprehensive, the examples of activities currently undertaken by UN entities suggest significant opportunities for drawing on the

UN's capacity to assist States in their efforts to avert, minimize and address displacement related to the adverse effects of climate change.

Potential Overlaps and Gaps in Functional Capacities

Potential overlaps: Given the level of review, it is not clear whether or to what extent there is operational overlap in existing UN entities functions and activities for displacement related to climate change. However, the review noted that multiple UN entities collect a wide variety of data related to averting, minimizing and addressing disaster displacement- both in terms of information on population movements as well as climatic and other data for use in early warning systems. The review also noted a growing amount of research on climate change and human mobility by UN entities, particularly on themes related to how remittances and migration contribute to development and building resilience. That said, some research projects and publications were joint initiatives amongst UN entities.

A number of entities are engaged in the area of livelihood development and facilitating access to markets for displaced people, both in the humanitarian response and recovery stage. Several entities also focus on building climate resilient livelihoods more generally, particularly for small-scale farmers.

Activities related disaster risk reduction activities, including the creation of early warning systems, community education, capacity building of officials, and the provision policy advice to governments on the development of disaster risk reduction and climate change adaptation strategies were also prevalent. However, again, given the wide scope of what constitutes "disaster risk reduction," further assessments would be required to understand to what extent these activities overlap.

Multiple entities also reported helping States access climate finance.

Potential gaps: At the country-level, leadership over the Protection Cluster in disaster situations remains unpredictable, as it depends upon an agreement between UNHCR, UNICEF and OHCHR in conversation with the UN Humanitarian Coordinator after a disaster occurs. This uncertainty over leadership often results in inadequate financing for protection-related activities for internally displaced persons, as the delay in decision making can result in protection projects not being included in initial funding appeals that generate the most contributions.

The review highlights a gap in terms of dedicated responsibility for normative and policy development on the specific protection needs of disaster displaced people, including related to climate change, and in particular for those that cross international borders. The mapping further notes the absence of designated responsibility for meeting the protection and assistance needs of displaced people when they cross international borders in the context of climate change and disasters.

Also, while UNESCO has highlighted the issue of cultural loss associated with disaster displacement related to climate change, little was found in relation to operational programming at the country-level.

Finally, this study does not review the levels of funding and human resources dedicated by the UN entities to disaster displacement-related functions. Future research could explore to what extent UN entities have the necessary level of financial and human resources to predictably and systematically carry out their mandated functions related to disaster displacement, or whether existing policy frameworks and activities need to be scaled up to meet States' needs.

Opportunities for Improved Coordination to Assist States

Displacement related to climate change is by definition a complex and multi-causal issue that requires system-wide coordination and planning at national, regional and international levels. However, the UN currently lacks a system-wide lead, coordination mechanism, or strategy on internal and cross-border disaster displacement, including related to climate change. At the global level, the UN Emergency Relief Coordinator's mandate to coordinate assistance for internally displaced persons is widely acknowledged. However, this is not an operational role, and the Emergency Relief Coordinator does not have the authority to convene UN entities across the system, bridging the humanitarian-development divide. The Special Rapporteur on the human rights of internally displaced persons also plays an important role. However, this is a voluntary position with limited resources capacity that focuses specifically on human rights protection. The United Nations network on migration will likely have responsibilities for a broad range of issues with respect to coordinating the UN System's collective support for implementing the GCM. Yet, the issue of cross-border displacement in the context of climate change, disasters and environmental degradation is just one element within the Compact. It also does not directly address internal displacement.

As a result, functions and activities related to disaster displacement and climate change are dispersed across multiple entities and processes. UN entities may address disaster displacement from their respective areas, such as the human rights of internally displaced persons, food security, disaster risk reduction, livelihoods, migration management, or temporary settlements, but such efforts are not necessarily aligned or based upon a respective entity's comparative advantage. Furthermore, because many UN entities view displaced people as a sub-set of the larger populations they serve, the specific needs of displaced people may be overlooked, which has been found to lead to difficulties finding durable solutions, and in turn, protracted displacement situations. The lack of overall leadership also has implications for the UN system's ability to provide coordinated programme country-level support for States most affected by displacement related to climate change, and to ensure coordinated contributions to the implementation of relevant international frameworks and processes.

With respect to displacement related to climate change, as the study shows, the UN System Strategic Approach on Climate Change Action is promising, as it will eventually bring together the humanitarian action under the HLCP with development action in the UNDG. The Strategic Approach primarily aims to rely on existing coordination mechanisms. As noted in the Strategic Approach, the United Nations Working Group on Transitions and the Inter-Agency Standing Committee task team on strengthening the humanitarian and development nexus do address disaster and climate change contexts. However, their work to date has primarily focused on conflict situations and complex emergencies. The most comprehensive planning amongst UN entities specifically on disaster displacement, as recognized by the Strategic Approach as well as the GCM, has occurred within the Platform on Disaster Displacement's workplan, in which some, albeit active, UN entities have included selected activities relevant to averting, minimizing and addressing disaster displacement. The Platform on Disaster Displacement, however, is state-led and outside the UN system.

Cross-border disaster-displacement, including related to climate change, continues to receive growing recognition within the UN system. It is addressed within the WIM and its Task Force on Displacement, the Sendai Framework on Disaster Risk Reduction and the Agenda for Humanity. It has also been discussed within the Human Rights Council and is recognized as a challenge by the GCR. The GCM addresses cross-border disaster-displacement most comprehensively, from the perspective of prevention, preparedness, admission and stay, assistance, and the search for lasting solutions. States also commit to developing coherent approaches drawing on the recommendations of the Nansen Initiative Protection Agenda and the Platform on Disaster Displacement. However, cross-border migration in the context of disasters, climate change and environmental degradation is only one topic among many in the GCM. Thus, while the anticipated new capacity building mechanism and UN

network on migration are extremely promising, it is not yet clear to what extent they will be able to fully address the protection and assistance needs of cross-border disaster-displaced people in a comprehensive and coordinated manner. Again, the state-led Platform on Disaster Displacement is currently the only dedicated international mechanism addressing with the contributions of a diverse set of UN entities and other relevant actors.

Similarly, discussions are underway regarding how to further strengthen the UN's response to internal displacement, including displacement linked to disasters and climate change. With 2018 marking the 20th anniversary of the Guiding Principles on Internal Displacement, the General Assembly has encouraged the Secretary-General to improve inter-agency efforts to protect and assist IDPs.⁴ The request was framed by concern about the growing number of IDPs in conflict and disaster situations, recognition of the future impacts of climate change on displacement, unpredictable leadership for IDP protection in disaster contexts, and increased recognition by development actors about their role in preventing displacement and finding durable solutions. In July 2018, a letter to the UN Secretary-General signed by 37 Member States proposed the establishment of a UN "High Level Panel on Internally Displaced Persons, with a diverse and balanced composition and leadership" to "galvanize attention and action on IDPs." Alternative proposals have included the creation of a "system-wide internal displacement initiative led by the Secretary-General and his Deputy," and the appointment of a high-level official with the mandate to work with entities across the UN system.

Alongside these deliberations on displacement, the UN General Assembly is considering the Secretary-General's proposals to improve system-wide coherence across the UN development system, including how to align the development planning and implementation under the UN Development Assistance Frameworks with humanitarian preparedness and response efforts under the Humanitarian Response Plans to achieve "collective outcomes." The General Assembly has agreed to strengthen the role of the UN resident coordinator system at the country level as the highest-ranking UN representative, separating the role from the resident representative of UNDP and providing enhanced authority for pooled funding. The General Assembly also welcomed the Secretary-General's proposed funding compact as a way to revitalize the development system's funding architecture with a funding dialogue planned for 2018. The outcomes of this broader reform effort will likely determine how the UN system will also coordinate and deliver integrated responses that contribute to states' efforts to avert, minimize and address disaster displacement related to climate change.

While numerous entities in the UN contribute to efforts to avert, minimize and address disaster displacement, including related to climate change, the roles of UNHCR and IOM will be particularly important in future deliberations. Their respective expertise on protection, displacement and migration issues will be needed to guide and assess the UN's strategic direction and overall response to ensure that disaster displaced people are not "left behind" because their specific displacement-related needs are not adequately addressed. Similarly, OCHA, with the ERC's role to coordinate assistance to internally displaced people, and UNDP's coordination role for development are critical for bridging the humanitarian-development divide to ensure that that displacement is consistently addressed and aligned within UN planning processes, particularly in the areas of development, climate change action, and disaster risk reduction.

Conclusions and Recommendations

While the lead role of the UNFCCC processes with respect to negotiating the global response to climate change is widely acknowledged and respected, the majority of the work on disaster displacement, including related to climate change, is taking place outside the UNFCCC. At the same time, the UN is in the midst of ongoing efforts to improve system-wide coordination and programme delivery. This presents multiple opportunities to highlight the importance of supporting the UN's potential capacity

⁴ General Assembly, 'Protection of and Assistance to Internally Displaced Persons' (n 132) para 42.

to provide a wide-ranging set of assistance to help affected States avert, minimize and address displacement related to climate change.

Recommendations:

- Welcome the inclusion of displacement related to climate change within the United Nations System Strategic Approach on Climate Change Action.
- Request the UN Secretary General to develop a UN strategic plan on disaster displacement, particularly related to climate change and applying a human rights-based approach applying existing standards, that includes: i) a description of UN entities' respective mandates, activities, and level of dedicated financial and human resources, and ii) plans to address the overall leadership and coordination gap to ensure harmonized UN support to affected States, and coordinated contributions to ongoing relevant international processes.
- Highlight, as appropriate, the critical importance of considering measures to avert, minimize and address disaster displacement related to climate change within ongoing discussions to achieve UN system-wide coherence through the repositioning of the UN development system, including within the proposed Funding Compact.
- Contribute to ongoing discussions on how to improve the UN system's response to internal displacement, highlighting the importance of addressing disaster displacement related to climate change.
- Advocate for the full implementation, with respect to displacement related to climate change and disasters, of the Global Compact for Migration and the Global Compact on Refugees, and encouraging, with respect to the Global Compact for Migration, the designation of clear roles and responsibilities as the modalities and organizational aspects are finalized.
- Seek to align UNFCCC measures averting, minimizing and addressing disaster displacement related to climate change with the outcomes of broader UN system-wide reforms.
- With respect to UN entities' respective contributions to supporting States in their efforts to avert, minimize and address displacement related to climate change:
 - Welcome the wide recognition of disaster displacement related to climate change as an important issue by many UN entities, and encourage others to prioritize it within their work.
 - Welcome, in particular, UNHCR's Strategic Framework and efforts to address legal and policy gaps related to cross-border displacement in the context of climate change and disasters, and UNHCR's efforts to strengthen leadership for the protection of internally displaced persons in disasters; Recognize UNHCR's advisory role with respect to protection and assistance in cross-border disaster-displacement situations.
 - Welcome, in particular, IOM's efforts and role in research, policy development and support with respect to integrating migration within climate change adaptation and DRR strategies, its emergency response for internally displaced persons in disasters, and its anticipated role as coordinator and secretariat of the United Nations network on migration.
 - Welcome, in particular, ILO's strategy to promote dialogue and address fair and effective international labour migration governance in the context of climate change and disasters, including through ILO's Guiding Principles on the Access of Refugees and Other Forcibly Displaced Persons to the Labour Market, and Recommendation 205 that addresses employment and decent work measures for displaced people in disasters.
 - Welcome, in particular, OHCHR's efforts to develop greater understanding and recognition of the human rights impacts of climate change, and in particular with respect to displacement.
 - Welcome and encourage UN entities' efforts to: i) help States access climate finance and ii) prioritize development financing for projects addressing climate change,

highlighting that such financing should further prioritize projects that avert, minimize or address disaster displacement related to climate change.

I. Introduction

1.1 Background and purpose of the study

This study assesses institutional frameworks and mandates within the United Nations (UN) system relevant to the Task Force on Displacement's (TFD) overall objective to "develop recommendations for integrated approaches to avert, minimize and address displacement related to the adverse impacts of climate change,"⁵ considering, in accordance with its mandate, "both cross-border and internal displacement."⁶ The research is included within the TFD's workplan,⁷ and contributes to the Workplan of the Executive Committee of the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts (WIM Excom), Action Area 6: Enhance the understanding of and expertise on how the impacts of climate change are affecting patterns of migration, displacement and human mobility; and the application of such understanding and expertise.⁸

The WIM was established to "address loss and damage associated with impacts of climate change, including extreme events and slow onset events, in developing countries that are particularly vulnerable to the adverse effects of climate change."⁹ While, Action area 6 includes wider patterns of migration and human mobility impacted by climate change, this mapping exercise focuses more narrowly on displacement as a clear form of loss and damage, referring to other forms of human mobility only to the extent they relate to averting, minimizing and addressing such displacement.¹⁰

To better understand the context of UN entities' current mandates and functions, the study first traces how the issue of displacement related to climate change emerged in the historical context of the UNFCCC as well as other relevant UN processes and frameworks. This wider institutional and operational review contributes to the WIM's workplan because it allows for the development of a conceptual framework that draws from related policy areas to better understand what it means to "avert, minimize and address displacement," given that these terms, and even "loss and damage," have not been formally defined under the UNFCCC. The study does so by drawing on related concepts developed within the context of other relevant programmatic areas, namely humanitarian response, disaster risk reduction, human rights, and development.

⁵ Conference of the Parties, United Nations Framework Convention on Climate Change, 'Decision 1/CP.21 Adoption of the Paris Agreement' (UNFCCC 2016) Report of the Conference of the Parties on its twenty-first session, held in Paris from 30 November to 13 December 2015; Addendum Part two: Action taken by the Conference of the Parties at its twenty-first session FCCC/CP/2015/10/Add.1 para 49 <<https://unfccc.int/resource/docs/2015/cop21/eng/10a01.pdf>> accessed 12 February 2018.

⁶ Conference of the Parties, United Nations Framework Convention on Climate Change, 'Decision 5/CP.23 Warsaw International Mechanism for Loss and Damage Associated with Climate Change Impacts' (UNFCCC 2018) FCCC/CP/2017/11/Add.1 para 8 <<https://unfccc.int/sites/default/files/resource/docs/2017/cop23/eng/11a01.pdf>> accessed 4 May 2018.

⁷ Activity II.2. Task Force on Displacement, 'Workplan of the Task Force on Displacement' <https://unfccc.int/files/adaptation/workstreams/loss_and_damage/application/pdf/tfd_workplan.pdf> accessed 12 February 2018.

⁸ UNFCCC, 'Workplan of the Executive Committee of the Warsaw International Mechanism for Loss and Damage' <http://unfccc.int/adaptation/workstreams/loss_and_damage/items/8805.php> accessed 15 December 2017. See also, UNFCCC, 'Report of the Executive Committee of the Warsaw International Mechanism for Loss and Damage Associated with Climate Change Impacts' (Subsidiary Body for Scientific and Technological Advice 2016) FCCC/SB/2016/3 12.

⁹ Conference of the Parties, United Nations Framework Convention on Climate Change, 'Addendum Part Two: Action Taken by the Conference of the Parties at Its Nineteenth Session' (UNFCCC 2014) Report of the Conference of the Parties on its nineteenth session, held in Warsaw from 11 to 23 November 2013 FCCC/CP/2013/10/Add.1 6 <<http://unfccc.int/resource/docs/2013/cop19/eng/10a01.pdf#page=6>> accessed 14 February 2018.

¹⁰ This is not to say that loss and damage cannot arise out of other forms of human mobility in response to the adverse effects of climate change. However, such impacts are outside the scope of this study. See discussion in UNFCCC, 'Non-Economic Losses in the Context of the Work Programme on Loss and Damage' (United Nations 2013) Technical paper FCCC/TP/2013/2.

This conceptual framework, in turn, guides discussion on what set of activities and approaches may constitute effective responses to the challenges of displacement related to climate change. Based on this, the study provides an initial, rough assessment of the extent to which the UN system's current mandates and functions allow it to provide the support affected States need to carry out those activities. The wide approach also assists with the identification of potential opportunities to coordinate the UN system's contributions within existing mechanisms and processes.

1.2 Conceptual framework

Many key terms relevant to the climate change and displacement have not been defined by the Climate Change Convention and subsequent agreements by the Conference of the Parties. However, relevant terms have been developed within other related international processes.

This section draws together definitions and descriptions of key terms as affirmed or used within international processes addressing climate change, disaster risk reduction, development, human rights and humanitarian response. The terms and definitions discussed below, and included in detail in the Annex, have been assembled from the respective entities: UNFCCC Secretariat, the IPCC, UNISDR, UNDP, the IASC, IOM and the Nansen Initiative.¹¹

1.2.1 Human mobility in the context of climate change

Human mobility represents a spectrum of movements described according to their degree of voluntariness. According to a UNFCCC paper addressing non-economic loss, "Human mobility can be viewed as a continuum from completely voluntary movements to completely forced migrations (IPCC, 2012). The Cancun Adaptation Framework recognizes displacement, migration and planned relocation as forms of human mobility that can be induced by climate change."¹² The UNFCCC further notes, "While there is no definition under the Convention, migration tends to refer to voluntary movement, while displacement tends to refer to forced movement."¹³

Distinguishing between displacement and migration, particularly in the context of climate change, is not always easy. The Nansen Initiative Protection Agenda describes migration as

human movements that are predominantly voluntary insofar as people, while not necessarily having the ability to decide in complete freedom, still possess the ability to choose between different realistic options. In the context of slow-onset natural hazards, environmental degradation and the long-term impacts of climate change, such migration is often used to cope with, "avoid or adjust to"¹⁴ deteriorating environmental conditions that could otherwise result in a humanitarian crisis and displacement in the future.¹⁵

¹¹ While the Nansen Initiative consultative process took place outside of the UN System, the Protection Agenda was endorsed by 109 government delegations, and has been subsequently referred to by States in multiple international forums, including the United Nations.

¹² UNFCCC, 'Non-Economic Losses in the Context of the Work Programme on Loss and Damage' (n 9) para 82. IOM has put forth a working definition of "environmental migrants", which spans the spectrum of voluntary and forced movements. "Environmental migrants are persons or groups of persons who, predominantly for reasons of sudden or progressive change in the environment that adversely affects their lives or living conditions, are obliged to leave their habitual homes, or choose to do so, either temporarily or permanently, and who move either within their country or abroad." Richard Perruchoud and Jillyanne Redpath-Cross (eds), *Glossary on Migration* (2nd edn, IOM 2011) 33 <http://publications.iom.int/system/files/pdf/iml25_1.pdf> accessed 14 February 2018.

¹³ UNFCCC, 'Non-Economic Losses in the Context of the Work Programme on Loss and Damage' (n 9) para 82.

¹⁴ Jon Barnett and Michael Webber, 'Migration as Adaptation: Opportunities and Limits' in Jane McAdam (ed), *Climate Change and Displacement: Multidisciplinary perspectives*, vol 2 (Hart Publishing 2010).

¹⁵ Nansen Initiative, *Protection Agenda* (n 3) para 20.

Planned relocation is understood as:

“a planned process in which persons or groups of persons move or are assisted to move away from their homes or places of temporary residence, are settled in a new location, and provided with the conditions for rebuilding their lives. Planned Relocation is carried out under the authority of the State, takes place within national borders, and is undertaken to protect people from risks and impacts related to disasters and environmental change, including the effects of climate change. Such Planned Relocation may be carried out at the individual, household, and/or community levels.”¹⁶

Planned relocation can be described as a forced or voluntary movement depending on the circumstances. As guidance explains:

In some cases, Planned Relocation will be initiated by persons or groups of persons and will reflect their level of risk tolerance. In other cases, States will decide that people must be moved for their safety and protection, even though they may oppose Planned Relocation. In all types of Planned Relocation, distinctions between ‘forced’ versus ‘voluntary’ movement are somewhat artificial. Arguably, all those who participate in Planned Relocation are being compelled to move by forces beyond their control—disasters and environmental change, including the effects of climate change.¹⁷

Climate change may also result in factors that restrict mobility. Trapped populations are described as “[g]roups of people whose mobility is restricted, and so cannot migrate as a form of adaptation but nor can they be displaced (Warner et al., 2013), despite potentially suffering human mobility-related loss and damage.”¹⁸

1.2.2 Climate change and the creation of disaster displacement risk

Within the field of disaster risk reduction, climate change is recognized as creating hazards that can lead to disasters.

According to ISDR, “Hazards include (as mentioned in the Sendai Framework for Disaster Risk Reduction 2015-2030, and listed in alphabetical order) biological, environmental, geological, hydrometeorological and technological processes and phenomena.” These hazards may be of natural or human origin. However, as ISDR explains, “Several hazards are socionatural, in that they are associated with a combination of natural and anthropogenic factors, including environmental degradation and climate change.”¹⁹ Such hazards include the adverse effects of climate change as identified by the UNFCCC, including “extreme events and slow onset events such as sea level rise, increasing temperatures, ocean acidification, glacial retreat and related impacts, salinization, land and forest degradation, loss of biodiversity and desertification.”²⁰

Under certain conditions, hazards can lead to a disaster. ISDR describes disasters as, “A serious disruption of the functioning of a community or a society at any scale due to hazardous events

¹⁶ Georgetown University, UNHCR and Brookings Institution, ‘Guidance on Protecting People from Disasters and Environmental Change through Planned Relocation’ para 2

<<https://georgetown.app.box.com/s/6uhtgnybnbsafos68dt7e8b94rjl2tcf>> accessed 14 August 2017.

¹⁷ *ibid* 6.

¹⁸ UNFCCC, ‘Non-Economic Losses in the Context of the Work Programme on Loss and Damage’ (n 9) para 84.

¹⁹ General Assembly, ‘Report of the Open-Ended Intergovernmental Expert Working Group on Indicators and Terminology Relating to Disaster Risk Reduction’ (n 5) 18.

²⁰ UNFCCC, ‘Non-Economic Losses in the Context of the Work Programme on Loss and Damage’ (n 9) para 32.

interacting with conditions of exposure, vulnerability and capacity, leading to one or more of the following: human, material, economic and environmental losses and impacts.”²¹ ISDR further explains, “The effect of the disaster can be immediate and localized, but is often widespread and could last for a long period of time. The effect may test or exceed the capacity of a community or society to cope using its own resources, and therefore may require assistance from external sources, which could include neighbouring jurisdictions, or those at the national or international levels.”²²

Because affected populations cannot cope with the impacts of a hazard, disasters often lead to the displacement of people. Like disaster risk, disaster displacement risk can be assessed according to three variables: hazards, exposure and vulnerability. This includes:

- “The likelihood, severity and nature of a hazard or combination of hazards occurring over time. According to the best scientific evidence, climate change is expected to alter normal variability in the weather and make some hazards more severe and frequent
- The exposure of people and their homes, property and livelihoods to hazards before a disaster and both during and after their displacement as they move from one place to another
- People’s pre-existing and evolving vulnerability to the impact of hazards before, during and after their displacement”.²³

1.2.3 Displacement linked to climate change as a form of disaster displacement

There is not one internationally agreed definition to describe displacement solely due to climate change related impacts.²⁴ However, displacement related to the adverse impacts of climate change has been recognized as a sub-set within the broader category of disaster displacement.

The Nansen Initiative Protection Agenda describes “disaster displacement” as

Situations where people are forced or obliged to leave their homes or places of habitual residence as a result of a disaster or in order to avoid the impact of an immediate and foreseeable natural hazard. Such displacement results from the fact that affected persons are i) exposed to (ii) a natural hazard in a situation where (iii) they are too vulnerable and lack the resilience to withstand the impacts of that hazard. It is the *effects* of natural hazards, **including the adverse impacts of climate change**, that may overwhelm the resilience or adaptive capacity of an affected community or society, thus leading to a disaster that potentially results in displacement. Disaster displacement may take the form of spontaneous flight, an evacuation ordered or enforced by authorities or an involuntary planned relocation process. Such displacement can occur within a country (internal displacement), or across international borders (cross-border disaster-displacement).²⁵

²¹ General Assembly, ‘Report of the Open-Ended Intergovernmental Expert Working Group on Indicators and Terminology Relating to Disaster Risk Reduction’ (n 5) 13.

²² *ibid.*

²³ Internal Displacement Monitoring Centre, ‘Global Estimates 2015: People Displaced by Disasters’ (Internal Displacement Monitoring Centre/Norwegian Refugee Council 2015) 14 <<http://www.internal-displacement.org/assets/library/Media/201507-globalEstimates-2015/20150713-global-estimates-2015-en-v1.pdf>>.

²⁴ IOM has also put forth the working definition of an “environmentally displaced person” described as, “Persons who are displaced within their country of habitual residence or who have crossed an international border and for whom environmental degradation, deterioration or destruction is a major cause of their displacement, although not necessarily the sole one. This term is used as a less controversial alternative to environmental refugee or climate refugee that have no legal basis or *raison d’être* in international law, to refer to a category of migrants whose movement is of a clearly forced nature.” Perruchoud and Redpath-Cross (n 17) 34.

²⁵ Emphasis added. Nansen Initiative, *Protection Agenda* (n 3) para 16.

The above understanding indicates that just as a disaster is complex and multi-causal, so is disaster displacement. In addition to exposure to a natural hazard, a multitude of demographic, political, social, economic and other developmental factors also determines to a large extent whether people can withstand the impacts of the hazard or will have to leave their homes. The Protection Agenda thus recognizes that disaster displacement occurs *in the context* of disasters, **including the impacts of climate change**, rather than being exclusively caused by a disaster.²⁶

When people are displaced within their own country or place of habitual residence, they are described according to the Guiding Principles on Internal Displacement as “internally displaced persons,” who are

“[P]ersons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized border.”²⁷

Notably, this description includes displacement related natural or human-made disasters, as well as other factors such as armed conflict that lead to displacement.

People who are displaced across international borders due to disasters, including those that have arisen from hazards caused by climate change, are called “cross-border disaster-displaced persons.” Although States have not agreed on universal criteria, the Nansen Initiative Protection Agenda sets out a number of factors that can be used to distinguish between voluntary and forced cross-border movements in disasters. While not always easy, the Protection Agenda notes,

“Such a distinction underlies responses by States and the international community because it is commonly acknowledged that those forced to leave their country face a heightened degree of vulnerability and thus have specific protection and assistance needs, including how to find a lasting solution to their displacement.”²⁸

Relevant factors to identify cross-border disaster-displaced persons include assessing:

- the direct and serious impact of the disaster on the individual
- the seriousness of the disaster’s impact
- additional factors, such as solidarity with a disaster-affected country or humanitarian elements
- contrary factors, subject to international legal obligations, that may justify non-admission²⁹

Distinguishing between a voluntary or involuntary movement in the context of slow-onset hazards or environmental change can be difficult. As ISDR notes, “the extent to which a disaster risk is deemed acceptable or tolerable depends on existing social, economic, political, cultural, technical and environmental conditions.”³⁰ The Nansen Initiative Protection Agenda provides guidance to assist with this determination, noting in the context of cross-border disaster-displacement that

²⁶ Emphasis added. *ibid* 17.

²⁷ Guiding Principles on Internal Displacement 1998 [UN Doc E/CN.4/1998/53/Add.2].

²⁸ Nansen Initiative, *Protection Agenda* (n 3) para 32.

²⁹ For more detail, see *ibid* 33.

³⁰ General Assembly, ‘Report of the Open-Ended Intergovernmental Expert Working Group on Indicators and Terminology Relating to Disaster Risk Reduction’ (n 5) 14.

movements occurring as a consequence of the gradual erosion of resilience or as an adaptation measure to environmental stress usually have some element of choice and thus can more easily be qualified as (primarily voluntary) migration. However, when slow-onset hazards that may have been building over many months or years reach an emergency phase within a short period of time, for example when drought “suddenly” contributes to a famine, people may see no other option than to seek food and assistance abroad. Slow-onset hazards, or the cumulative effect of a series of smaller, sudden-onset hazards, may also erode a community’s capacity to withstand what would normally be insignificant sudden-onset hazards. Such disaster scenarios are particularly relevant for low-lying island States, where inhabitants may be prompted to leave their homes and seek assistance and protection abroad on a temporary or, in extreme cases of the land becoming uninhabitable, permanent basis.

In short, displacement in the context of slow-onset or environmental changes can be distinguished from migration through an assessment as to whether the hazards have developed into a disaster situation that leaves affected individuals with no other reasonable option than to leave.

Displacement ends when displaced people find a durable solution. For internally displaced persons (IDPs),

A durable solution is achieved when IDPs no longer have specific assistance and protection needs that are linked to their displacement and such persons can enjoy their human rights without discrimination resulting from their displacement.

A durable solution can be achieved through:

- Sustainable reintegration at the place of origin (hereinafter referred to as “return”);
- Sustainable local integration in areas where internally displaced persons take refuge (local integration)
- Sustainable integration in another part of the country (settlement elsewhere in the country).³¹

For people displaced across international borders, “Admission, stay and non-return of cross-border disaster-displaced persons usually is granted on a temporary basis. When such temporary measures come to an end, displaced persons will need to find a solution that allows them to rebuild their lives in a sustainable way either in their country of origin, or in some cases, in the country that received them or in exceptional cases in a third country.”³²

Based upon the concepts introduced above, displacement related to the adverse impacts of climate change is understood as a forced or involuntary form of human mobility that can occur internally or across international borders in disasters (primarily) linked to hydrometeorological or environmental hazards of socionatural origin. Thus, displacement related to the adverse impacts of climate change is a sub-set within the broader category of disaster displacement.

While this description is useful for the purposes of the present mapping exercise of institutional frameworks and mandates, it does not address the technical difficulty of how to differentiate between disaster displaced persons that have been displaced by a hazard of socionatural origin (climate change) as compared to those displaced by a hazard of only natural origin that would have occurred regardless of the impacts of climate change.

³¹ IASC, ‘IASC Framework on Durable Solutions for Internally Displaced Persons’ 5 <https://www.brookings.edu/wp-content/uploads/2016/06/04_durable_solutions.pdf>.

³² Nansen Initiative, *Protection Agenda* (n 3) para 70.

To the extent that adverse effects of climate change could cause situations of conflict or violence that lead to internal and cross-border displacement, such situations would fall within the definitions of the Guiding Principles on Internal Displacement and refugee law³³. Again, the practical challenge is determining whether the adverse effects of climate change were the primary cause of the conflict that led to the displacement.

1.3 Methodology

Historical background information about the United Nations system's attention to climate change and related displacement was compiled through a desk review.

The review of the United Nations entities' institutional frameworks and mandates was based primarily upon a desk review of the respective entities' strategic frameworks and plans, annual reports, and websites. To the extent possible, the study also seeks to identify institutional frameworks and mandates responding to displacement occurring in developing countries arising from both extreme and slow onset events. Interviews and written contributions from representatives of selected UN entities supplemented findings from the desk review.

The mapping exercise includes UN entities in the Chief Executives Board, and in particular those that participate in the Strategic Approach on Climate Change Action's thematic areas that include displacement, as well as entities included within the system-wide review of development entities. Because the Platform on Disaster Displacement (PDD) is identified by the Strategic Approach as an existing mechanism for discussing displacement issues related to climate change, this mapping exercise also includes UN entities that are members of the PDD Advisory Committee.³⁴

United Nations Entities Included in the Mapping Exercise on Displacement
CTBTO, DESA, ECA, ECLAC, ESCAP, ESCWA, FAO, IFAD, ILC, ILO, IOM, ITC, ITU, OHCHR, UNAIDS, UNCDF, UNCTAD, UNDP, UNECE, UNEP, UNESCO, UNFCCC, UNFPA, UN-Habitat, UNHCR, UNICEF, UNIDO, UNISDR, UNOCHA, UNODC, UNOPS, UNRWA, UNU-EHS, UN University for Peace, UNV, UN Women, UNWTO, WFP, WHO, WMO, and the World Bank

Based upon the desk review of the UN entities' strategy documents, this study first assesses how UN entities convey their respective organization's mandate with respect to disaster displacement related to climate change. The study then analyzes how these mandates contribute to "addressing disaster displacement" and "averting and minimizing displacement" with respect to different functional areas.³⁵ Rough assessments are then made regarding the distinct functions each entity undertakes: normative support and policy development; direct support and service delivery; financing and support functions; knowledge generation and capacity development; and convening of stakeholders.³⁶ Given

³³ The displaced persons would still need to fall within one of the five grounds of the Convention. UN General Assembly, 'Convention Relating to the Status of Refugees', vol 189 (UN General Assembly 1951); 'Protocol Relating to the Status of Refugees', vol 606 (UN General Assembly 1967). In some countries, they could also fall within regional refugee definitions, which are broader. For greater discussion see McAdam, 'Climate Change Displacement and International Law: Complementary Protection Standards' (n 8).

³⁴ For more information, see section 2.2.6.

³⁵ These categories are inspired by the functional review of the UN Development System, although in much less detail and combining functions and capacities within areas. See Dalberg (n 39) 11.

³⁶ These categories are a condensed version of the functional categories used in the UNDG review of the development entities. See Dalberg, 'System-Wide Outline of the Functions and Capacities of the UN Development System' (2017) Consultant's Report 11 <https://www.un.org/ecosoc/sites/www.un.org.ecosoc/files/files/en/qcpr/sg-report-dalberg_unds-outline-of-functions-and-capacities-june-2017.pdf> accessed 7 February 2018.

the limited and cursory nature of the desk review, the functional categorizations of the UN entity mandates are made loosely, and do not purport to be comprehensive or precise.

Similarly, the study provides examples of specific activities to illustrate the spectrum of activities that could be relevant to disaster displacement related to climate change, but does not attempt to evaluate the quality or level of implementation. Rather, the analysis simply to provide a starting point for further discussion and research about how the UN system's diverse set of activities can best support the countries most affected by disaster displaced related to climate change.

When proposing potential opportunities for enhancing coordination on averting, minimizing and addressing displacement, the study reviews existing coordination mechanisms within the Chief Executives Board for Coordination (namely the UN System Strategic Approach on Climate Change Action, and the Quadrennial Comprehensive Policy Review) as well as other processes relevant to climate change related displacement, including: the UN Convention to Combat Desertification; the Addis Ababa Action Agenda; the New Urban Agenda; Transforming our World: The 2030 Agenda for Sustainable Development; The Declaration of Ethical Principles in Relation to Climate Change; The Sendai Framework for Disaster Risk Reduction; the UN Agenda for Humanity; and the global compacts on refugees and for safe, orderly and regular migration.

This report begins with an overview of the evolution of policy developments within the UN system related to climate change and disaster displacement (Part II) that led to the current institutional frameworks and mandates within the UN system (Part III). It concludes with an analysis of options for facilitating the coordination of key processes relevant to disaster displacement and climate change (Part IV).

II. Evolution of the UN's response to climate change and disaster displacement

Aside from the UNFCCC's Secretariat, associated bodies and work programmes, no UN entity reviewed in this study was specifically created to address climate change, let alone displacement related to climate change. For many years international policy discussions on climate change and displacement occurred in parallel, only merging when scientific evidence showed the potential for climate change impacts to increasingly lead to disasters, and in turn displacement. Consequently, as this section will explore, individual UN entities' related mandates and projects have evolved and emerged over time, as scientific advances, research and advocacy revealed the vast and diverse implications of climate change and displacement on virtually all aspects of the UN's work.

2.1 UN system's response to climate change

The UN General Assembly established the climate change secretariat in December 1990 to assist States with the negotiation of an international framework agreement on climate change.³⁷ The Secretary-General was requested to create an "ad hoc secretariat of appropriate size and quality" in consultation with the heads of UNEP and WMO, as well as the executive heads of other UN entities with relevant expertise in development. The Secretariat's initial purpose was to support the States in the negotiation process through the organizing of negotiating sessions and providing scientific and legal advice to the States, in close cooperation with the Intergovernmental Panel on Climate Change. Once the UNFCCC was negotiated, States agreed to continue hosting the Secretariat within the UN

³⁷ General Assembly, 'Protection of Global Climate for Present and Future Generations of Mankind' (United Nations 1990) A/RES/45/212 para 12 <<http://www.un.org/documents/ga/res/45/a45r212.htm>> accessed 26 March 2018.

and expanded the Secretariat's role to support compliance with the UNFCCC and its subsequent agreements and work programmes, and perform other tasks as requested by COP.³⁸

An Executive Secretary at the level of Assistant-Secretary-General, appointed by the Secretary-General in consultation with the COP, currently leads the UNFCCC Secretariat. Initially hosted by the UN Office of Geneva, it comprised staff primarily from UNEP and WMO, supplemented by the staff of other UN entities as appropriate. Now based in Bonn, Germany, it has expanded to include a diverse staff of some 500 people. The Executive Secretary reports to the UN Secretary General through the Under-Secretary-Generals heading the Department of Management and the Department of Economic and Social Affairs. Yet, the Secretariat remains largely separate from the wider UN system, receiving its mandates from the COP through the Subsidiary Body for Implementation. The Secretariat is tasked under the UNFCCC to coordinate its work programme with the secretariats of other relevant international bodies,³⁹ and its hosting within the UN allows it to draw on the expertise of other parts of the UN as needed.

Prior to the 2000s, the wider UN system's engagement on climate change was largely limited to UN development entities whose mandate was perceived as linked to the UNFCCC's mitigation-related objectives. Thus, UNEP and WMO, as well as UNDP and the World Bank were the most prominent UN entities contributing to the UNFCCC process through research and facilitating financing for projects associated with the Global Environment Facility.⁴⁰

While other UN entities addressed "environmental" and "environmental change" issues related to their respective mandates much earlier (see below Section 2.3), a specific focus on climate change only began to emerge in the mid-2000s as the UNFCCC negotiations evolved to address "adaptation" and the implications of climate change for people were highlighted by IPCC reports and others.⁴¹ For example, in 2007 a Global Humanitarian Fund "to examine the impact of climate change on people" was created through a collaboration between Oxfam, UNEP, WHO, the International Federation of the Red Cross and Red Crescent Societies (IFRC) and Cooperative for Assistance and Relief Everywhere (CARE International).⁴²

In 2007, the High-Level Committee on Programmes established the Working Group on Climate Change, chaired by the World Meteorological Organization (WMO).⁴³ The aim of the Working Group was to coordinate "system-wide participation in UN climate conferences and to facilitate a coherent approach and joint action of the United Nations system on climate change."⁴⁴ It also sought to promote "programmatic coherence through information and knowledge-sharing, and concrete initiatives aimed at helping Member States in implementing the climate change agenda and streamlining climate-related issues into individual programmatic mandates of United Nations system organizations."⁴⁵ Information sharing and coordination at the headquarters level were connected to

³⁸ UNFCCC, 'Administrative and Financial Matters'

<http://unfccc.int/parties_and_observers/parties/administrative_and_financial_matters/items/3009.php> accessed 26 March 2018.

³⁹ United Nations Framework Convention on Climate Change 1992 33, art 8.

⁴⁰ For further discussion, see Nina Hall, *Displacement, Development, and Climate Change: International Organizations Moving beyond Their Mandates* (Routledge, Taylor & Francis Group 2016) p 32.

⁴¹ *ibid* 32–33. For additional examples related to UNHCR and IOM, see also pp. 55-56 and 90-93.

⁴² *ibid* 33.

⁴³ Members included: UN, ILO, FAO, UNESCO, ICAO, WHO, World Bank Group, IMF, UPU, ITU, WMO, IMO, WIPO, IFAD, UNIDO, IAEA, WTO, UNWTO, UNCTAD, UNDP, UNEP, UNHCR, UNRWA, UNICEF, UNFPA, WFP, UNODC, UN-Habitat, UN Women, UNISDR, UNAIDS, UNFCCC, CEB, UNITAR, UNU, and UN Regional Commissions. 'Working Group on Climate Change | United Nations System Chief Executives Board for Coordination' <<http://www.unsceb.org/content/hlcp-working-group-climate-change>> accessed 26 January 2018.

⁴⁴ *ibid*.

⁴⁵ *ibid*.

national-level activities through the UN Development Group, the Regional Commissions, and the UN Development Assistance Framework (UNDAF) process. The UNFCCC Secretariat provided a connection to the climate change negotiations process. A number of joint initiatives emerged through the group, including: The United Nations Task Team on Social Dimensions of Climate Change,⁴⁶ The Global Framework for Climate Services, UN-REDD, Access to Finance, Climate Smart Agriculture and UN CC: Learn.

In anticipation of the UNFCCC Copenhagen Summit, the UN Secretary-General also sent a letter in May 2008 to all UN agencies requesting that they designate a climate change focal point within their organizations to prepare for the meeting and elevate climate change as a priority for the UN system.⁴⁷ During this period, many UN entities also began articulating their own climate change related strategies and policies, and actively contributed to UNFCCC-related processes.

In 2014 the UN Secretary General hosted the Climate Summit in New York to support negotiations around what would later become the 2015 Paris Agreement. A publication launched by the Working Group on Climate Change to accompany the event highlighted the UN's collective contribution to addressing climate change through the work of some 40 entities.⁴⁸ As the document explains, the range of activities included in the document are "vast," including "efforts to improve local weather forecasts; diminish deadly air pollution; minimize risk from disasters; manage and conserve forests, reduce deforestation and assist forest communities; cut emissions from transport on air, land and sea; and make urban areas more sustainable, energy efficient and liveable."⁴⁹

The Working Group on Climate Change was dissolved at the end of 2016 in recognition of the need for a revised approach following the succession of new international agreements in preceding years, and in particular the inclusion of Goal 13 on climate change in the Sustainable Development Goals. In 2017, the High-Level Committee on Programmes (HLCP) approved the United Nations System Strategic Approach on Climate Change Action (Strategic Approach).⁵⁰ The Strategic Approach seeks to "galvanize United Nations action in [eight impact] areas and provide specific recommendations where collective United Nations action can be taken,"⁵¹ based upon a set of "Common Core Principles for a United Nations system-wide approach to climate action."⁵²

The Strategic Approach recognizes that climate change action extends well beyond the UNFCCC architecture, with implications for the UN system as a whole. Consequently, it aims to

"respond to the comprehensive and ambitious sustainable development and climate change architecture recently established, including, but not limited to, the 2030 Agenda for Sustainable Development, the Paris Agreement under the United Nations Framework Convention on Climate Change, the Sendai Framework for Disaster Risk Reduction 2015-2030

⁴⁶ United Nations Task Team on Social Dimensions of Climate Change, 'The Social Dimensions of Climate Change, Discussion Draft' (HLCP, United Nations 2011) <<http://www.who.int/globalchange/mediacentre/events/2011/social-dimensions-of-climate-change.pdf>> accessed 7 May 2018.

⁴⁷ Hall (n 45) 61.

⁴⁸ United Nations, 'How the UN System Supports Ambitious Action on Climate Change' (United Nations 2014) <<https://www.ifad.org/documents/10180/41d5ce29-b281-4f4f-b35a-34935ec4023c>> accessed 23 March 2018.

⁴⁹ *ibid* 2.

⁵⁰ High-level Committee on Programmes, 'United Nations System Strategic Approach on Climate Change Action' (United Nations System Chief Executives Board for Coordination 2017) CEB/2017/4/Add.1 <<https://www.unsystem.org/content/un-system-strategic-approach-climate-change-action-0>> accessed 26 January 2018.

⁵¹ *ibid* 6.

⁵² *ibid* 13.

and the New Urban Agenda, as well as to the growing challenges that climate change presents for sustainable development, responding to humanitarian need and sustaining peace.”⁵³

The Strategic Approach underscores that its implementation will primarily rely on “existing inter-agency coordination mechanisms and joint initiatives,”⁵⁴ both at the global⁵⁵ and country level. It explains, “In United Nations programme countries, the implementation of the Strategic Approach will rest on existing inter-agency mechanisms for country-level operations, as agreed by the United Nations Development Group, namely, the resident coordinator system, the United Nations country team mechanism and the United Nations Development Assistance Framework.”⁵⁶

Because the Strategic Approach was developed within the HLCP, it recognizes the need to link to other pillar of the CEB, the United Nations Development Group (UNDG), which has a particular focus on country-level actions. Thus, with regard to next steps and implementation, the Strategic Approach calls on the UNDG to address operationalization at the country-level in the context of implementing the SDGs.⁵⁷

The UNDG Strategic Priorities 2013-2016⁵⁸ make no specific mention of climate change. However, UNDG’s current strategic priorities center around achievement of the Sustainable Development Goals,⁵⁹ with Goal 13 “Take urgent action to combat climate change and its impacts” to be reviewed at the High-level Political Forum on Sustainable Development in 2019.⁶⁰

In December 2017, the Secretary-General’s report on reform of the UN development system, which was based upon contributions from the UNDG, stated that “action on climate change” was a “strategic United Nations development system-wide global flagship initiative in support of the implementation of the Sustainable Development Goals”.⁶¹ His report explains that the initiative builds upon the United Nations System Strategic Approach on Climate Change Action, and that the UNDG will develop criteria and methodologies to support its implementation.

2.2 Inclusion of human mobility within the UNFCCC process

Displacement and human migration was mentioned as early as 1990 by the IPCC, which warned:

The gravest effects of climate change may be those on human migration as millions are displaced by shoreline erosion, coastal flooding and severe drought. Many areas to which they flee are likely to have insufficient health and other support services to accommodate the new

⁵³ *ibid* 1.

⁵⁴ *ibid* 10.

⁵⁵ Footnote 8 of the Strategic Framework states, “This includes regional United Nations Development Group coordination, regional coordination mechanisms, the Environment Management Group, the senior-level leadership group on disaster risk reduction and resilience convened by the Senior Representative of the Secretary-General for Disaster Risk Reduction and collaboration with the Executive Office of the Secretary-General, including its Sustainable Development Unit and its work streams on both climate change and Sustainable Development Goal implementation.” *ibid*.

⁵⁶ *ibid* 7.

⁵⁷ Footnote 10 states, “Collaboration with the Development Operations Coordination Office is under way to determine how to facilitate this through the United Nations Development Group.” *ibid* 11.

⁵⁸ ‘UNDG Strategic Priorities’ <<https://undg.org/about/undg-global/undg-strategic-priorities/>> accessed 5 February 2018.

⁵⁹ ‘Transforming Our World: The 2030 Agenda for Sustainable Development’ (United Nations 2015) A/RES/70/1 <<https://sustainabledevelopment.un.org/post2015/transformingourworld/publication>> accessed 14 August 2017.

⁶⁰ Sustainable Development Knowledge Platform, ‘Sustainable Development Goal 13: Take Urgent Action to Combat Climate Change and Its Impacts’ <<https://sustainabledevelopment.un.org/sdg13>> accessed 13 February 2018.

⁶¹ UN Secretary-General, ‘Repositioning the UNDS to Deliver on the 2030 Agenda: Our Promise for Dignity, Prosperity and Peace on a Healthy Planet’ (UN General Assembly and UN Economic and Social Council 2017) Report of the Secretary-General A/72/684-E/2018/7 para 17(f)(1) <<http://undocs.org/A/72/684>> accessed 25 April 2018.

arrivals. Epidemics may sweep through refugee camps and settlements, spilling over into surrounding communities. In addition, resettlement often causes psychological and social strains, and this may affect the health and welfare of displaced populations.⁶²

However, human mobility issues associated with climate change only gained prominence within the UNFCCC climate change negotiations addressing adaptation and loss and damage in the mid- to late 2000s, following research and advocacy efforts by NGOs, UN entities, and other international organizations.⁶³

2.2.1 Bali Action Plan

Opportunities to discuss displacement and migration began within the climate change negotiations in December 2007 in Bali, when COP13 established the Bali Action Plan for the inclusion of adaptation issues in future climate change agreements. COP13 also created the Ad Hoc Working Group on Long-Term Cooperative Action (AWG-LCA) to support the negotiation of such an agreement, which subsequently invited Parties and accredited observer organizations “to provide additional information, views and proposals” on topics included in paragraph 1 of the Bali Action Plan.⁶⁴ For those concerned about the issue, human mobility was understood to fall within “enhanced action on adaptation”, which included “international cooperation to support urgent implementation of adaptation actions”, “risk management and risk reduction strategies” and “disaster reduction strategies and means to address loss and damage associated with climate change impacts in developing countries that are particularly vulnerable to the adverse effects of climate change.”⁶⁵

In response to this call, contributions addressing the need for “enhanced action” with respect to displacement and migration largely came from the research community, responding to requests for evidence from policy actors, and the international humanitarian community, which was concerned about the impacts of climate change on their operations and people of concern.⁶⁶

Submissions from the research community drew on a gradually expanding body of country-level research exploring how environmental change, including climate change, was influencing human mobility. For example, in August 2008 the European Commission-funded Environmental Change and Forced Migration Scenarios Project (EACH-FOR) led by the United Nations University Institute for Environment and Human Security (UNU-EHS) presented its initial research findings to the AWG-LCA from its 23 case studies carried out between 2007 and 2008. During that same time, the newly formed Climate Change, Environment, and Migration Alliance (CEMA), a network of researchers and policy actors, brought together research findings and discussions on migration and displacement, which

⁶² Intergovernmental Panel on Climate Change, *Climate Change: The IPCC 1990 and 1992 Assessments* (IPCC 1992) 103; For the full report, see Working Group II of the IPCC, *Climate Change: The IPCC Impacts Assessment* (Commonwealth of Australia 1990) <https://www.ipcc.ch/ipccreports/far/wg_ii/ipcc_far_wg_ii_full_report.pdf> accessed 7 May 2018.

⁶³ This section draws on previous research documenting how displacement and migration linked to climate change were gradually included within international climate change negotiations and other related policy processes. See Koko Warner, ‘Climate Change Induced Displacement: Adaptation Policy in the Context of the UNFCCC Climate Negotiations’ (UNHCR Division of International Protection 2011) PPLA/2011/02; Jane McAdam, ‘Creating New Norms on Climate Change, Natural Disasters and Displacement: International Developments 2010-2013’ (2014) 29 *Refuge* 11; Jane McAdam, ‘From the Nansen Initiative to the Platform on Disaster Displacement: Shaping International Approaches to Climate Change, Disasters and Displacement’ (2016) 39 *University of New South Wales Law Journal* 1518; Hall (n 45); Olivia Serdeczny, ‘What Does It Mean to “Address Displacement” under the UNFCCC? An Analysis of the Negotiations Process and the Role of Research’. Carlos Arenas, ‘Climate Change Displacement Coordination Facility’.

⁶⁴ Ad Hoc Working Group on Long-term Cooperative Action under the Convention, ‘Report of the Ad Hoc Working Group on Long-Term Cooperative Action under the Convention on Its First Session’ (UNFCCC 2008) FCCC/AWGLCA/2008/3 para 24 <<http://unfccc.int/resource/docs/2008/awglca1/eng/03.pdf>> accessed 27 March 2018.

⁶⁵ Conference of the Parties, United Nations Framework Convention on Climate Change, ‘Report of the Conference of the Parties on Its Thirteenth Session: Addendum’ (UNFCCC 2008) FCCC/CP/2007/6/Add.1 para 1(c) <<https://unfccc.int/resource/docs/2007/cop13/eng/06a01.pdf>> accessed 27 March 2018.

⁶⁶ Warner (n 68) 6.

were also publicly available for Parties and observer organizations to cite as evidence in their UNFCCC submissions.⁶⁷

By 2007, building on the momentum generated by NGOs, international humanitarian actors within the UN were also increasingly and collectively engaged in advocacy and research about humanitarian consequences of climate change.⁶⁸ In 2008, the Inter-Agency Standing Committee (IASC) formed the Task Force on Climate Change led by the IFRC Climate Change Centre to coordinate contributions to the UNFCCC process,⁶⁹ and to “[r]aise awareness of the humanitarian impacts of disasters, taking into account the long-term consequences of climate change, for example on health, food security, livelihoods, migration and displacement.”⁷⁰ In June 2008 an informal group on migration/displacement and climate change formed within the Task Force, convened by IOM in collaboration with UNHCR, the Representative of the Secretary General for Internally Displaced Persons (RSG for IDPs), OCHA and other IASC interested organizations. The informal group made a submission to the AWG-LCA in October 2008, addressing the humanitarian and legal consequences of human movements associated with climate change⁷¹ and continued to actively engage in the negotiation process.

Beginning in 2008, researchers at UNU-EHS and humanitarian actors joined forces to advocate for the inclusion of displacement and migration within the negotiations, including through conversations with delegates during negotiations following Bali. As Warner explains, “Members of the sub-group coordinated side events, policy briefings, bilateral meetings with Parties, and joint publications for virtually all of the climate negotiating sessions from 2008 until December 2010.”⁷²

Referencing these combined efforts, human mobility issues were first mentioned in UNFCCC process in December 2008 within the assembly text compiled by the AWG-LCA, which informed negotiations preparing for COP15. Over the months that followed, the issues of displacement and migration were retained in various iterations in the negotiating text. For example, the Alliance of Small Island States proposed the creation of an international climate insurance facility that recognized potential displacement in the absence of mitigation measures.⁷³ In June 2009 the term “climate refugee” had been included and subsequently discarded due to a Party objection.⁷⁴ By 2010, the draft text on adaptation emerging from COP15 in Copenhagen invited Parties to undertake “Measures to enhance understanding, coordination and cooperation related to national, regional and international climate change induced displacement, migration and planned relocation, where appropriate.”⁷⁵

⁶⁷ *ibid.*

⁶⁸ See, for example, the joint article written by the UN Emergency Relief Coordinator and the IFRC Secretary General. John Holmes and Markku Niskala, ‘Reducing the Humanitarian Consequences of Climate Change’ (*IFRC*, 10 October 2007) <<http://www.ifrc.org/en/news-and-media/opinions-and-positions/opinion-pieces/2007/reducing-the-humanitarian-consequences-of-climate-change/>> accessed 27 March 2018.

⁶⁹ IASC Task Force on Climate Change and ISDR, ‘Disaster Risk Reduction Strategies and Risk Management Practices: Critical Elements for Adaptation to Climate Change’.

⁷⁰ IASC Task Force on Climate Change, ‘Addressing the Humanitarian Challenges of Climate Change: Regional and National Perspectives’ (IASC 2009) 5 <https://www.preventionweb.net/files/globalplatform/entry_bg_paper~160200addressinghumanitarianallengesLR.pdf> accessed 27 March 2018.

⁷¹ IASC Task Force on Climate Change, ‘Climate Change, Migration and Displacement: Who Will Be Affected?’ The submission included contributions provided to the IASC Task Force on Climate Change by the RSG on IDPs, Walter Kaelin, ‘Displacement and Climate Change: Towards Defining Categories of Affected Persons’ (OHCHR 2008) Working Paper.

⁷² Warner (n 68) 8.

⁷³ *ibid* 9.

⁷⁴ *ibid.*

⁷⁵ Conference of the Parties, United Nations Framework Convention on Climate Change, ‘Work Undertaken by the Conference of the Parties at Its Fifteenth Session on the Basis of the Report of the Ad Hoc Working Group on Long-Term Cooperative Action under the Convention’ (UNFCCC 2010) FCCC/CP/2010/2 <<http://unfccc.int/resource/docs/2010/cop16/eng/02.pdf>> accessed 27 March 2018.

2.2.2 Cancun Adaptation Framework

In 2011, voluntary measures to address human mobility were formally accepted by COP16 within para 14(f) of the Cancun Adaptation Framework, which:

14. Invites all Parties to enhance action on adaptation under the Cancun Adaptation Framework, taking into account their common but differentiated responsibilities and respective capabilities, and specific national and regional development priorities, objectives and circumstances, by undertaking inter alia, the following:

...

(f) 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;⁷⁶

The types of human mobility identified in the text closely mirror the IPCC's first warnings about the impacts of climate change on migration, displacement and resettlement in 1990. Warner explains the placement of the words "national, regional and international" were shifted to emphasize different levels of potential actions, rather than as adjectives to describe the different forms of human movement.⁷⁷ The inclusion of climate change induced displacement, migration and planned relocation was also interpreted as opening up opportunities for affected Parties to access adaptation funding to address these impacts.⁷⁸

2.2.3 SBI Work Programme on Loss and Damage

Importantly, COP16 also established the Subsidiary Body for Implementation (SBI) work programme on loss and damage.⁷⁹ It was tasked to "consider, including through workshops and expert meetings, as appropriate, approaches to address loss and damage associated with climate change impacts in developing countries that are particularly vulnerable to the adverse effects climate change".⁸⁰

Between 2011 and 2012, the COP and SBI issued three calls for submissions to identify topics for consideration under loss and damage, and also held a number of expert workshops at the regional level.⁸¹ Serdeczny reports that few submissions provided to the COP and SBI addressed human mobility as issues for loss and damage. UNU-EHS's submission, later endorsed by UNHCR, was the only address one to address human mobility in the first two calls by COP16 and SBI34. However, following the regional expert workshops on loss and damage, Serdeczny reports that SBI35's call resulted in five submissions that raised human mobility-related issues, four of which were Party of Party Group submissions, including one with UN entities as co-authors.⁸² The submission by AOSIS cited migration as a potential risk that justified the creation of an international mechanism for loss and damage, while

⁷⁶ Conference of the Parties, United Nations Framework Convention on Climate Change, 'United Nations Framework Convention on Climate Change Decision 1/CP.16, The Cancun Agreements: Outcome of the Work of the Ad Hoc Working Group on Long-Term Cooperative Action under the Convention' <<https://unfccc.int/resource/docs/2010/cop16/eng/07a01.pdf>> accessed 5 October 2017.

⁷⁷ Warner (n 25) 11.

⁷⁸ *ibid* 13.

⁷⁹ This paragraph and those that follow rely heavily on analysis in Serdeczny (n 68) 8–12.

⁸⁰ Conference of the Parties, United Nations Framework Convention on Climate Change, 'Cancun Adaptation Framework' (n 81) para 26.

⁸¹ Serdeczny (n 68) 8.

⁸² Issues related to human mobility were included in submissions by the Alliance of Small Island States (AOSIS); the Group of Least Developed Countries (LDCs); Ghana; a joint submission by Bolivia, Ecuador, China, El Salvador, Guatemala, Thailand, Philippines and Nicaragua; and a joint submission by UNHCR, UNU-EHS, the Norwegian Refugee Council and its Internal Displacement Monitoring Centre, the Special Rapporteur on the Human Rights of Internally Displaced Persons and IOM. *ibid* 9 and 39.

the others identified displacement and migration as issues that required specific consideration in the loss and damage work programme. For the latter group of submissions, gaps in knowledge and appropriate responses to displacement and migration were highlighted as particular needs.⁸³

In response to the SBI's report on its work to COP18 in 2012 which drew on these submissions, Parties acknowledged "the further work to advance understanding of and expertise on loss and damage, which includes, inter alia, ... (vi) How impacts of climate change are affecting patterns of migration, displacement and human mobility".⁸⁴

2.2.4 Warsaw International Mechanism for Loss and Damage

Following its establishment in 2013 by COP19, the Warsaw International Mechanism for Loss and Damage set out its two-year work plan in 2014. Action Area 6 of the Executive Committee's plan was specifically dedicated to human mobility related issues, with the objective to "[e]nhance the understanding of and expertise on how the impacts of climate change are affecting patterns of migration, displacement and human mobility; and the application of such understanding and expertise."⁸⁵

The Executive Committee sought to achieve i) "enhanced understanding, based on sound science, of migration and displacement, including characteristics of vulnerable populations that may become mobile owing to factors related to climate change impacts"; ii) "enhanced understanding and collaboration"; and iii) "synthesized information made available on the relevant information, lessons learned and good practices from the activities of organizations and experts." To do so, the Executive Committee decided to:

- (a) 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 (Jan-June 2015)
- (b) Invite United Nations organizations, expert bodies and relevant initiatives to collaborate with the Executive Committee to distill relevant information, lessons learned and good practices from their activities (Jan-June 2016)
- (c) Identify follow-up actions, as appropriate (July-Dec 2016)⁸⁶

Notably, Serdeczny observes that the Parties did not formally request the inclusion of human mobility-related issues within their submissions to the WIM's Executive Committee. Rather, she explains, that observer organizations' evidence-based contributions on the topic ultimately convinced Parties to include human mobility in the second WIM work plan.⁸⁷ In particular, in 2013, the previously mentioned group of observer organizations expanded to form the Advisory Group on Climate Change and Human Mobility, facilitated by UNHCR and IOM. Membership now included the Arab Network for Environment and Development (RAED), IOM, NRC/IDMC, Refugees International, the Center for International Relations Studies at Sciences Po (Science Po CERI), UNDP, UNHCR, and UNU-EHS, which combined their respective areas of expertise to host side events and draft joint submissions in

⁸³ *ibid.*

⁸⁴ Conference of the Parties, United Nations Framework Convention on Climate Change, 'Addendum Part Two: Action Taken by the Conference of the Parties at Its Eighteenth Session' (n 2) 23.

⁸⁵ UNFCCC, 'Workplan of the Executive Committee of the Warsaw International Mechanism for Loss and Damage' (n 13).

⁸⁶ *ibid.*

⁸⁷ Nansen Initiative, *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change* (2015) <<https://nanseninitiative.org/wp-content/uploads/2015/02/PROTECTION-AGENDA-VOLUME-1.pdf>>.

response to calls from UNFCCC bodies. The Munich Climate Insurance Initiative, hosted at UNU-EHS, also raised concerns about human mobility in its submission.

2.2.5 Task Force on Displacement

Parties began to develop ideas for “follow-up actions” to address migration and displacement within the context of loss and damage, with the emphasis on displacement, even before the formal approval of the Warsaw Mechanism’s two-year workplan in December 2015.⁸⁸ In October 2014, the Least Developed Countries Group put forward the idea of a “climate change displacement facility” in a submission made by Nepal on the group’s behalf.⁸⁹ The countries proposed the following:

- “An international climate change displacement coordination support mechanism is hereby established
- “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 organized migration and planned relocation
 - compensation measures”⁹⁰

The proposal was incorporated in a simplified form in draft texts during the COP20 negotiations in Lima, and despite minor variations, remained largely unchanged during subsequent negotiations over the months that followed in preparation for the December 2015 COP21 in Paris.⁹¹

In November 2015, draft text emerging from the negotiations of the Ad Hoc Working Group on the Durban Platform for Enhanced Action included two options for addressing loss and damage in the final agreement. Option I, Article 5 (Loss and Damage) following paragraphs creating an international mechanism to address loss and damage, stated:

The [governing body][CMP][CMA] shall, at its first session, establish a climate change displacement coordination facility to address the displacement of people as a result of the extreme impacts of climate change.

Option II had no reference to loss and damage in Article 5, and thus no mention of displacement in the Paris Agreement.⁹²

Negotiators were also developing options for “decisions to give effects to the agreement.” Displacement, migration and planned relocation are addressed in the context of loss and damage by paragraph 59, with negotiators proposing two options.

⁸⁸ Arenas (n 68) 1.

⁸⁹ Least Developed Countries Group, ‘Submission by Nepal on Behalf of the Least Developed Countries Group on the ADP Co-Chairs’ Non Paper of 7 July 2014 on Parties Views’ <http://www4.unfccc.int/submissions/Lists/OSPSubmissionUpload/39_99_130584499817551043-Submission%20by%20Nepal%20ADP_21%20Oct%202014.pdf> accessed 29 March 2018.

⁹⁰ *ibid* 4.

⁹¹ Arenas (n 68) 2–5.

⁹² ADP contact group, ‘Draft Agreement and Draft Decision on Workstreams 1 and 2 of the Ad Hoc Working Group on the Durban Platform for Enhanced Action’ 15. See also Arenas (n 68) 6.

Option 1 states:

Further requests the Executive Committee to complement, draw upon the work of and involve, as appropriate, existing bodies and expert groups under the Convention, as well as that of relevant organizations and expert bodies outside the Convention, to enhance understanding, coordination and cooperation with regard to displacement, migration and planned relocation in the context of climate change, where appropriate, at the national, regional and international levels;⁹³

Option II reads:

Decides to develop interim modalities and procedures for the operation of a climate change displacement coordination facility, which shall:

- (a) Assist in developing arrangements for emergency relief;
- (b) Assist in providing organized migration and planned relocation;⁹⁴

Ultimately, displacement was addressed by the Parties within the COP21 decision adopting the Paris Agreement, rather than the treaty itself.⁹⁵ Under the heading of loss and damage, paragraph 49:

Also requests the Executive Committee of the Warsaw International Mechanism to establish, according to its procedures and mandate, a task force to complement, draw upon the work of and involve, as appropriate, existing bodies and expert groups under the Convention including the Adaptation Committee and the Least Developed Countries Expert Group, as well as relevant organizations and expert bodies outside the Convention, to develop recommendations for integrated approaches to avert minimize and address displacement related to the adverse impacts of climate change;⁹⁶

An initial technical meeting was hosted by the WIM Executive Committee, with the support of IOM, in Casablanca in July 2016 to aid in the development priority activities for the task force.⁹⁷ Building on the conclusions of the technical meeting⁹⁸ and following the development of terms of reference,⁹⁹ the Task Force on Displacement was formally constituted in March 2017.

The task force became operational in June 2017 with a diverse set of members, including States, UN entities, and civil society, representing a “range of relevant communities of practice to co-develop its recommendations” from development to humanitarian.¹⁰⁰ The workplan sets out activities, led by different members of the task force, in four areas:

⁹³ ADP contact group (n 97) 38.

⁹⁴ *ibid* 39.

⁹⁵ McAdam, ‘From the Nansen Initiative to the Platform on Disaster Displacement: Shaping International Approaches to Climate Change, Disasters and Displacement’ (n 68) 1528–1529.

⁹⁶ Conference of the Parties, United Nations Framework Convention on Climate Change, ‘Decision 1/CP.21 Adoption of the Paris Agreement’ (n 10) 8.

⁹⁷ Executive Committee of the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts, ‘Technical Meeting- Concept Note’ (2016) <[https://environmentalmigration.iom.int/sites/default/files/EXCOM%20IOM_Technical%20Meeting_AA6%20\(migration\)%20Concept%20Note%20\(14July2016\)_1.pdf](https://environmentalmigration.iom.int/sites/default/files/EXCOM%20IOM_Technical%20Meeting_AA6%20(migration)%20Concept%20Note%20(14July2016)_1.pdf)> accessed 15 December 2017.

⁹⁸ For the outcomes of the Technical Meeting, see IOM, ‘Technical Meeting on Migration, Displacement and Human Mobility’ (*Environmental Migration Portal*) <<http://www.environmentalmigration.iom.int/technical-meeting>> accessed 30 March 2018.

⁹⁹ Task Force on Displacement, ‘Terms of Reference of the Task Force on Displacement’.

¹⁰⁰ Task Force on Displacement, ‘Task Force on Displacement at a Glance’ 3 <http://unfccc.int/files/adaptation/groups_committees/loss_and_damage_executive_committee/application/pdf/tfd_brochure_nov_2017.pdf> accessed 29 March 2018.

- I. Policy/Practice- National/Subnational
- II. Policy- International/Regional
- III. Data and assessment
- IV. Framing and linkages¹⁰¹

The Task Force on Displacement was requested to provide recommendations to the WIM ExCom for ultimate consideration by COP24 in December 2018. Notably, while the Task Force’s mandate presently concludes at the end of 2018, Action Area 6 of the WIM ExCom’s five-year rolling workplan, addressing “[e]nhanced cooperation and facilitation in relation to human mobility, including migration, displacement and planned relocation,” runs until 2020.¹⁰²

The history of the UNFCCC negotiation process with respect to proposals for a displacement facility provides an indication of the support affected Parties may need in terms of future efforts to address displacement, particularly with respect to assistance to displaced people, capacity building support with respect to migration and planned relocation, and accessing climate finance. Notably, the Task Force includes representation from observer organizations, recognizing the value of their previous contributions on human mobility issues to the UNFCCC process.

2.2.6 Discussions outside the UNFCCC process

To help explain the gradual inclusion of displacement and migration language in the climate change negotiations, despite the overall lack of inclusion of displacement and migration issues within Parties’ submissions to the WIM, it is also important to note relevant conversations happening among States outside the UN climate change negotiations, which ultimately flowed back into the formal process.

In June 2011, the Government of Norway financed and co-hosted the Nansen Conference on Climate Change and Displacement, which brought together a wide variety of actors, including State representation from Finland, Kenya, New Zealand, Norway and the United States, as well as NGO representatives, UN entities, academics, and other policy makers.¹⁰³ This meeting was generally seen as an opportunity to lobby States to endorse an expanded role for UNHCR to address climate change related displacement as part of celebrations for the 60th anniversary of the Refugee Convention in December 2011. While this change was ultimately not supported by UNHCR’s Executive Committee, the Nansen Conference also represents initial leadership by States (namely Norway) to address legal and operational gaps for people displaced by climate change impacts.¹⁰⁴

Feeling that the issue warranted greater attention, during the December 2011 UNHCR ministerial meeting, Norway and Switzerland made the following pledge, endorsed by Germany, Mexico and later Costa Rica,¹⁰⁵ to address the issue:

¹⁰¹ Task Force on Displacement, ‘Workplan of the Task Force on Displacement’ (n 12).

¹⁰² UNFCCC, ‘Workplan of the Executive Committee of the Warsaw International Mechanism for Loss and Damage’ (n 13).

¹⁰³ Hall (n 42) 68. The Nansen Conference was co-organized by the Center for International Climate and Environmental Research-Oslo (CICERO), the Norwegian Ministry of the Environment and Foreign Affairs, and the Norwegian Refugee Council. UNHCR was represented on the Advisory Board for the conference, alongside representatives from the UNFCCC, the Norwegian Institute of International Affairs, the National Center for Atmospheric Research, UNU-EHS, the International Institute for Environment and Development, the Center for Unconventional Security Affairs, the University of Oxford and UN-Habitat. For the conference report, see, ‘The Nansen Conference: Climate Change and Displacement in the 21st Century’ (NRC 2011) Conference Report.

¹⁰⁴ For more detailed description and analysis about these developments, see McAdam, ‘Creating New Norms on Climate Change, Natural Disasters and Displacement: International Developments 2010-2013’ (n 68).

¹⁰⁵ McAdam, ‘From the Nansen Initiative to the Platform on Disaster Displacement: Shaping International Approaches to Climate Change, Disasters and Displacement’ (n 68) 1522.

A more coherent and consistent approach at the international level is needed to meet the protection needs of people displaced externally owing to sudden-onset disasters, including where climate change plays a role. We therefore pledge to cooperate with interested states, UNHCR and other relevant actors with the aim of obtaining a better understanding of such cross border movements at relevant regional and sub-regional levels, identifying best practices and developing consensus on how to best assist and protect the affected people.¹⁰⁶

Perhaps not surprisingly, this pledge is similar to the activities on displacement and migration undertaken within the UNFCCC process around that same time, in that the pledge focuses on the need to support better understanding, cooperation, and the identification examples of effective practices that can be taken to address affected people's needs.

In October 2012, Norway and Switzerland implemented their pledge with the launch of the Nansen Initiative, assuming the roles of co-chairs for the process. Governed by a Steering Group of eight States with IOM and UNHCR as Standing Invitees,¹⁰⁷ the Nansen Initiative sought "to build consensus on a Protection Agenda addressing the needs of people displaced across borders in the context of disasters and climate change."¹⁰⁸ The Nansen Initiative also had an Envoy, Prof. Walter Kaelin, the former RSG for IDPs who had also participated in the IASC Task Force on Climate Change, a small Secretariat based in Geneva with staff in Central America, Southeast Asia and the Pacific, and an Advisory Committee that grew to comprise a diverse set of experts from around the world.

The primary activities of the Nansen Initiative centered on organizing Regional Consultations with States and civil society on how to address cross-border disaster-displacement. This process ended in October 2015, when 109 government delegations endorsed the "Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change".¹⁰⁹ However, given the multi-dimensional aspects of displacement related to disasters and climate change, Nansen Initiative Steering Group Members recognized early in the process the value of also collectively "framing and feeding" issues related to disaster displacement into the UN negotiations for new international and regional frameworks underway between 2013 and 2015.¹¹⁰ The Nansen Initiative, in collaboration with members of its Consultative Committee, hosted side-events on displacement linked to disasters and climate change during UNFCCC events, authored policy papers, and develop shared negotiating positions and text for the negotiations based upon the outcomes of its Regional Consultations and research. For example, following a request by the Chair of the Climate Vulnerable Forum, the Nansen Initiative drafted a submission for consideration by the UNFCCC 2013-2015 Review of the Convention's temperature goal of 2° Celsius.¹¹¹ The Nansen Initiative Steering Group Members also advocated for the inclusion of disaster displacement in other UN processes, including those addressing disaster risk reduction, development, and humanitarian response.¹¹²

¹⁰⁶ UNHCR, 'Pledges 2011: Ministerial Intergovernmental Event on Refugees and Stateless Persons' (2012) 40 <<http://www.unhcr.org/4ff55a319.pdf>> accessed 29 March 2018.

¹⁰⁷ Steering Group Members included: Australia, Bangladesh, Costa Rica, Kenya, Mexico, Norway, the Philippines, and Switzerland.

¹⁰⁸ Nansen Initiative, 'The Nansen Initiative – Towards a Protection Agenda for People Displaced across Borders in the Context of Disasters and the Effects of Climate Change.' <<https://www.nanseninitiative.org/>> accessed 29 March 2018.

¹⁰⁹ Nansen Initiative, *Protection Agenda* (n 3).

¹¹⁰ Walter Kälin, 'Disaster Displaced Persons in the Age of Climate Change: The Nansen Initiative's Protection Agenda' in F Giustiniani, E Sommaro and G Bartolini (eds), *Routledge Handbook of Human Rights and Disasters* (Routledge 2018). cited in McAdam, 'From the Nansen Initiative to the Platform on Disaster Displacement: Shaping International Approaches to Climate Change, Disasters and Displacement' (n 68) 1524–1525.

¹¹¹ Walter Kaelin, 'Discussion Paper on the Relationship between Climate Change and Human Mobility'.

¹¹² See McAdam, 'From the Nansen Initiative to the Platform on Disaster Displacement: Shaping International Approaches to Climate Change, Disasters and Displacement' (n 68).

Beginning in July 2016, the Platform on Disaster Displacement (PDD), chaired by Germany with Bangladesh as vice-chair, continued the work of the Nansen Initiative to promote the implementation of the Protection Agenda, but now with 26 States on its Steering Group.¹¹³ As of January 2018, PDD continues under the leadership of Bangladesh with France as vice-chair, to advocate for the inclusion of displacement within the climate change negotiations process, as well as other relevant UN processes, such as negotiations for global compacts on refugees and migrants.¹¹⁴

2.3 UN system's response to disaster displacement, including related to climate change

This section documents how the UN has historically responded to displacement in the context of disasters, and how displacement related to climate change has been recognized and addressed within this wider response.

In 1950 and 1951, States created two institutions whose primary purpose was to address displacement and migration challenges following World War II, which are now known, respectively, as UNHCR and IOM. Over the years, the mandates of these two organizations evolved to respond to the world's changing needs.¹¹⁵ While distinct in their mandated responsibilities and modes of operation, they are the primary UN entities¹¹⁶ addressing displacement and migration issues. However, UNHCR and IOM do not work alone to meet the protection and assistance needs of displaced people and migrants in conflict and disaster situations; they are part of a broad humanitarian response system in support of States led by the UN Emergency Relief Coordinator, and increasingly connected to longer-term development planning.

The earliest discussion of displacement related to natural hazards and environmental change by UN entities were not framed within the context of climate change. Within the UN, UNEP is commonly cited as first introducing the concept of "environmental refugees" in a 1985 article written by Essam El-Hinnawi, although the term was first coined in the 1970s by the World Watch Institute's Lester Brown.¹¹⁷

In 1990-1991, a UNHCR working group on Solutions and Protection was tasked by its Executive Committee under the leadership of the High Commissioner to review broader displacement issues with respect to the Agency's mandate.¹¹⁸ Amongst other categories, the working group identified "persons forced to leave or prevented from returning because of natural or ecological disasters or extreme poverty".¹¹⁹ The working group ultimately concluded that while such displaced people may need humanitarian assistance, they did not need international protection as understood within UNHCR's mandate and competence. The working group recommended that other international

¹¹³ Steering Group Members include: Australia, Bangladesh (Chair), Brazil, Canada, Costa Rica, European Union, Fiji, France (Vice-Chair), Germany, Kenya, Madagascar, Maldives, Mexico, Morocco, Norway, Philippines, Senegal, and Switzerland.

¹¹⁴ Platform on Disaster Displacement, 'PDD Workplan (2016-2019)' <<http://docs.google.com/viewerng/viewer?url=http://disasterdisplacement.org/wp-content/uploads/2015/02/15012017-PDD-Workplan.pdf&hl=en>>.

¹¹⁵ For a detailed discussion on the evolution of their respective mandates see Hall (n 42).

¹¹⁶ IOM officially joined the United Nations in September 2016. Secretary-General, 'Agreement Concerning the Relationship between the United Nations and the International Organization for Migration' (UN General Assembly 2016) A/70/976 <http://www.un.org/ga/search/view_doc.asp?symbol=A/70/976> accessed 30 March 2018.

¹¹⁷ Hall (n 10) 35; James Morrissey, *Environmental Change and Forced Migration: A State of the Art Review* (Refugee Studies Centre 2009).

¹¹⁸ Hall (n 42) 55.

¹¹⁹ Executive Committee of the High Commissioner's Programme, 'Report of the Working Group on Solutions and Protection to the Forty-Second Session of the Executive Committee of the High Commissioner's Programme' (UNHCR 1991) EC/SCP/64 paras 32–35 <<http://www.refworld.org/pdfid/3ae68ccb14.pdf>> accessed 20 March 2018.

entities respond to their assistance needs, both those internally displaced and who crossed an international border.¹²⁰

In 1992, IOM hosted the first of three international conferences on “environmental migration” and the impact of migrants on the environment, which guided the organization’s policy objectives and research priorities over the following years.¹²¹ According to IOM’s Director General, the purpose of the conference was to “address the causes of environmental migration, understand the needs of those forced from their homes by environmental degradation, ... and develop ... more effective strategies to minimize negative impacts on the environment.”¹²²

Also in 1992, following years of advocacy by NGOs about the growing number of internally displaced persons worldwide, the then UN Commission on Human Rights passed a resolution, led by Austria, that requested the UN Secretary-General to appoint a special representative on internal displacement.¹²³ Funded primarily by Norway, Francis Deng assumed the role and led an expert group to draft the non-binding Guiding Principles on Internal Displacement to address gaps in assistance and protection.

The 1993 Vienna Declaration and Programme of Action framed internal displacement within the context of disasters, by emphasizing “the importance of and the need for humanitarian assistance to victims of all natural and man-made disasters”.¹²⁴ The 1994 United Nations Convention to Combat Desertification Experiencing Drought and/or Desertification, Particularly in Africa also called for the “establishment and/or strengthening, as appropriate, of early warning systems, including local and national facilities and joint systems at the subregional and regional levels, and mechanisms for assisting environmentally displaced persons” in the context of preparing for and responding to drought.¹²⁵ In 1997, the UN Secretary-General highlighted the Emergency Relief Coordinator’s lead role for coordinating humanitarian assistance and protection for IDPs within his wider UN reform efforts, which also led to the establishment of the Office for the Coordination of Humanitarian Affairs in 1998 (previously the Department of Humanitarian Affairs).¹²⁶ The General Assembly subsequently confirmed the ERC’s lead coordination role for IDPs from 1998 onwards.¹²⁷

The Guiding Principles on Internal Displacement were finalized in 1998, and later recognized by the UN General Assembly and the Commission on Human Rights. They describe internally displaced persons as:

[P]ersons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or *natural or human-made disasters*, and who have not crossed an internationally recognized border.¹²⁸

¹²⁰ Hall (n 42) 56.

¹²¹ *ibid* 92.

¹²² IOM, *Migration and the Environment*, (IOM 1992) cited in *ibid*.

¹²³ Roberta Cohen and Francis Deng, *Masses in Flight* (Brookings Institute Press 1998) 19–20.

¹²⁴ World Conference on Human Rights, ‘Vienna Declaration and Programme of Action’ (World Conference on Human Rights 1993) A/CONF.157/24(Part I) para 23 <[https://undocs.org/A/CONF.157/24\(PartI\)](https://undocs.org/A/CONF.157/24(PartI))> accessed 26 April 2018.

¹²⁵ General Assembly, ‘United Nations Convention to Combat Desertification in Those Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa- Final Text of the Convention’ (United Nations 1994) A/AC.241/27 para 3(a) <<http://www.ifrc.org/docs/idrl/I223EN.pdf>> accessed 24 April 2018.

¹²⁶ Secretary-General, ‘Renewing the United Nations: A Programme for Reform’ (United Nations General Assembly 1997) A/51/950 <http://www.journals.cambridge.org/abstract_S0020818300011802> accessed 26 April 2018.

¹²⁷ See most recently: General Assembly, ‘Protection of and Assistance to Internally Displaced Persons’ (United Nations 2018) A/RES/72/182 <http://www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/72/182> accessed 26 April 2018.

¹²⁸ Guiding Principles on Internal Displacement (n 32). (emphasis added)

Broader reform efforts for humanitarian coordination also focused on the response to natural disasters in the aftermath of Hurricane Mitch and extensive flooding in Bangladesh in 1998. They led ECOSOC to assert, “The devastating impact of the 1998 disasters has also provided sufficient evidence that natural disasters should be considered on a par with complex emergencies in terms of their impact on people, environment and their long-lasting economic consequences.”¹²⁹ Despite these developments, the term “displacement” was still largely associated with conflict and violence rather than disasters and environmental impacts. People forced to flee in disaster contexts were commonly characterized as disaster victims, homeless or affected populations in need of humanitarian assistance rather than displaced people.¹³⁰

Recognition gradually evolved over the following decade alongside efforts to improve the inter-agency response to assist and protect all internally displaced people. In 1998, humanitarian reform efforts under the leadership of the ERC focused on how improve operational coordination in IDP situations in the absence of a single UN lead agency.¹³¹ The RSG on IDPs, OHCHR and OCHA drafted an IASC policy paper on internal displacement,¹³² IDP focal points were designated in IASC member organizations, a senior adviser on IDPs to the ERC was appointed, and IDP operational, training and information management tools were developed.¹³³ A Global IDP Project was founded at NRC in 1999 upon the request of the IASC. These efforts culminated into the “collaborative approach,” in which operational agencies contributed to an IDP response led by the Humanitarian Coordinator based upon their respective mandates, expertise and resources available, and under the overall leadership of the ERC at the global level.¹³⁴ An Inter-Agency Internal Displacement Division was established in OCHA in 2002.

The needs of people displaced by disasters only gained global attention in the aftermath of the 2004 Indian Ocean Earthquake and Tsunami, which affected some 12 countries across Asia and Africa, and displaced over a million people. In his working visit to tsunami-affected countries in Asia, the RSG on IDPs, Walter Kälin, described the protection and assistance needs of those displaced by the disaster as distinct from those affected by the disaster more generally.¹³⁵

In 2005, the ERC launched an expert external review of the collaborative approach, largely motivated by the gap in assistance and protection for IDPs in Darfur. The findings of the Humanitarian Response Review¹³⁶ led to the establishment of the IASC “cluster system” in the summer of 2005, which designated global leadership amongst international humanitarian organizations to act as “provider of last resort” in different sectors of the humanitarian response. The humanitarian reform also

¹²⁹ Economic and Social Council, ‘Strengthening of the Coordination of Emergency Humanitarian Assistance of the United Nations, Including Special Economic Assistance: Strengthening of the Coordination of Emergency Humanitarian Assistance of the United Nations’ (United Nations General Assembly 1999) E/1999/94 para 31
<<http://www.un.org/documents/ecosoc/docs/1999/e1999-94.htm>> accessed 9 April 2018.

¹³⁰ For example even in the IASC policy paper on internal displacement, note that the International Federation of the Red Cross and Red Crescent Societies distinguishes its role to direct and coordinate “international assistance of the Movement to victims of natural and technological disasters, to refugees and displaced people and in health emergencies.” IASC, *Protection of Internally Displaced Persons: Inter-Agency Standing Committee Policy Paper* (IASC 1999) 23
<https://interagencystandingcommittee.org/system/files/legacy_files/FINALIDPPolicy.pdf> accessed 10 April 2018.

¹³¹ Economic and Social Council (n 134) paras 27–32.

¹³² IASC, *Protection of Internally Displaced Persons: Inter-Agency Standing Committee Policy Paper* (n 135).

¹³³ Economic and Social Council (n 134) paras 29–30.

¹³⁴ IASC, *Implementing the Collaborative Response to Situations of Internal Displacement: Guidance for UN Humanitarian and/or Resident Coordinators and Country Teams* (IASC 2004)
<https://interagencystandingcommittee.org/system/files/legacy_files/IASC-PolicyPackage.pdf> accessed 10 April 2018.

¹³⁵ Walter Kälin, ‘Protection of Internally Displaced Persons in Situations of Natural Disaster’ (OHCHR 2005)
<<http://www.ohchr.org/Documents/Issues/IDPersons/Tsunami.pdf>>.

¹³⁶ Costanza Adinolfi and others, ‘Humanitarian Response Review’ (OCHA 2005)
<https://www.unicef.org/emerg/files/ocha_hrr.pdf> accessed 22 March 2018.

emphasized strengthening the Humanitarian Coordination system, enhanced partnership amongst humanitarian actors, and increased humanitarian financing.¹³⁷ Operational agencies assumed “cluster lead” coordination roles for different sectors of the humanitarian response for which they had operational expertise. For example, WHO led the health cluster and UNICEF led the water and sanitation cluster. Because of its more restrictive mandate, UNHCR only assumed leadership for “IDPs (from conflict)” in the Camp Coordination and Camp Management (CCCM), and Emergency Shelter Clusters. In disaster situations, IOM assumed the lead for CCCM and IFRC assumed the convener role for Emergency Shelter. Notably, UNHCR also initially only assumed the global leadership for the Protection Cluster conflict IDP situations. However, because there was no assigned co-lead at the global level, UNHCR was the *de facto* lead for the Global Protection Cluster for both conflict and disasters. At the national level, leadership of the Protection Cluster activated for a disaster response was to be determined on a case by case basis amongst UNHCR, UNICEF and OHCHR in consultation with the Humanitarian Coordinator/Resident Coordinator.¹³⁸

The disaster-conflict divide inherent in the cluster approach was soon tested with its initial launch during the 2005 Pakistan earthquake that displaced thousands of people. During the response, UNICEF led the Protection Cluster, with IOM and IFRC taking their respective roles for CCCM and Emergency Shelter. In subsequent years, the global clusters developed operational guidance, tools, and training to address displacement in disasters. These include the 2010 *Handbook for the Protection of Internally Displaced Persons*,¹³⁹ 2011 *IASC Operational Guidance on the Protection of Persons in Situations of Natural Disasters*,¹⁴⁰ and the 2014 *MEND Guide: Comprehensive Guide for Planning Mass Evacuations in Natural Disasters*.¹⁴¹ However, aside from a brief reference in the MEND Guide, these tools are not framed by climate change as a driver or contributor to displacement, but rather within the context of humanitarian response and disaster risk management.

The cluster approach was reviewed in 2010 and 2011, which led to the December 2011 Transformative Agenda, which sought to further improve the multilateral humanitarian response, including in the areas of: “empowered leadership”, the designation of severe “Level 3 Emergencies,” revising the humanitarian programme cycle, and inter-agency rapid response mechanisms.¹⁴² The humanitarian system received extensive, global review from 2014-2016 as part of the World Humanitarian Summit process. (See below Section 3.1.2)

Notably, the same operational agencies taking leadership roles and focusing on displacement in disaster situations from the late 1990s onwards were also engaged in the informal group on migration/displacement and climate change within the IASC working group on climate change that led to contributions to the UNFCCC process, as described above (Section 2.2).

For the most part, humanitarian operational agencies such as UNICEF, WFP, WHO, and UNDP (Early Recovery Cluster Lead) have not needed to justify engagement with assisting people displaced by

¹³⁷ Julia Steets and others, ‘Cluster Approach Evaluation 2: Synthesis Report’ (IASC 2010).

¹³⁸ IASC, *Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response* (IASC 2006)

<https://interagencystandingcommittee.org/system/files/legacy_files/Cluster%20implementation%2C%20Guidance%20Note%2C%20WG66%2C%2020061115-.pdf> accessed 10 April 2018.

¹³⁹ See the Annex on disaster situations. Global Protection Cluster, *Handbook for the Protection of Internally Displaced Persons* (UNHCR 2010).

¹⁴⁰ IASC, ‘IASC Operational Guidelines on the Protection of Persons in Situations of Natural Disasters’

<http://www.ohchr.org/Documents/Issues/IDPersons/OperationalGuidelines_IDP.pdf>.

¹⁴¹ Global Camp Coordination and Camp Management (CCCM) Cluster, ‘The MEND Guide: Comprehensive Guide for Planning Mass Evacuations in Natural Disasters (Pilot Version)’

<http://www.globalccmcluster.org/system/files/publications/MEND_download.pdf>.

¹⁴² IASC, ‘IASC Transformative Agenda’ <<https://interagencystandingcommittee.org/iasc-transformative-agenda>> accessed 10 April 2018.

disasters or the impacts of climate change in particular. The scope of their respective mandates is broad enough to allow them to assist displaced people and other populations in need regardless of the underlying cause. (See below Section 3.2). In terms of policy, advocacy and research on displacement, migration and climate change by UN entities have continued to expand since 2008. For example, the World Bank hosted a workshop on the Social Dimensions of Climate Change,¹⁴³ that included discussion on the implications of climate change on migration and conflict based upon a commissioned study.¹⁴⁴ UNEP and UNU partnered with IOM and the Munich Re Foundation to launch the Climate Change, Migration and Environment Alliance at COP 15 in 2009, although it was never fully implemented.¹⁴⁵ UNESCO conducted research and held workshops addressing ethical issues related to climate change and migration issues,¹⁴⁶ including the need to safeguard intangible heritage of displaced people in times of disaster. Since 2005, the RSG for IDPs and, subsequently, the Special Rapporteur on the human rights of IDPs have regularly raised the protection concerns of disaster displaced persons in official work programs and reports to the human rights bodies and ECOSOC, including on issues related to climate change.

However, beginning in the late 2000s to early 2010s, both UNHCR and IOM underwent extensive discussions with their respective governing bodies to prioritize and shape their institutional contributions to addressing displacement and migration associated with the adverse effects of climate change and natural hazards.

UNHCR's first major disaster response operation was the 2005 Indian Ocean Earthquake and Tsunami.¹⁴⁷ UNHCR had contributed to earlier disaster relief efforts, but its contribution had largely been limited to contributing emergency stockpiles to other actors, or meeting the needs of refugees affected by disasters. With the creation of the IASC Cluster Approach, UNHCR's global cluster leadership role was initially restricted to conflict-related internal displacement for protection, CCCM and Emergency Shelter, although its overall lead role for protection ultimately expanded its coordination role to include addressing protection in disasters. A few years later, the UNHCR High Commissioner also began raising the issue, including through prominently referencing it in an ExCom speech in 2007. He established a UNHCR Task Force on Climate Change in 2008, called for UNHCR's first policy paper on climate change published in 2008, and attended the 2009 COP in Copenhagen.¹⁴⁸ From 2008, UNHCR also actively contributed to the informal IASC working group on migration/displacement and climate change, and in 2011, the High Commissioner appointed a senior technical advisor on climate change. In parallel, beginning in 2009, the High Commissioner also advocated for UNHCR to assume a more predictable lead role for national protection clusters in

¹⁴³ 'Social Dimensions of Climate Change: Workshop Report 2008' (The World Bank Group 2008) <https://reliefweb.int/sites/reliefweb.int/files/resources/2A37DBD0053C93214925764100223D25-WB_climatechange.pdf> accessed 7 May 2018.

¹⁴⁴ Clionadh Raleigh, Lisa Jordan and Idean Salehyan, *Assessing the Impact of Climate Change on Migration and Conflict* (The Social Development Department, the World Bank Group 2008).

¹⁴⁵ UNEP, 'Contribution to the Fifteenth Coordination Meeting on International Migration' (UN Department of Economic and Social Affairs 2017) UN/POP/MIG-15CM/2017/2 2 <http://www.un.org/en/development/desa/population/migration/events/coordination/15/documents/papers/2_UNEP.pdf> accessed 19 March 2018.

¹⁴⁶ UNESCO, *Migration and Climate Change* (UNESCO 2011) <http://www.unesco.org/new/en/media-services/single-view/news/migration_and_climate_change_a_unesco_publication_on/> accessed 14 March 2018; UNESCO, 'Summary Report of the National Workshop on Migration and Global Environmental Change in India.' (UNESCO 2014) <<http://unesdoc.unesco.org/images/0022/002285/228502e.pdf>> accessed 14 March 2018. 'Climate Induced Migrations' (UNESCO, 16 November 2017) <<https://en.unesco.org/events/climate-induced-migrations>> accessed 26 January 2018.

¹⁴⁷ United Nations High Commissioner for Refugees, 'UNHCR Taking Rare Operational Role in Natural Disaster Response' (UNHCR) <<http://www.unhcr.org/news/latest/2005/1/41d9772e4/unhcr-taking-rare-operational-role-natural-disaster-response.html>> accessed 2 May 2018.

¹⁴⁸ Hall (n 42) 58.

disaster situations. He cited UNHCR's role as the Global Protection Cluster lead,¹⁴⁹ and UNHCR's increased engagement in several disaster response efforts over the previous decade.¹⁵⁰ However, in March 2011, UNHCR's Standing Committee opposed an IASC-proposed 12-month pilot program, which would have UNHCR consistently assume the lead of country-level protection clusters in disasters.¹⁵¹ Similarly in 2012, despite sustained advocacy by the UNHCR High Commissioner for an expanded mandate to address the displaced related consequences of climate change, including at the UN Security Council, UNHCR failed to gain States' support for addressing the legal and operational gap for people displaced across borders. Following UNHCR's active engagement in the Nansen Initiative between 2012-2015, and subsequently the PDD, and continued dialogue with its Executive Committee, UNHCR has now committed to enhancing its engagement. The 2017-2020 Strategic Plan sets out UNHCR's priority to "contribute to advancing legal, policy and practical solutions for the protection of people displaced by the effects of climate change and natural disasters, in recognition of the acute humanitarian needs associated with displacement of this kind, and its relationship to conflict and instability."¹⁵² The Strategic Plan also highlights UNHCR's potential roles contributing to inter-agency responses for internal displacement, and as lead for protection in natural disaster situations.¹⁵³

IOM's first major operational response to disaster displacement was in 1998 during Hurricane Mitch. Over subsequent years, the organization established itself as an international humanitarian actor in responding to disasters, and, as noted earlier, assumed leadership of the CCCM cluster for disasters in 2005. This expanded role was presented to IOM's Council by the Director General in 2006, although no state formally responded or objected to the new role.¹⁵⁴ That same year the organization also resumed research and policy development on environmental migration issues, with an emphasis on climate change from 2007, building on its research on environmental migration begun in the 1990s.¹⁵⁵ IOM initially lacked support from its states to address climate change and migration issues in 2006. However, over time, council sessions addressing the theme of climate change and migration in 2007 and 2008, led to initial financial support from Greece, then chair of the Human Security Network, to host a conference on Climate Change, Environmental Degradation and Migration: Addressing Vulnerabilities and Harnessing Opportunities. In 2008 IOM designated a focal point on the issue and presented climate change as a strategic priority to its council, which gave its tacit support for the organization to continue "research, conferences, and submissions on climate migration".¹⁵⁶ This turned to explicit support in subsequent council meetings from 2009. Since 2008, IOM has published multiple research studies and policy papers, conducted advocacy, participated in public seminars, led the informal working group in the IASC on migration, displacement and climate change, and actively contributed to the UNFCCC and other processes, such as the Global Forum on Migration and Development, negotiations leading to the Sendai Framework on Disaster Risk Reduction, the Nansen Initiative, and hosted the Migrants in Countries in Crisis Initiative.¹⁵⁷ IOM also continues in its operational and coordination role for CCCM in disasters, developing operation tools such as the

¹⁴⁹ Bryan Deschamp, Michelle Azorbo and Sebastian Lohse, 'Earth, Wind and Fire: A Review of UNHCR's Role in Recent Natural Disasters' (UNHCR Policy Development and Evaluation Service 2010) PDES/2010/06 <<http://www.unhcr.org/research/evalreports/4c1228e19/earth-wind-fire-review-unhcrs-role-recent-natural-disasters-bryan-deschamp.html>> accessed 9 April 2018.

¹⁵⁰ *ibid*; Hannah Entwisle, 'The World Turned Upside Down: A Review of Protection Risks and UNHCR's Role in Natural Disasters' (UNHCR Policy Development and Evaluation Service (PDES) and Division of International Protection (DIP) 2013) PDES/103/03.

¹⁵¹ Hall (n 42) 74–75.

¹⁵² UNHCR, 'UNHCR's Strategic Directions 2017-2021' 17–18.

¹⁵³ *ibid* 20–21.

¹⁵⁴ Hall (n 42) 94.

¹⁵⁵ *ibid* 93.

¹⁵⁶ *ibid* 100.

¹⁵⁷ *ibid* 96–99.

Displacement Tracking Matrix, used in both conflict and disaster situations. In 2015, the organization formally established a Division on Migration, Environment and Climate Change. IOM officially joined the UN system in 2016.

Since 2013, the issue of displacement related to disasters and climate change has gained increasing prominence across the UN System, including in the areas of humanitarian response, climate change action, disaster risk reduction, development and human rights. A diverse set of UN entities contributed to the Nansen Initiative consultative process, and the Advisory Group on Human Mobility and Climate Change (See above Section 2.2). For example, in 2015, the UN General Assembly recognized that climate change exacerbates factors that lead to displacement in disasters.¹⁵⁸ The Human Rights Council held a special session on human rights and climate change in 2017 that focused on displacement considerations.¹⁵⁹ Disaster displacement and climate change have also been addressed within UN international agreements outside UNFCCC processes, such as the Sendai Framework on Disaster Risk Reduction 2015-2030, the 2016 New York Declaration for Refugees and Migrants, and the 2017 Declaration of Ethical Principles in Relation to Climate Change (See below Section 3.1). Importantly, the 2017-2020 United Nations System Strategic Approach on Climate Change Action specifically addresses displacement and migration in three of its eight impact areas: normative guidance on climate change; data and observations; and nexus of climate change, sustainable development, peace and security, human rights and humanitarian issues.¹⁶⁰

This review shows how discussions related to addressing displacement in disaster contexts largely developed in parallel to the recognition that climate change has implications on displacement and migration. Gradually discussions on internal displacement in disasters and cross-border displacement in the context of climate change and disasters converged, with the wide recognition that climate change impacts exacerbate or lead to natural hazards. Displacement related to climate change is also widely recognized as potentially occurring both internally and across international borders, as highlighted in the Task Force on Displacement's own work set by the WIM Excom.

The review also highlights the growing recognition within the UN system that disaster displacement cannot be resolved by humanitarian or climate change actors alone, but requires a concerted effort by development actors, and depending on the circumstances, disaster risk management, human rights, and peace and security actors.¹⁶¹ (For more discussion, see Section IV below)

III. Current UN institutional frameworks and mandates for displacement related to climate change

The UNFCCC process is the undisputed international process leading the global response to climate change. At the same time, as the vast implications of climate change become increasingly evident, states have examined virtually all aspects of the UN's work to assess how it will be affected. The first part of this section identifies existing UN frameworks, agreements and processes currently addressing issues related to disaster displacement and climate change. The second part reviews UN entities' mandates,

¹⁵⁸ General Assembly, 'Protection of and Assistance to Internally Displaced Persons' (United Nations 2016) A/RES/70/165 <<https://undocs.org/A/RES/70/165>> accessed 26 April 2018.

¹⁵⁹ Human Rights Council, '35/20. Human Rights and Climate Change' (United Nations General Assembly 2017) A/HRC/RES/35/20 <<https://documents-dds-ny.un.org/doc/UNDOC/GEN/G17/184/52/PDF/G1718452.pdf?OpenElement>> accessed 9 March 2018.

¹⁶⁰ Other action areas include: Interrelationship between nationally determined contributions and Sustainable Development Goal implementation; Climate resilience and disaster risk reduction; Science, technology, knowledge and innovation; Climate finance and investment; Education, advocacy and collaborative action. High-level Committee on Programmes (n 52).

¹⁶¹ Walter Kälin and Hannah Entwisle Chapuisat, 'Breaking the Impasse: Reducing Protracted Internal Displacement as a Collective Outcome' (United Nations OCHA 2017).

and discusses their relevance for averting, minimizing and addressing displacement related to climate change.

3.1 UN frameworks, agreements and processes

The implications of displacement related to disasters and climate change have been considered within numerous contexts, including humanitarian response, development, human rights, ethics, environmental change, and disaster risk reduction. This section highlights the key UN international frameworks, agreements and processes relevant to disaster displacement related to climate change.

3.1.1 Addis Ababa Action Agenda- 2015

The overall purpose of the Addis Ababa Action Agenda is to establish a global framework for financing the implementation of the Sustainable Development Goals. Its implementation is supported by UN DESA as Secretariat.

The Addis Ababa Action Agenda (AAAA) recognizes the primary role of the UNFCCC and the COP with respect to negotiating the global response to climate change, and in particular with respect to climate-related finance, such as the Green Climate Fund. It does not specifically mention displacement. However, participating states commit in para. 12 to “Delivering social protection and essential public services for all.” The AAAA also acknowledges that climate change impacts seriously affect least developed countries and small island developing states, and states

We encourage consideration of climate and disaster resilience in development financing to ensure the sustainability of development results... (and) commit to investing in efforts to strengthen the capacity of national and local actors to manage and finance disaster risk, as part of national sustainable development strategies, and to ensure that countries can draw on international assistance when needed.¹⁶²

Recognizing the role of development finance to reduce environmental, social and economic vulnerabilities, the AAAA states,

We recognize the need for the coherence of developmental and humanitarian finance to ensure more timely, comprehensive, appropriate and cost-effective approaches to the management and mitigation of natural disasters and complex emergencies. We commit to promoting innovative financing mechanisms to allow countries to better prevent and manage risks and develop mitigation plans.¹⁶³

The AAAA is reviewed through the annual Financing for Development (FfD) Forum, which submits its findings and recommendations to the High Level Political Forum on Sustainable Development that oversees implementation of the 2030 Agenda for Sustainable Development.

3.1.2 Agenda for Humanity- 2016

The Agenda for Humanity was adopted at the 2016 UN World Humanitarian Summit.¹⁶⁴ It is a five-point plan, organized by Core Responsibilities, that outlines the changes needed to alleviate suffering, reduce risk and lessen vulnerability on a global scale. Member States as well as NGOs, UN entities, and

¹⁶² United Nations Department of Economic and Social Affairs, ‘Addis Ababa Action Agenda of the Third International Conference on Financing for Development’ para 62 <http://www.un.org/esa/ffd/wp-content/uploads/2015/08/AAAA_Outcome.pdf> accessed 15 August 2017.

¹⁶³ *ibid* 66.

¹⁶⁴ ‘Agenda for Humanity: Annex to the Report of the Secretary-General for the World Humanitarian Summit’ (United Nations 2016) A/70/709 <<http://www.agendaforhumanity.org/sites/default/files/AgendaforHumanity.pdf>>.

other relevant actors made individual and joint commitments to support implementation of the Agenda. The process is supported by UN OCHA.

Core Responsibility 3, identifies “addressing displacement” as one of seven strategic and normative “transformations” needed to “Leave No One Behind.” The text states:

A new approach to addressing and reducing displacement is required through meeting immediate humanitarian needs and improving displaced persons and their host communities resilience and self-reliance. A measurable target of at least 50 per cent should be set to reduce new and protracted internal displacement by 2030 in a dignified and safe manner. States and the international community must also prepare for cross-border displacement owing to disasters and climate change. Countries and communities must receive adequate support to ensure displaced persons can receive better services and economic opportunities.

UN Member States made corresponding commitments to address displacement: implementing a new approach to addressing displacement, reducing internal displacement by 50 per cent by 2030, providing increased financial and political support to host countries and communities, and strengthening the protection of refugees and IDPs.¹⁶⁵ Some Member States specifically committed to engage on preventing and preparing for internal and cross-border displacement associated with disasters and climate change.¹⁶⁶ While some Member States referenced only 3A as relevant to disaster displacement, other cited Commitment 4B, “anticipate, do not wait” under the broader objective to Change People’s Lives: From Delivering Aid to Ending Need. These commitments highlight the need to integrate disaster displacement in disaster risk reduction and climate change related measures.

The Commitment to Action also emerged out of the World Humanitarian Summit. Signed by the Secretary-General, nine UN Principals and endorsed by the World Bank and IOM, it seeks to strengthen the humanitarian-development through the “New Way of Working,” which comprises working towards “collective outcomes,” based upon institutional comparative advantage and over multi-year timeframes.¹⁶⁷

Implementation of the Agenda for Humanity takes the form of annual self-reporting, compiled in a report by OCHA to monitor achievements and gaps.

3.1.3 Declaration of Ethical Principles in Relation to Climate Change- 2017

The purpose of the Declaration of Ethical Principles in Relation to Climate Change is to set out six ethical principles for world leaders to consider as part of their responsibility to address climate change.¹⁶⁸ Its implementation is supported by UNESCO.

The Declaration identifies displaced persons and migrants, among others, as vulnerable groups that should be given priority in the response to climate change,¹⁶⁹ such as in access to education. It also emphasizes the role of sustainable development to

¹⁶⁵ ‘Leave No One Behind’ (*Agenda for Humanity*) <<https://www.agendaforhumanity.org/cr/3>> accessed 27 April 2018.

¹⁶⁶ Greta Zeender and Alex Silberman, ‘Reduce and Address Displacement: Analytical Paper on WHS Self-Reporting on Agenda for Humanity Transformation 3A’ (OCHA 2017) <http://www.agendaforhumanity.org/sites/default/files/AP_3A_0.pdf>.

¹⁶⁷ OCHA, ‘New Way of Working’ (United Nations 2017) <https://www.unocha.org/sites/unocha/files/NWOW%20Booklet%20low%20res.002_0.pdf> accessed 27 April 2018.

¹⁶⁸ ‘Declaration on Ethical Principles in Relation to Climate Change - Questions and Answers | United Nations Educational, Scientific and Cultural Organization’ <<http://www.unesco.org/new/en/social-and-human-sciences/themes/comest/ethical-principles/questions-and-answers/>> accessed 26 April 2018.

¹⁶⁹ General Conference, ‘Declaration of Ethical Principles in Relation to Climate Change (2017)’ (UNESCO 2017) Report of the Social and Human Sciences Commission 39 C/73 art 10.

tackle the adverse effects of climate change in areas that deserve special attention due to their humanitarian implications and consequences, including but not limited to: food, energy, and water insecurity, the ocean, desertification, land degradation, natural disasters, displaced populations, as well as the vulnerability of women, children, the elderly, and especially the poor.¹⁷⁰

Finally, the Declaration also notes the importance of “coherence between climate change mechanisms and already existing mechanisms of international cooperation, including cooperation on development” to ensure they mutually reinforcing and “advance the well-being of all peoples.”¹⁷¹

3.1.4 Draft articles on the protection of persons in the event of disasters- 2016

The purpose of the draft articles on the protection of persons in the event of disasters is to “facilitate the adequate and effective response to disasters, and reduction of the risk of disasters, so as to meet the essential needs of the persons concerned, with full respect for their rights.”¹⁷² The draft articles address the protection of human dignity and human rights, respect for humanitarian principles, international cooperation, disaster risk reduction, the role of the affected State, and issues related to external assistance. The drafting of the articles was supported by the International Law Commission.

Use of the term “disaster” in the draft articles refers to “a calamitous event or series of events resulting in widespread loss of life, great human suffering and distress, mass displacement, or large-scale material or environmental damage, thereby seriously disrupting the functioning of society.” Regarding use of the term “mass displacement,” the commentary explains,

Similarly, “mass displacement” refers to one of the other consequences of major disasters, namely the displacement of persons on a large scale. Together with “great human suffering and distress”, displacement by the onset of a disaster is one of the two most common ways in which persons are considered “affected” by the disaster. Displacement affects persons through the loss of access to livelihoods, social services and social fabric. In complying with their obligations set forth in the draft articles, States should also take into account the displacement dimension. The qualifier “mass” was included to align with the high threshold for the application of the draft articles.¹⁷³

Article 5 affirms, “Persons affected by disasters are entitled to the respect for and protection of their human rights in accordance with international law.” The commentary on article clarifies that displaced people are considered directly affected by the disaster, noting that the draft articles focus on those who may require relief.¹⁷⁴

The draft articles were approved by the International Law Commission in 2016, with a recommendation for the General Assembly to develop a convention based on the draft articles.¹⁷⁵ The General Assembly noted the draft articles and requested Member States to provide comments on the

¹⁷⁰ *ibid* art 5.

¹⁷¹ *ibid* art 14.6.

¹⁷² General Assembly, ‘Report of the International Law Commission, Chapter IV Protection of Persons in the Event of Disasters’ (United Nations 2016) A/71/10 art 2 <<http://legal.un.org/ilc/reports/2016/english/chp4.pdf>> accessed 5 March 2018.

¹⁷³ *ibid* 23–24.

¹⁷⁴ *ibid* 21.

¹⁷⁵ *ibid* 46.

Commission's recommendation.¹⁷⁶ The General Assembly is expected to hold a session on the topic in September 2018.

3.1.5 Global Compacts on Refugees and Migrants

In 2016 the UN General Assembly unanimously adopted the New York Declaration for Refugees and Migrants, which sets out the global response to large movements of migrants and refugees.¹⁷⁷ The intended purpose of the Global Compact on Refugees is to implement the Comprehensive Refugee Response Framework as set out in the New York Declaration through the elaboration of a Programme of Action. The consultation process with states is led by UNHCR. The intended purpose of the Global Compact for Safe, Orderly and Regular Migration (GCM) is to develop a comprehensive framework for global migration governance. Its negotiation is supported by IOM and the UN Secretary-General's Special Representative for International Migration.

The New York Declaration recognises that climate change, disasters and other environmental factors prompt people to move, and highlights the need to help the most vulnerable among them. Consequently, preparatory meetings and draft texts of both compacts have included references to cross-border displacement and migration associated with disasters and climate change.

Assuming the final text will be adopted in December 2018 at the intergovernmental conference on international migration, the GCM represents a significant achievement, as it marks the first comprehensive international agreement on migration management within the UN system. To date, international discussions on migration management have occurred in the Global Forum on Migration and Development (GFMD), a forum outside the UN system. The final text includes multiple references to cross-border displacement in the context of climate change. As part of the broader objective of reducing migration risk drivers, the GCM addresses migration implications with respect to "Natural disasters, the adverse effects of climate change and environmental degradation", which encompasses both sudden and slow-onset natural disasters.¹⁷⁸ Identified actions include strengthening information analysis on migration movements and developing adaptation, resilience and disaster preparedness strategies that take migration implications into account. The GCM also highlights the need for harmonized, coherent approaches at subregional and regional levels that fully respect the rights of affected people and ensure they have access to humanitarian assistance wherever they are located. It also notes that approaches should consider recommendations from State-led processes, such as the Nansen Initiative Protection Agenda and the Platform on Disaster Displacement. In the context of advancing and enhancing regular migration pathways, the GCM includes two paragraphs providing options for the admission and stay of people "compelled" to leave their countries in the context of sudden-onset disasters as well as slow-onset disasters, climate change and environmental degradation.¹⁷⁹

At the time of writing, the modalities and organizational aspects of for implementation of the GCM are still to be further developed. Implementation will be supported by a capacity building mechanism at the UN that includes a connection hub, a start-up fund and a global knowledge platform.¹⁸⁰ Amongst UN entities, IOM will coordinate and serve as a secretariat of a system-wide network on migration, which will contribute to the UN Secretary-General's biennial report to the General

¹⁷⁶ General Assembly, '71/141. Protection of Persons in the Event of Disasters' (United Nations 2016) A/RES/71/141 paras 2–3.

¹⁷⁷ United Nations General Assembly, '71/1. New York Declaration for Refugees and Migrants' (United Nations 2016) Resolution adopted by the General Assembly on 19 September 2016 A/RES/71/1 <<http://undocs.org/a/res/71/1>> accessed 28 August 2017.

¹⁷⁸ General Assembly, 'Global Compact for Safe, Orderly and Regular Migration Final Draft' paras 18 (h-l).

¹⁷⁹ *ibid* 21 (g-h).

¹⁸⁰ *ibid* 43.

Assembly on implementation of the GCM.¹⁸¹ Global review of implementation of action at local, national, regional and global levels will take place during the General Assembly every four years beginning in 2022 through the “International Migration Review Forum.”¹⁸² The GFMD is invited to provide States with an informal space to discuss implementation on an annual basis. At the regional level, United Nations Regional Economic Commissions or Regional Consultative Processes are invited to review implementation every two years to inform the International Migration Review Forum, with other State-led processes also invited to share relevant contributions.

The Global Compact on Refugees (GCR) has only limited references to climate change and displacement in the final text. It states, “While not in themselves causes of refugee movements, climate, environmental degradation and natural disasters increasingly interact with the drivers of refugee movements.”¹⁸³ The GCR’s programme of action, which aims to facilitate implementation of the comprehensive refugee response framework previously adopted by the UN General Assembly, recognizes that refugee movements are often not homogenous. In particular, it states,

...in certain situations, external forced displacement may result from sudden-onset natural disasters and environmental degradation. These situations present complex challenges for affected States, which may seek support from the international community to address them. Support for appropriate responses could build on the operational partnerships between relevant actors, including UNHCR and the international Organization for Migration (IOM), engaging their respective mandates, roles and expertise as appropriate to ensure a coordinated approach.¹⁸⁴

Implementation of the GCR will be supported through a periodic Global Refugee Forum at the ministerial level in Geneva, with the first meeting held in 2019 and subsequent meetings held every four years.¹⁸⁵ At the national level, host countries could seek to activate a Support Platform to receive context-specific support, and receive additional support, as appropriate, through regional and subregional mechanisms.¹⁸⁶

3.1.6 New Urban Agenda- 2016

The New Urban Agenda establishes global standards for sustainable urban development that strive to meet the SDGs and address climate change impacts. Its implementation is supported by UN-Habitat.

The New Urban Agenda recognises the need to “give particular attention to address multiple forms of discrimination faced by, inter alia, ... refugees, returnees, internally displaced persons and migrants, regardless of their migration status.”¹⁸⁷ Para 28, in particular, emphasizes,

We commit ourselves to ensuring full respect for the human rights of refugees, internally displaced persons and migrants, regardless of their migration status, and support their host cities in the spirit of international cooperation, taking into account national circumstances and recognizing that, although the movement of large populations into towns and cities poses a variety of challenges, it can also bring significant social, economic and cultural contributions to urban life. We further commit ourselves to strengthening synergies between international

¹⁸¹ *ibid* 45–46.

¹⁸² *ibid* 48–54.

¹⁸³ UNHCR, ‘Global Compact on Refugees Advance Version’ para 8.

¹⁸⁴ *ibid* 12.

¹⁸⁵ *ibid* 17–18.

¹⁸⁶ *ibid* 22–30.

¹⁸⁷ Habitat III Secretariat, ‘New Urban Agenda’ (United Nations 2017) A/RES/71/256 para 20 <<http://habitat3.org/wp-content/uploads/NUA-English.pdf>> accessed 15 August 2017.

migration and development at the global, regional, national, subnational and local levels by ensuring safe, orderly and regular migration through planned and well-managed migration policies, and to supporting local authorities in establishing frameworks that enable the positive contribution of migrants to cities and strengthened urban-rural linkages.

The New Urban Agenda also highlights the role of subnational and local governments to engage with relevant stakeholders, including refugees, internally displaced persons and migration,¹⁸⁸ and commits to

promoting, as appropriate, full and productive employment, decent work for all and livelihoods in cities and human settlements, with special attention to the needs and potential of ... refugees, and internally displaced persons and migrants, particularly the poorest and those in vulnerable situations, and to promote non-discriminatory access to legal income-earning opportunities.¹⁸⁹

Finally, it encourages policy development on housing development and planning to prevent forced evictions and displacement associated with programmes to upgrade slums and informal settlements.¹⁹⁰

3.1.7 Sendai Framework for Disaster Risk Reduction 2015-2030- 2015

The Sendai Framework for Disaster Risk Reduction¹⁹¹ is an international agreement that includes responsibilities, targets and priorities for reducing disaster risk at global, regional, national and local levels. With respect to climate change, para. 11 states, “Addressing climate change as one of the drivers of disaster risk, while respecting the mandate of the United Nations Framework Convention on Climate Change, represents an opportunity to reduce disaster risk in a meaningful and coherent manner throughout the interrelated intergovernmental processes.” Implementation of the Sendai Framework is supported by ISDR.

The Sendai Framework sets out seven global targets, one of direct relevance to disaster displacement. Target (b) aims to “Substantially reduce the number of affected people globally, by 2030, aiming to lower the average global figure per 100,000 in the decade 2020-2030 compared to the period 2005-2015.” The term “affected people” includes displaced people.¹⁹²

The Sendai Frameworks four Priorities for Action include multiple references to displacement, migration and displacement risk, including across international borders,¹⁹³ all guided by the overarching goal to protect people while “promoting and protecting all human rights, including the right to development.”¹⁹⁴ They address prevent displacement, as well as the need to respond to displacement and find durable solutions when it cannot be avoided.¹⁹⁵ For example, para. 27(k) calls

¹⁸⁸ *ibid* 42.

¹⁸⁹ *ibid* 57.

¹⁹⁰ *ibid* 107 and 111.

¹⁹¹ UNISDR, ‘Sendai Framework for Disaster Risk Reduction 2015-2010’ <https://www.unisdr.org/files/43291_sendaiframeworkfordrren.pdf>.

¹⁹² General Assembly, ‘Report of the Open-Ended Intergovernmental Expert Working Group on Indicators and Terminology Relating to Disaster Risk Reduction’ (n 5) 11.

¹⁹³ For analysis see: UNISDR, *Disaster Displacement: How to Reduce Risk, Address Impacts and Strengthen Resilience Public Consultation Version* (UNISDR 2018) <https://www.unisdr.org/files/58821_disasterdisplacement05a.pdf> accessed 2 August 2018. Walter Kälin, ‘Sendai Framework: An Important Step Forward for People Displaced by Disasters’ (*Brookings*, 20 March 2015) <<https://www.brookings.edu/blog/up-front/2015/03/20/sendai-framework-an-important-step-forward-for-people-displaced-by-disasters/>> accessed 14 August 2017. Lorenzo Guadagno, ‘Human Mobility in the Sendai Framework for Disaster Risk Reduction’ (2016) 7 *International Journal of Disaster Risk Science* 30.

¹⁹⁴ UNISDR, ‘Sendai Framework’ (n 196) para 19(c).

¹⁹⁵ *ibid* 30(j) and 33(j).

for the formation of “public policies, where applicable, aimed at addressing the issues of prevention or relocation, where possible, of human settlements in disaster risk-prone zones, subject to national law and legal systems.” Para 30 encourages “the adoption of policies and programmes addressing disaster-induced human mobility to strengthen the resilience of affected people and that of host communities, accordance with national laws and circumstances.” Para. 33(h) highlights the importance of promoting “regular disaster preparedness, response and recovery exercises... with a view to ensuring rapid and effective response to disasters and related displacement, including access to safe shelter, essential food and non-food relive supplies”.

ISDR is finalizing guidance¹⁹⁶ on how states can address displacement-related considerations as they revise their national and regional disaster risk reduction strategies to align with the Sendai Framework. Complementing ISDR’s overall monitoring and support to states, the World Bank manages the Global Facility for Disaster Reduction and Recovery (GFDRR), which is a grant-funding mechanism to support implementation of the Sendai Framework. It primarily supports projects that “(i) mainstream disaster risk management and climate change adaptation in development strategies and investment programs, and (ii) improve the quality and timeliness of resilient recovery and reconstruction following a disaster.”¹⁹⁷

3.1.8 Transforming Our World: The 2030 Agenda for Sustainable Development- 2015

The UN’s 2030 Agenda for Sustainable Development is a comprehensive international agreement guiding the international community’s efforts to tackle global development challenges. Its implementation is supported by UNDP.

Acknowledging the UNFCCC as the “primary international, intergovernmental forum for negotiating the global response to climate change”, Goal 13. Take urgent action to combat climate change identifies five key actions for development actors. In particular, Target 13.1 strives to “Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries,” while Target 13.2 emphasizes the need to “Integrate climate change measures into national policies, strategies and planning.” The subsequent targets highlight the need to improve capacity building with respect to climate change mitigation, adaptation, impact reduction and early warning and planning, particularly for least developed countries and small island developing States, as well as to support UNFCCC parties to mobilize adequate financial resources to support climate change action.

The 2030 Agenda frames its goals by acknowledging global challenges that threaten the reversal of development gains, including more frequent and intense disasters and the forced displacement of people, with climate change posing even greater challenges for the future.¹⁹⁸ It also recognises refugees, internally displaced persons and migrants as among the most vulnerable that must be empowered. Finally, the 2030 Agenda recognises migrants’ positive contributions to development, the importance of international cooperation on migration based on respect for human rights and “humane treatment of migrants regardless of migration status, of refugees and of displaced persons.”¹⁹⁹ Indicators for SDGs Targets 1.5, 11.5 and 13.1, which address building resilience to reduce the developmental impact of disasters and climate change,²⁰⁰ are measured by the same

¹⁹⁶ UNISDR, *Disaster Displacement: How to Reduce Risk, Address Impacts and Strengthen Resilience Public Consultation Version* (UNISDR 2018) <https://www.unisdr.org/files/58821_disasterdisplacement05a.pdf> accessed 2 August 2018. The guidance was developed with the support of the Norwegian Refugee Council and an Advisory Group comprised of the Government of Germany, IDMC/NRC, IOM, ISDR, PDD, and UNHCR.

¹⁹⁷ GFDRR, ‘Partnership Charter’ para 1 <<https://www.gfdr.org/sites/default/files/publication/partnership-charter.pdf>> accessed 24 April 2018.

¹⁹⁸ ‘Transforming Our World: The 2030 Agenda for Sustainable Development’ (n 64) para 14.

¹⁹⁹ *ibid* 29.

²⁰⁰ Goal 1.5 “By 2030, building the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters.” Goal

indicator: “Number of deaths, missing persons and directly affected persons attributed to disasters per 100,000 population.” The term “directly affected persons” includes those evacuated, displaced and relocated.²⁰¹

Other Goals are also relevant to averting, minimizing and addressing disaster displacement, particularly with respect to finding a durable solution. Goals related to poverty, education, gender equality, full and productive employment, and safe cities and human settlements all have implications for strengthening the resilience and reducing the vulnerability of displaced people or those at risk of displacement.²⁰²

Progress on the SDGs will be assessed in an annual report from the UN Secretary-General, compiled by DESA and drawing on its Statistics Division. Notably, the 2017 report highlights a gap in relation to “sound disaggregated data” for vulnerable groups including migrants, refugees and internally displaced persons, which the Under-Secretary-General for Economic and Social Affairs cautions, “exacerbates vulnerabilities by masking the extent of deprivation and disparities.”²⁰³ The 2030 Agenda also represents the UN System’s own development priorities and drives the Secretary-General’s reform initiative. (See Section 4.1.3)

3.1.9 United Nations Convention to Combat Desertification-1994

The UN Convention to Combat Desertification in Those Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa²⁰⁴ seeks to combat desertification and mitigate the effects of drought through international cooperation and partnership arrangements. Its implementation is supported by the UNCCD Secretariat.

The Convention’s preamble recognizes the impact of desertification and drought on sustainable development “through their interrelationships with important social problems such as poverty, poor health and nutrition, lack of food security, and those arising from migration, displacement of persons and demographic dynamics”.

To address the specific challenge of displacement, Articles 10 and 11 encourage the development of measures to prepare for and mitigate the impacts of drought, including through the “establishment and/or strengthening, as appropriate, of early warning systems, including local and national facilities and joint systems at the subregional and regional levels, and mechanisms for assisting environmentally displaced persons”.

Although the Convention dates from 1994, displacement still remains a concern. The UNCCD 2018-2030 Strategic Framework highlights desertification, land degradation and drought as contributing to

11.5 By 2030, significantly reduce the number of deaths and the number people affected and substantially decrease the direct economic losses relative to global gross domestic product cause by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations.” Goal 13.1 “Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries.” United Nations Department of Economic and Social Affairs (n 167).

²⁰¹ UNISDR, ‘Metadata Indicator 13.1.1: Number of Deaths, Missing Persons and Directly Affected Persons Attributed to Disasters per 100,000 Population’ <<https://unstats.un.org/sdgs/metadata/files/Metadata-13-01-01.pdf>> accessed 27 April 2018.

²⁰² See Kälin and Entwisle Chapuisat (n 166) 27.

²⁰³ UNDESA, ‘The Sustainable Development Goals Report 2017’ (United Nations 2017) 13 <<https://unstats.un.org/sdgs/files/report/2017/TheSustainableDevelopmentGoalsReport2017.pdf>> accessed 5 March 2018.

²⁰⁴ General Assembly, ‘United Nations Convention to Combat Desertification in Those Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa- Final Text of the Convention’ (n 130).

“reduced resilience to climate change and forced migration”, and posing challenges to achieving sustainable development. Notably, under the strategic objective to “improve the living conditions of affected populations”, expected impact 2.4 states, “Migration forced by desertification and land degradation is substantially reduced.”²⁰⁵

3.2 UN entities’ mandates and strategies

Despite the absence of a designated, system-wide lead agency or position on disaster displacement, the UN system comes together different, sometimes overlapping, ways that avert, minimize and address disaster displacement, including related to climate change. Many of these actions are not, however, undertaken with this express purpose in mind.

The mapping exercise includes UN entities in the Chief Executives Board, and in particular those that participate in the Strategic Approach on Climate Change Action’s thematic areas that include displacement, as well as entities included within the system-wide review of development entities. Because the Platform on Disaster Displacement (PDD) is identified by the Strategic Approach as an existing mechanism for discussing displacement issues related to climate change, this mapping exercise also includes UN entities that are members of the PDD Advisory Committee.

United Nations Entities Included in the Mapping Exercise on Displacement
CTBTO, DESA, ECA, ECLAC, ESCAP, ESCWA, FAO, IFAD, ILC, ILO, IOM, ITC, ITU, OHCHR, UNAIDS, UNCDF, UNCTAD, UNDP, UNECE, UNEP, UNESCO, UNFCCC, UNFPA, UN-Habitat, UNHCR, UNICEF, UNIDO, UNISDR, UNOCHA, UNODC, UNOPS, UNRWA, UNU-EHS, UN University for Peace, UNV, UN Women, UNWTO, WFP, WHO, WMO, and the World Bank

The last two sections explore the UN entities’ strategy documents and websites in more detail to assess their functional activities that contributing to averting, minimizing and addressing displacement related to climate change.

3.2.1 References to disaster displacement and climate change

The study found either direct and indirect references to displacement and migration²⁰⁶ issues to climate change in over half of the forty UN entities’ recent strategic policy documents. As highlighted (Section 2.1), UN entities also act as secretariats and provide substantive support to States for international agreements and processes relevant to disaster displacement and climate change. (ILC, IOM, ISDR, OCHA, UNDP, UNFCCC, UNESCO, UN-Habitat, UNHCR)

a) Direct references

Several UN entities specifically highlight climate change, displacement and migration-related issues in their strategy documents. (ESCAP, FAO, ILO, IOM, OHCHR, UNHCR, UNESCO, UNFCCC, UNU-EHS) Some organizations have a specific organizational unit dedicated to implementing these priorities, such as IOM’s Migration, Environment and Climate Change Division, or UNU-EHS’s Environmental Migration, Social Vulnerability & Adaptation Section. Others have dedicated work streams or individual projects addressing disaster displacement. ESCAP highlights climate change and migration a priority activity in the Pacific region, with its Social Development division focusing on climate change

²⁰⁵ Conference of the Parties, United Nations Convention to Combat Desertification, ‘The Future Strategic Framework of the Convention: Draft Decision Submitted by the Chair of the Committee of the Whole’ (United Nations 2017) ICCD/COP(13)/L.18 <http://www2.unccd.int/sites/default/files/inline-files/ICCD_COP%2813%29_L.18-1716078E_0.pdf> accessed 6 February 2018.

²⁰⁶ Some also refer to “migration” understood in its broadest sense of encompassing all forms of human movement.

and disasters as drivers of migration in its research. UNCDF's Local Climate Adaptive Living Facility (LoCAL) programme in Bangladesh that supports "climate displaced ethnic communities in Godagar, Rajshahi".²⁰⁷

In terms of references to climate change-related displacement in UN entities' strategy document, a 2017 FAO policy note on forced migration states that the organization will,

"Advocate for a comprehensive framework or set of national policy instruments to address climate-induced displacement; Foster policy coherence among key policy sectors, including migration, agriculture and rural development (ARD), employment, social protection, environment, disaster risk reduction (DRR) and climate change adaptation."²⁰⁸

ILO's 2018-2021 Strategic Plan highlights climate change and environmental threats as megatrends and that "designing policies to address their effects on the world of work is central to the ILO's mission for social justice and pursuit of decent work for all."²⁰⁹ It further states,

The need to respond to climate change and related environmental issues, the scale and complexity of new patterns of labour migration and mobility, and the challenges arising from new methods of global production and work organization, are notable examples of the evolving policy agenda.²¹⁰

ILO's 2018-2019 Programme and Budget Proposals explains that in order to achieve "More and better jobs for inclusive growth and improved youth employment prospects," programmes need to address the fact that "[c]ountries affected by conflicts and disasters face additional challenges in promoting jobs and sustaining livelihoods, especially for displaced populations."²¹¹ Among multiple activities related to this objective, ILO focuses on "promoting jobs and livelihoods for those most affected by conflicts and disasters".²¹² The strategy notes that an indicator for success with respect to "strengthening institutional capacity to protect workers from unacceptable forms of work, especially those disadvantages or in vulnerable situations" will include:

National or sectoral bodies take measures to coordinate and monitor action to protect workers from unacceptable forms of work, including, where relevant, those that are affected by environmental degradation or disasters.²¹³

In its efforts to achieve "Fair and effective international labour migration and mobility," ILO states that it will work towards "the promotion of productive employment and decent work for migrant workers, refugees, and other forcibly displaced persons,"²¹⁴ highlighting its plans to issue "ILO Guiding principles on access of refugees and other forcibly displaced persons to the labour market

²⁰⁷ 'Homepage - UN Capital Development Fund (UNCDF)' <<http://www.uncdf.org/local/homepage>> accessed 13 February 2018.

²⁰⁸ 'Forced Migration and Protracted Crises: A Multilayered Approach' (FAO 2017) Guidance Note 21 <<http://www.fao.org/3/a-i7880e.pdf>> accessed 7 March 2018.

²⁰⁹ ILO, 'ILO's Strategic Plan for 2018-2021' (ILO 2016) GB.328/PFA/1 para 14 <http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_531677.pdf> accessed 1 March 2018.

²¹⁰ *ibid* 41.

²¹¹ Director General, 'Programme and Budget Proposals for 2018-2019' (ILO 2017) GB.329/PFA/1 para 49 <http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_542955.pdf> accessed 1 March 2018.

²¹² *ibid* 54.

²¹³ *ibid* 40.

²¹⁴ *ibid* 143.

implemented with the UNHCR on a pilot basis in one region hosting large numbers of refugees.”²¹⁵ The strategy also explains that ILO will strengthen its collaboration with the Global Migration Group, and that research “will assess climate change aspects of labour migration and policy advice on enhanced resilience and adaptation strategies will be provided.”²¹⁶

IOM’s Programme and Budget for 2018, under the heading of Migration and Development, describes its work with respect to Migration, Environment and Climate Change as follows:

“IOM’s work in this area is determined by the rationale that human mobility approaches can contribute to better policies addressing climate change and environmental degradation, and that migration policies cannot ignore environmental and climatic factors. IOM is committed to continue addressing the migration, environment and climate change nexus through policy dialogue, capacity-building and operational activities.”²¹⁷

IOM’s 2018 strategy explains that activities related to this area include “support for strengthening the evidence base, promoting policy development and dialogue, and programmes to address human mobility in the context of environmental change, land degradation, natural disasters and climate change”²¹⁸ and “capacity-building, which focuses on developing the capacity of governments and other stakeholders in countries of origin and destination to address migration in relation to environmental and climate change.”²¹⁹

IOM’s assistance to internally displaced people in disasters is addressed as part of the Organizations broader work related to Movement, Emergency and Post-Crisis Migration Management. Describing its Emergency Preparedness and Response Assistance activities, IOM states, “IOM continues to provide rapid response, emergency relief and life-saving services, as well as support in preparedness and disaster risk management.”²²⁰ It explains, “Emergency responses in humanitarian crises focus on the provision of emergency shelter, the distribution of non-food items, camp management, profiling and registration, logistics support, transportation, protection, awareness-raising, medical assistance and psychosocial support.”²²¹ The strategy also highlights IOM’s lead role for Camp Coordination and Camp Management Cluster in disasters, and its intention to “strengthen the infrastructure and capacities of its Displacement Tracking Matrix —a core component of the Organization’s operational response— in order to ensure the delivery of timely, accurate and actionable data and analysis, which is necessary for targeted humanitarian responses.”²²²

OHCHR was requested by the Human Rights Council to:

organize an intersessional panel discussion prior to the commencement of phase II of the intergovernmental process leading to the global compact on safe, orderly and regular migration, with the theme ‘Human rights, climate change, migrants and persons displaced across international borders’, focusing on challenges and opportunities in the promotion,

²¹⁵ *ibid* 146.

²¹⁶ *ibid* 148.

²¹⁷ IOM Council, ‘Programme and Budget for 2018’ (IOM 2017) C/108/6 para 316 <<https://governingbodies.iom.int/system/files/en/council/108/C-108-6-%20-%20Programme%20and%20Budget%20for%202018.pdf>> accessed 4 May 2018.

²¹⁸ *ibid* 317.

²¹⁹ *ibid* 318.

²²⁰ *ibid* 292.

²²¹ *ibid* 293.

²²² *ibid* 294.

protection and fulfilment of human rights of migrants and persons displaced across international borders in the context of the adverse impact of climate change.²²³

The Human Rights Council also requested OHCHR to “undertake research and prepare a report on human rights protection gaps in the context of migration and displacement of persons across international borders resulting from the sudden-onset and slow-onset adverse effects of climate change,” and encouraged States as well as special procedure mandates to consider these themes within their respective areas.²²⁴ The relevance of disaster displacement to OHCHR is also evidenced by the Committee on the Elimination of Discrimination against Women’s Recommendation 37 on Gender-related dimensions of disaster risk reduction in the context of climate change, which includes specific references to displacement.²²⁵ OHCHR also hosts the mandates of the Special Rapporteur on the human rights of internally displaced persons²²⁶ and the Special Rapporteur on the human rights of migrants,²²⁷ which have both addressed the impacts of climate change and disasters.

UNESCO’s 2009 Climate Change Strategy notes that special attention will be paid to addressing the “ethical dilemmas surrounding climate change migrants.”²²⁸

UNHCR’s 2017-2020 Strategic Plan states that it will “contribute to advancing legal, policy and practical solutions for the protection of people displaced by the effects of climate change and natural disasters, in recognition of the acute humanitarian needs associated with displacement of this kind, and its relationship to conflict and instability.”²²⁹ It also confirms that UNHCR will “contribute to any inter-agency response to emergencies resulting from natural disasters, with a particular focus on providing protection leadership, where the three criteria of field presence, a government request and inter-agency agreement are met.”²³⁰

Many other UN entities have set priorities related to internally displaced people, recognizing climate change as contributing to hazards that lead to disasters (ILC, OCHA, UN-Habitat), or their strategies identify displaced people as a vulnerable group requiring specific attention in their broader work related to climate change, humanitarian response to disasters, or disaster risk reduction. (UNDP, UNFPA, UNICEF, UNISDR, UN Women, WFP, WHO, World Bank)

OCHA notes that “climate change is already a driver of displacement and acts as a risk multiplier, increasing humanitarian stresses by exacerbating water and food insecurity, conflict, competition over natural resources, and other risks.”²³¹ It later sets Strategic Objective 4:

²²³ Human Rights Council (n 164) para 10.

²²⁴ *ibid* 12–15.

²²⁵ Committee on the Elimination of Discrimination Against Women, ‘General Recommendation No. 37 on Gender-Related Dimensions of Disaster Risk Reduction in the Context of Climate Change’ (United Nations 2018) CEDAW/C/GC/37 paras 2, 26(a), 64(a), 73, 78.

²²⁶ OHCHR, ‘Special Rapporteur on the Human Rights of Internally Displaced Persons’ <<https://www.ohchr.org/EN/Issues/IDPersons/Pages/IDPersonsIndex.aspx>> accessed 31 July 2018.

²²⁷ OHCHR, ‘Special Rapporteur on the Human Rights of Migrants’ <<https://www.ohchr.org/EN/Issues/Migration/SRMigrants/Pages/SRMigrantsIndex.aspx>> accessed 31 July 2018.

²²⁸ ‘The UNESCO Strategy for Action on Climate Change’ (UNESCO 2009) <<http://unesdoc.unesco.org/images/0016/001627/162715e.pdf>> accessed 5 March 2018.

²²⁹ UNHCR, ‘UNHCR’s Strategic Directions 2017-2021’ (n 151) 17–18.

²³⁰ *ibid* 20.

²³¹ OCHA, ‘Strategic Plan 2018-2021’ (United Nations) 10 <<https://www.unocha.org/sites/unocha/files/OCHA%202018-21%20Strategic%20Plan.pdf>> accessed 5 March 2018.

International acceptance of the centrality of international humanitarian and human rights law, access and protection that results in meaningful action for affected people, especially internally displaced people: the number of IDPs halved by 2030 through international, national and regional efforts to end the causes of displacement and find durable solutions.²³²

UN-Habitat's 2017 Global Activities Report highlights its role in "providing dignified living conditions to IDPs"²³³ and identifies "displacement induced by climatic conditions" as impacting Arab cities.²³⁴ In particular, it describes UN-Habitat's role in conflict and post-disaster planning, stating,

The Lab has proven effective in addressing the development opportunities in conflict and post-disaster conditions, and developing new approaches to refugee and IDP settlement planning and thus contributing to reconstruction planning following the stage of direct humanitarian aid. By 'building back better', by new approaches for temporary settlements and by integrating displaced people in host communities new disasters and conflict can be prevented and socio-economic conditions improved.²³⁵

Notably, UNDP, UNICEF, UNFPA and UN-Women adopted a common chapter within their 2018-2021 strategic plans in an effort to improve their collaboration in six key areas, including addressing climate change. They have adopted the same performance indicator, "Prevention, resilience, climate change: SDGs 1.5.1 and 11.5.1 and 13.1.1. Number of deaths, missing persons and directly affected persons attributed to disasters per 100,000 population."²³⁶ As noted previously (Section 3.1.8), the term "directly affected persons" includes those evacuated, displaced and relocated.²³⁷

UNICEF's 2016-2017 Strategic Framework on Environmental Sustainability for Children also states that it expects that "climate change impacts will result in an increase in displacement of people, increase risks of violent conflicts by amplifying drivers of conflicts such as poverty and economic shocks."²³⁸ The organization's 2018-2021 Strategic Plan subsequently identifies humanitarian action among its

²³² *ibid* 15–16. Emphasis altered.

²³³ 'UN-Habitat Global Activities Report 2017: Strengthening Partnerships in Support of the New Urban Agenda' (UN-Habitat 2017) 66.

²³⁴ *ibid* 61.

²³⁵ *ibid* 15.

²³⁶ Executive Board of the United Nations Development Programme, the United Nations Population Fund and the United Nations Office for Project Services, 'UNDP Strategic Plan, 2018-2021' (United Nations 2017) DP/2017/38. UNICEF, 'Update on the UNICEF Strategic Plan, 2018-2021' (February 2017)

<https://www.unicef.org/about/execboard/files/Update_on_the_UNICEF_SP_2018-2021-FEB2017.pdf> accessed 2 March 2018; Executive Board of the United Nations Entity for Gender Equality and the Empowerment of Women, 'Strategic Plan 2018-2021' (United Nations 2017) UNW/2017/6/Rev.1 <<http://www.unwomen.org/-/media/headquarters/attachments/sections/executive%20board/2017/second%20regular%20session%202017/unw-2017-6-strategic%20plan-en-rev%2001.pdf?la=en&vs=2744>> accessed 5 March 2018; Executive Board of the United Nations Development Programme, the United Nations Population Fund and the United Nations Office for Project Services, 'UNFPA Strategic Plan, 2018-2021' (United Nations 2017) *DP/FPA/2017/9 <https://www.unfpa.org/sites/default/files/resource-pdf/DP.FPA_2017.9_-_UNFPA_strategic_plan_2018-2021_-_FINAL_-_25July2017_-_corrected_24Aug17.pdf> accessed 2 March 2018.

²³⁷ UNISDR, 'Metadata Indicator 13.1.1: Number of Deaths, Missing Persons and Directly Affected Persons Attributed to Disasters per 100,000 Population' (n 207).

²³⁸ 'UNICEF Strategic Framework on Environmental Sustainability for Children 2016-2017' 9 <https://www.unicef.org/environment/files/Framework_on_Environmental_Sustainability_final_as_approved_by_OED_3Dec15.pdf> accessed 15 March 2018.

priorities with a focus on responding to “mass displacement and protracted crises,” again identifying climate change as a “risk driver.”²³⁹

UNDP’s 2018-2021 Strategic Plan states that its “response to crises will be targeted at countries and communities that are dealing with sudden or protracted shocks and crises, whether from climate and natural disasters or from conflict and social upheaval.”²⁴⁰ Other than the common chapter related to climate change, with displacement as an indicator, disaster displaced people are not identified as a marginalized or vulnerable group in the current strategy. However, the 2014-2017 Strategy highlighted that UNDP’s response to disasters and climate change included “post-disaster planning for recovery and preparation of recovery and reconstruction plans and programmes that are inclusive of and accountable to displaced populations, women and other excluded groups.”²⁴¹

UN Women has developed a flagship programme called Women’s Leadership, Empowerment, Access & Protection (LEAP) in Crisis Response that includes support for “vulnerable and displaced women” who needed assistance among the “estimated 107.3 million people were affected by disasters caused by natural hazards.”²⁴²

UNFPA’s 2018 priorities with respect to humanitarian assistance in conflict and disaster contexts seek to “ensure that every woman and adolescent girl – whether she is a refugee, displaced within her country or deprived of her basic rights when services break down – can prevent an unintended pregnancy, can give birth safely and can live free from violence.”²⁴³

Similarly, in describing WHO’s strategic priorities in 2017, the Director-General said,

It’s about serving people regardless of who they are. Poor or rich, displaced or disabled, elderly or the youth. Most importantly, it’s about fighting to ensure the health of people as a basic human right. It’s about a community living disease-free or an entire country or region that’s better prepared for health emergencies or for climate change.²⁴⁴

WHO’s draft General Programme of Work 2019-2023 later clarifies that “marginalized or vulnerable groups” may include groups of people “such as migrants, internally displaced persons, and refugees”,²⁴⁵ which frames the organization’s climate change work:

The most vulnerable nations face escalating climate-and pollution-related risks. Within these nations, climate change disproportionately affects the poorest, the most marginalized, and women and children. ... Following the Paris Agreement on climate change (2015) and the

²³⁹ UNICEF Executive Board, ‘Final Results Framework of the UNICEF Strategic Plan, 2018-2021’ (United Nations Economic and Social Council 2017) E/ICEF/2017/18 35–36 <https://www.unicef.org/about/execboard/files/2017-18-Final_results_framework-ODS-EN.pdf> accessed 2 March 2018.

²⁴⁰ Executive Board of the United Nations Development Programme, the United Nations Population Fund and the United Nations Office for Project Services, ‘UNDP Strategic Plan, 2018-2021’ (n 242) para 45.

²⁴¹ UNDP, ‘UNDP Strategic Plan: 2014-17 Changing with the World’ (United Nations 2013) para 22 <http://www.undp.org/content/dam/undp/library/corporate/UNDP_strategic-plan_14-17_v9_web.pdf> accessed 2 March 2018.

²⁴² UN Women, ‘UN Women Flagship Programming Initiatives 2015’ (UN Women 2015) 24–25 <http://papersmart.unmeetings.org/media2/7656075/flagships_programmes_booklet_final.pdf> accessed 5 March 2018.

²⁴³ UNFPA, ‘UNFPA Humanitarian Action 2018 Overview’ (UNFPA 2018) Introduction <https://www.unfpa.org/sites/default/files/pub-pdf/UNFPA_HumanitAction_18_20180124_ONLINE.pdf> accessed 2 March 2018.

²⁴⁴ ‘WHO | Director-General Dr Tedros Takes the Helm of WHO: Address to WHO Staff’ (WHO) <<http://www.who.int/dg/speeches/2017/taking-helm-who/en/>> accessed 17 April 2018.

²⁴⁵ Executive Board, ‘Draft Thirteenth General Programme of Work 2019-2023’ (World Health Organization 2018) EB142/3 para 81.

decisions reached by the Conference of the Parties to the United Nations Convention on Climate Change at its twenty-third session (Bonn, 6–17 November 2017), WHO will continue to work on the interface between climate change and health and the impact of air pollution.²⁴⁶

According to WFP's 2017-2021 Strategic Plan,

“Leaving no one behind” in the fight against hunger means reaching everybody – women, men, girls and boys – with special attention to people living in extreme poverty, those facing discrimination, refugees, internally displaced persons (IDPs), people living with disabilities, the infirm, the elderly and people affected by complex and protracted humanitarian crises, extreme violence and climate-related and other disasters.²⁴⁷

Notably, WFP's 2017 Climate Change Policy recognizes that “an average of 26.4 million people a year have been displaced by natural disasters” since 2008, 80 per cent of which were climate-related.²⁴⁸ In assessing its operations, WFP states,

In line with its mandate, WFP is already addressing the impacts of climate change and disasters on the people it serves and has integrated support to disaster risk reduction and climate change adaptation into its programme of work. In the last five years, 40 percent of WFP's operations have included activities to reduce disaster risk, build resilience or help people adapt to climate change, particularly in emergency operations and protracted relief and recovery operations²⁴⁹

Similarly, the 2016 World Bank Group's Climate Change Action Plan places an emphasis on supporting the “poor” and “very poor,” identifying “refugees and migrants” as among those it considers “the people most vulnerable to climate change.”²⁵⁰ The World Bank Group also committed to producing “a flagship analytical report on climate change and migration/conflict.”²⁵¹

b) Indirect references

Indirect references included strategy documents that identify disaster displacement and climate change in their organizations' contextual analysis to understand the potential impact of their work. (WMO, UNEP, UNOPS, IFAD)

For example, WMO's 2016-2019 Strategic Plan notes, “High-impact weather, marine weather, climate and hydrological events (storms, floods, droughts and so forth) have devastating effects throughout the world, resulting in injury and loss of life, displacement of people, work disruption and destruction of communities.”²⁵² This frames the organization's key priority to “[i]mprove the accuracy and effectiveness of impact-based forecasts and multi-hazard early warnings of high-impact meteorological, hydrological and related environmental hazards from the tropics to the poles.”²⁵³

²⁴⁶ *ibid* 73.

²⁴⁷ Oxford Dictionaries, ‘Definition of Address in English’ (n 113).

²⁴⁸ WFP, ‘WFP's Climate Change Policy’ (WFP 2017) para 6 <https://docs.wfp.org/api/documents/WFP-0000023971/download/?_ga=2.239305034.894586285.1521210498-2074686754.1520243655> accessed 16 March 2018.

²⁴⁹ *ibid* 3.

²⁵⁰ ‘World Bank Group Climate Change Action Plan’ (The World Bank Group 2016) para 104 <<http://pubdocs.worldbank.org/en/677331460056382875/WBG-Climate-Change-Action-Plan-public-version.pdf>> accessed 5 March 2018.

²⁵¹ *ibid* 112.

²⁵² ‘WMO Strategic Plan 2016-2019’ (WMO 2015) WMO-No.1161 7 <https://library.wmo.int/pmb_ged/wmo_1161_en.pdf> accessed 5 March 2018.

²⁵³ *ibid* 6.

Similarly, UNEP's top two priorities in its 2018-2021 Strategy are "climate change, and resilience to disasters and conflict," acknowledging that climate change "could sharply increase the number of people forced from their homes as a result of land degradation and extreme weather events, which in turn can increase environmental pressures in the areas they flee to."²⁵⁴ Despite the lack of explicit reference to activities, UNEP's programmatic work on displacement and the environment is increasing, particularly with respect to knowledge creation.²⁵⁵ UNOPS' 2018-2021 Strategic Plan analyzes the extent to which its technical assistance and support functions aid countries facing challenges related to "climate change, disasters and displacement," reporting that UNOPS had activities in 74 per cent of countries with disaster displacement.²⁵⁶

IFAD's 2010 Climate Change Strategy, like other UN entities, identifies migration as an integrated issue, stating,

"Climate change may result in more migration, food insecurity, conflict over scarce resources (for example between pastoralists and agriculturalists) and possible forced sales of livestock and other assets. Our programmes will continue to reflect the complex reality of smallholder farming businesses, where issues are not contained neatly in boxes labelled 'climate', 'environment', 'food security' or 'migration'. Issues often discussed separately at the international level are interlinked and integrated for the smallholder farmer."²⁵⁷

Some UN entities recognize the relevance of displacement and climate change to their work, but do not clearly present them as integrated issues in their strategy documents. (UNCDF, UNIDO, ECA, ECLAC, ESCWA, UNECE, ITC)

For instance, UNCDF's 2018-2021 Strategic Framework states that the organization will

expand its work on financial inclusion in fragile and post-crisis contexts, focusing on refugees and forcibly displaced people through its partnership with the Office of the United Nations High Commissioner for Refugees. UNCDF will help least developed countries make preparedness investments in digital infrastructure, strengthen their capacity to deploy emergency payment solutions, and build longer-term resilience solutions for affected populations.²⁵⁸

UNCDF also aims to increase local governments in least developed countries ability to access climate finance, "including in local and marginalized communities," to support climate change action and planning.²⁵⁹ However, while not linked in the strategy document, UNCDF has developed the Local

²⁵⁴ UNEP, 'Medium Term Strategy 2018-2021' (UNEP 2016) 5 <<https://wedocs.unep.org/rest/bitstreams/11369/retrieve>> accessed 2 March 2018.

²⁵⁵ For example, see Oli Brown and Brian Wittbold, 'Environmental Migration and the UN Environment Programme' in Robert McLeman and François Gemenne (eds), *Routledge Handbook of Environmental Displacement and Migration* (Routledge 2018). UNEP has also featured displacement as an emerging issue: UNEP, 'Environmental Displacement: Human Mobility in the Anthropocene', *Frontiers 2017: Emerging Issues of Environmental Concern* (UNEP 2017) <https://wedocs.unep.org/bitstream/handle/20.500.11822/22269/Frontiers_2017_CH6_EN.pdf?sequence=1&isAllowed=y> accessed 19 March 2018.

²⁵⁶ Executive Board of the United Nations Development Programme, the United Nations Population Fund and the United Nations Office for Project Services, 'The UNOPS Strategic Plan, 2018-2021' (United Nations 2017) DP/OPS/2017/5 paras 20–23 <https://content.unops.org/publications/Strategic-plans/UNOPS-Strategic-plan-2018-2021_EN.pdf?mtime=20180115144502> accessed 5 March 2018.

²⁵⁷ IFAD, 'Climate Change Strategy' 11 <<https://www.ifad.org/documents/10180/4f102df6-2751-4a16-9443-bd132e1c519f>> accessed 8 March 2018.

²⁵⁸ UNCDF, 'Strategic Framework 2018-2021' (UNCDF 2018) para 42.

²⁵⁹ *ibid* 28.

Climate Adaptive Living Facility (LoCAL) programme in Bangladesh that supports “climate displaced ethnic communities in Godagar, Rajshahi.”²⁶⁰

Reflecting its “efforts to strengthen the self-reliance and economic resilience of crisis-affected people and communities” as a contribution to “post-crisis development cooperation,” UNIDO’s 2018-2021 Framework highlights its participation in the Global Migration Group and states that UNIDO’s “mandate to promote ISID can help to tackle some of the causes of human displacement and increase economic, social and environmental resilience to man-made and natural disasters.”²⁶¹

The Regional Commissions all reference the Guiding Principles on Internal Displacement as relevant to their respective mandates, and affirm their support role for climate change activities in their respective regions as relevant or a strategic priority. For ESCWA, its potential role with respect to climate change and displacement can be implied through its objective to achieve:

Strengthened resilience of member States to climate change and natural disasters and of vulnerable communities: Foster regional approaches to climate change adaptation and mitigation by supporting the development of mechanisms to deal with the impact of climate change and associated socioeconomic and environmental issues and examine impact and vulnerability assessments to inform the policymaking processes and support member countries in their negotiations.²⁶²

ITC’s 2018-2021 Strategic Plan aims to support “inclusive and green trade” for “[w]omen, youth, displaced persons and people in marginalized communities [who] need equal opportunities to find gainful employment and lead rewarding lives.” ITC commits to “deepen its work on inclusiveness to expand opportunities for women and young entrepreneurs to connect to international value chains, and to connect displaced and underserved communities to markets. ITC will continue to offer market-led approaches to promoting sustainable value chains, strengthening climate resilience and securing better livelihoods from biodiversity.”²⁶³ While these activities seem to focus on those displaced by conflict, this distinction is not made explicit.

One only highlights the relevance of its work to displacement generally. (UNAIDS) UNAIDS’s 2016-2021 Strategy notes, “Displaced people and people affected by humanitarian emergencies face multiple challenges, including heightened exposure to HIV vulnerability and risks and limited access to quality health care and nutritious food.”²⁶⁴

Some entities lack any specific reference to disaster displacement and climate change in their strategy documents. However, their functions address underlying processes or provide support functions that contribute or could contribute to overall efforts to avert, minimize or address

²⁶⁰ ‘Homepage - UN Capital Development Fund (UNCDF)’ (n 213).

²⁶¹ Industrial Development Board, ‘Updated Medium-Term Programme Framework for the Period 2018-2021. Proposals of the Director General’ (UNIDO 2017) IDB.45/8/Add.2 para 28 <https://www.unido.org/sites/default/files/2017-05/IDB.45_8_Add.2_2__E_Medium-term_programme_framework_2018-2021_1703143E_20170522__0.pdf> accessed 5 March 2018.

²⁶² United Nations, ‘Proposed Strategic Framework for the Period 2018 - 2019 Part Two: Biennial Programme Plan Programme 19 Economic and Social Development in Western Asia’ (United Nations 2016) A/71/6 (Prog. 19) para 19.21 <[http://undocs.org/en/A/71/6\(Prog.19\)](http://undocs.org/en/A/71/6(Prog.19))> accessed 1 March 2018.

²⁶³ ITC, ‘Strategic Plan 2018-2021: Trade Routes to Sustainable and Inclusive Development’ (ITC) 32 <http://www.intracen.org/uploadedFiles/intracenorg/Content/About_ITC/Corporate_Documents/Strategic_Plan/Strategic%20plan%202018-21-FIN-web.pdf> accessed 1 March 2018.

²⁶⁴ Industrial Development Board, ‘Updated Medium-Term Programme Framework for the Period 2018-2021. Proposals of the Director General’ (UNIDO 2017) IDB.45/8/Add.2 para 28 <https://www.unido.org/sites/default/files/2017-05/IDB.45_8_Add.2_2__E_Medium-term_programme_framework_2018-2021_1703143E_20170522__0.pdf> accessed 5 March 2018.

displacement related to climate change. (ITU, UNCTAD, UNCTBTO, UNDESA, UNODC, University of Peace)

This is the case for ITU's Framework for Cooperation in Emergencies, which is designed to "deliver and deploy telecommunications/information and communications resources to countries, humanitarian actors, and victims of disasters in a timely manner whenever and wherever disasters may occur."²⁶⁵ Likewise, UNV deploys "UN Volunteers with extensive experience in the field of emergency response and early recovery, as well as protection and women's empowerment."²⁶⁶ UN Volunteers also contribute to participatory monitoring and data collection in disaster response as well as disaster risk assessment and climate vulnerability.

In terms of supporting through data and analysis, UNCTBO highlights how its global International Monitoring System for nuclear weapons can be used to contribute to disaster warning mechanisms and climate change monitoring.²⁶⁷ Similarly, UNDESA's Statistical Division is a "global centre for data on all subject matters, bringing to the world statistical information compiled by the entire UN system," while its Population Division "studies population dynamics and monitors demographic trends and policies worldwide" and provides population estimates and projections "for all countries – on fertility, mortality, international migration, urbanization, and population size and structure – [that] are widely used by various entities."²⁶⁸

UNODC promotes "the ratification and implementation of the ... protocols against trafficking in persons and smuggling of migrants ... by providing policy, legal and legislative advice at the global, regional and national levels," and seeks to protect "the rights of victims, witnesses of crime and smuggled migrants,"²⁶⁹ which could include those fleeing the impacts of disasters and climate change. While not presently focused on displacement, the University of Peace offers students a specialization in Climate Change Policy.²⁷⁰

For others, their role is marginal. (UNWTO, UNRWA) Perhaps least evident is the potential role of UNWTO with respect to disaster displacement and climate change. The tourism organization's 2016 activities related to climate change focused on "the need to reduce tourism's contribution to global emissions" and potential contributions to adaptation strategies.²⁷¹ UNWTO's Global Code of Ethics for

²⁶⁵ ITU, 'Strategic Plan for the Union 2016-2019' (ITU 2015) para 2
<<https://www.itu.int/en/connect2020/PublishingImages/Pages/default/Strategic%20Plan%20for%20the%20Union%202016-2019.pdf>> accessed 1 March 2018.

²⁶⁶ UNV, 'Annual Report 2016: Volunteer Solutions for Sustainable Development' (UNV 2017) 6
<https://www.unv.org/sites/default/files/UNV_Annual_Report_2016_EN_0.pdf> accessed 5 March 2018.

²⁶⁷ 'Annual Report 2015: Putting an End to Nuclear Explosions' (UNCTBO 2016) 55
<https://www.ctbto.org/fileadmin/user_upload/pdf/Annual_Report_2015/English/E-Book_CTBTO_AR2015.pdf> accessed 5 March 2018. CTBTO Preparatory Commission, 'The Nuclear Test-Ban Verification Regime: An Untapped Source for Climate Change Monitoring'
<https://www.ctbto.org/fileadmin/user_upload/public_information/2008/01122008_climate_change_final_web.pdf> accessed 5 March 2018.

²⁶⁸ United Nations Department of Economic and Social Affairs, 'What We Do' (*UN DESA | United Nations Department of Economic and Social Affairs*, 16 August 2016) <<https://www.un.org/development/desa/en/about/what-we-do.html>> accessed 5 March 2018.

²⁶⁹ Commission on Narcotic Drugs, 'Proposed Strategic Framework 2016-2017 for the United Nations Office on Drugs and Crime' (UNODC 2015) E/CN.7/2015/CRP.8-E/CN.15/2015/CRP.8 para 13.14
<https://www.unodc.org/documents/commissions/CND/CND_Sessions/CND_58Reconvened/ECN72015_CRP8_ECN152015_CRP8_e_V1508734.pdf> accessed 5 March 2018.

²⁷⁰ 'Specialization in Climate Change Policy' (*University for Peace*) <<https://www.upeace.org/academic/academic-departments/environment-and-development/environment-development-and-peace/specialization-in-climate-change-policy>> accessed 5 March 2018.

²⁷¹ UN World Tourism Organization, 'Annual Report 2016' (UNWTO 2017) 5
<http://cf.cdn.unwto.org/sites/all/files/pdf/annual_report_2016_web_0.pdf> accessed 5 March 2018.

Tourism may be relevant to protecting cultural heritage in the event of displacement and building resilience against future displacement. The Code identifies the role of tourism in development, and tourism as “a user of the cultural heritage of mankind and contributor to its enhancement.”²⁷²

UNRWA’s Medium Strategy 2016-2021 states, “In light of increasing global concern over climate change, UNRWA will assist and coordinate with others who undertake work on climate change and its impact on refugee populations. The Agency is committed to achieving tangible and measurable results in these areas in the strategic period.”²⁷³

3.2.2 Addressing disaster displacement associated with climate change

Based upon the review of UN entities’ strategy documents and websites, this section provides a broad, initial assessment of the UN entities’ contributions to addressing disaster displacement related to the adverse impacts of climate change by looking at the different functions they carry out. The section that follows will review UN entities’ functions with respect to averting and minimizing displacement.

The review draws on the categories used to review UN Development System’s readiness to support implementation of the Sustainable Development Goals.²⁷⁴ However, given the limited nature of the present review, the functional categories are combined to form the following areas of activity: 1) normative support and policy development; 2) direct support and service delivery; 3) financing and support functions; 4) knowledge generation and capacity development; and 5) convening of stakeholders. The section that follows will review UN entities’ functions with respect to averting and minimizing displacement.

Efforts to avert, minimize and address displacement cannot be easily separated into categories of mitigation, adaptation or loss and damage. Unlike climate change, displacement is not measured by the degree or strength of its impact; a person is either displaced or not displaced. Consequently, actions to avert and minimize displacement are largely the same, blurring the categories of mitigation and adaptation. Both seek to avoid the occurrence of loss and damage (in the form of displacement) through the reduction of displacement risk, and thus could fall under the broader categories of mitigation and adaptation. At the same time, because efforts to minimize displacement risk are not able to reduce displacement risk entirely, they would also fall under activities related to loss and damage that address displacement that cannot be avoided.

To “address” something means to “think about and begin to deal with (an issue or problem).”²⁷⁵ Thus, addressing displacement related to climate change is understood to include not only responding to displacement and finding durable solutions once it occurs, but also preparations for potential displacement.

Consequently, activities aimed at addressing displacement may include:

- 1) **Preparation for displacement:** contingency planning and emergency stockpiling; land use planning to identify safe sites for temporarily or permanently settling displaced people; establishing climate proof sources of employment and income; integrating the rights of

²⁷² UNWTO, ‘Global Code of Ethics for Tourism’ <<http://ethics.unwto.org/content/global-code-ethics-tourism>> accessed 17 April 2018.

²⁷³ UNRWA, ‘Medium Strategy 2016-2021’ (UNRWA 2016) para 64 <https://www.unrwa.org/sites/default/files/content/resources/mts_2016_2021.pdf> accessed 5 March 2018.

²⁷⁴ Dalberg (n 36) 11.

²⁷⁵ Oxford Dictionaries, ‘Definition of Address in English’ (*Oxford Dictionaries | English*) <<https://en.oxforddictionaries.com/definition/address>> accessed 15 February 2018.

internally displaced persons and cross-border disaster-displaced persons within relevant laws and policies; initiating a planned relocation process; negotiating bilateral or regional agreements on the response to cross-border movements; efforts to preserve cultural heritage in the event of displacement

- 2) **During displacement:** facilitating evacuations; providing shelter and meeting other basic humanitarian needs; facilitating labour market access for displaced people to enable self-reliance; providing humanitarian visas to cross-border disaster-displaced persons;
- 3) **Finding durable solutions:** developing and implementing a durable solutions strategy, including displaced populations' needs within disaster recovery plans; implementing a planned relocation process when places of origin are no longer habitable; developing economic and socioeconomic integration recovery strategies for displaced populations and their host communities; peacebuilding efforts; actions to retain cultural heritage

As all such activities are focused on situations when the adverse impacts of climate change could not be avoided, they fall within the realm of loss and damage. Notably, such activities should also include efforts to reduce the degree of negative impact caused by the displacement, both in the immediate and long-term.

The UN entities' potential contributions to addressing disaster displacement related to climate change is extensive. Almost all of the 40 entities reviewed in this study have a mandate relevant to at least some aspect of preparing for, responding to or finding durable solutions to disaster displacement. (See table 1) The UN's disaster risk management and humanitarian response system is most clearly designed to respond to the needs of displaced people in the event of a disaster, both slow and sudden-onset. However, development, finance, research, cultural, regional and other specialized entities also have a role to play in areas such as early warning, policy development, reducing the negative impacts of displacement, finding durable solutions and reducing the risk of future displacement. Examples of how these functions presently translate into activities are provided below.

Table 1: Addressing Disaster Displacement

Convening	Knowledge generation	Financing and support	Direct support/ service delivery	Normative & policy support	
					CTBTO
					DESA
					ECA
					ECLAC
					ESCAP
					ESCWA
					FAO
					IFAD
					ILC
					ILO
					IOM
					ITC
					ITU
					OHCHR
					UNAIDS
					UNCDF
					UNCTAD
					UNDP
					UNECE
					UNEP
					UNESCO
					UNFCCC
					UNFPA
					UN-Habitat
					UNHCR
					UNICEF
					UNIDO
					UNISDR
					UNOCHA
					UNODC
					UNOPS
					UNRWA
					UNU-EHS
					U of Peace
					UNV
					UN Women
					UNWTO
					WFP
					WHO
					WMO
					World Bank
15	25	8	21	24	# of entities

a) Normative support & policy development

Normative support functions include “support for implementation, monitoring and reporting on global agreements, norms and standards,” while policy development functions refer to the provision of “integrated, evidence-based policy advice and thought-leadership, to support the efforts of countries” including at the national and local level.²⁷⁶ Examples of existing activities and programmes by UN entities include:

Preparation for displacement:

- **ISDR:** Providing technical support and guidance for including disaster displacement with disaster risk management plans
- **ESCAP, FAO, IOM, OCHA, UNHCR, UNDP, UNU-EHS, etc.:** Advocating for comprehensive, multi-sectoral policy responses at regional, national and local levels to address disaster displacement, including related to climate change

During displacement:

- **UNHCR and IOM:** Providing legal advice to relevant government authorities on the use of humanitarian visas to receive cross-border disaster-displaced people, and support for the domestic incorporation of the Guiding Principles on Internal Displacement
- **ILC:** Codification of legal norms related to the protection of persons in situations of natural disasters, which includes displaced people

Finding durable solutions:

- **UNDP and UNHCR/UNICEF/OHCHR:** Early Recovery and Protection Clusters working in collaboration with relevant government authorities to develop and implement durable solutions strategies for internally displaced people in disaster contexts

b) Direct support & service delivery

Direct support and service delivery functions refer to activities carried out in countries affected by disaster displacement. They can include helping “governments or other actors directly deliver or implement programs” or to acting in a program management function for funding.²⁷⁷ Examples of existing activities and programmes by UN entities include:

Preparation for displacement:

- **IOM, ISDR, OCHA, UNDP, UN-Habitat:** Undertaking risk mapping, evacuation planning and identification of sites for the temporary settlement of disaster displaced persons in collaboration with local authorities

During displacement:

- **FAO, WHO, WFP, UNICEF, UNHCR, IOM, UNFPA, UN-Habitat, UN-Women:** Providing life-saving humanitarian assistance in the areas of food, health, shelter, water and sanitation, protection, and education

Finding durable solutions:

²⁷⁶ Dalberg (n 36) 11.

²⁷⁷ *ibid.*

- **FAO, IFAD, ILO, ITC, UNCDF and UNDP:** Initiating livelihood projects and facilitate access to markets for disaster displaced people to strengthen their ability to regain self-sufficiency as quickly as possible and build future resilience to climate change
- **IFAD, UNDP, World Bank:** Rebuilding rural and urban infrastructure, taking into consideration the specific needs of displaced people to find a durable solution

c) Financing & support functions

Financing and support functions for programs include activities such as “finance, procurement, human resources, legal, facilities, ICT, and other administrative services.”²⁷⁸ Examples of existing activities and programmes by UN entities include:

Preparation for displacement:

- **ESCAP:** Providing finance for Member States for coastal resilience building and early warning systems through the Multi-Donor Trust Fund for Tsunami, Disaster and Climate Preparedness in Indian Ocean and Southeast Asian countries

During displacement:

- **OCHA:** Providing emergency funding through the Central Emergency Response Fund for humanitarian programming
- **ICT:** Ensuring humanitarian actors have access to telecommunication tools to facilitate service delivery to disaster displaced people

Finding durable solutions:

- **IFAD, UNDP, World Bank:** Providing financing to support displaced people gain access to marketable skills and re-establish their livelihoods, for example, through IFAD’s Facility for Refugees, Migrants, Forced Displacement and Rural Stability (FARMS), or financing a planned relocation process when return is not possible

d) Knowledge generation & capacity development

Functions related to knowledge generation include “comprehensive and disaggregated data collection and analysis to inform evidence-based, context-specific and inclusive policy choices.” Capacity development functions include activities such as “training, learning-focused workshops, expert content advice, etc.” aimed at supporting program management, planning and evaluation.²⁷⁹ Examples of existing activities and programmes by UN entities include:

Preparation for displacement:

- **CTBTO, WMO, ISDR, OCHA, UNDP, Regional Commissions:** Gathering and analyzing data on natural hazards and climate change impacts to inform early warning systems, for example, through ECA’s African Climate Policy Centre or WMO’s Integrated Global Observing System
- **IOM, UNU-EHS, UNESCO:** Conducting country-level empirical research to understand the relationship between natural hazards, environmental change and human mobility to inform policy responses to disaster displacement

During displacement:

- **OCHA:** Consolidating and analyzing disaster displacement related data received from humanitarian actors

²⁷⁸ *ibid.*

²⁷⁹ *ibid.*

Finding durable solutions:

- **UN-Habitat:** Providing training for local officials on housing, land and property issues related to internal displacement, such as how to resolve land tenure challenges to facilitate return or local integration as durable solutions

e) Convening of stakeholders

Convening of stakeholders refers to functions that bring together “stakeholders across constituencies” to foster knowledge-exchange and strengthen international cooperation and partnerships at all levels.²⁸⁰ Examples of existing activities and programmes by UN entities include:

Preparation for displacement:

- **UNESCO:** Facilitate a network of experts and convene relevant stakeholders to discuss the ethical dimensions surrounding people displaced by climate change, how to create welcoming environments for displaced people, and how to safeguard the intangible cultural heritage of displaced people in disasters.
- **UNFCCC:** Facilitating knowledge sharing through the WIM Task Force on Displacement
- **DESA, IOM, UNHCR:** Convening discussions on international cooperation for responding to disaster displacement in the context of discussions on the global compacts on refugees and migrants

During displacement:

- **OCHA:** Coordinating, through the ERC and UN Humanitarian Coordinator roles, the overall humanitarian response to disaster displacement

Finding durable solutions:

- **UNDP:** Ensuring, through the UN Resident Coordinator role, that durable solutions to disaster displacement are included in country-level development planning and programme tools and strategy documents

3.2.3 Averting and minimizing disaster displacement associated with climate change

To “avert” is to “prevent or ward off”²⁸¹ something. Thus, averting displacement is understood as actions that prevent or avoid the risk of displacement related to the adverse impacts of climate change. To minimize something is to “reduce (something, especially something undesirable) to the smallest possible amount or degree.”²⁸² Thus, minimizing displacement is understood as reducing or decreasing the number of people who are at risk of displacement by avoiding or adjusting to the risks posed by climate change impacts. Minimizing displacement could also be interpreted as minimizing the duration or negative impacts of displacement when it cannot be prevented. However, because reducing displacement impacts is also part of the response to displacement, such activities are included in the discussion on addressing displacement (See Inception Report, Section 3.2).

Based on the understanding that the adverse impacts of climate change primarily take the form of hydrometeorological or environmental hazards of socio-natural origin, averting displacement requires:

²⁸⁰ *ibid.*

²⁸¹ Oxford Dictionaries, ‘Definition of Avert in English’ (*Oxford Dictionaries | English*) <<https://en.oxforddictionaries.com/definition/avert>> accessed 15 February 2018.

²⁸² Oxford Dictionaries, ‘Definition of Minimize in English’ (*Oxford Dictionaries | English*) <<https://en.oxforddictionaries.com/definition/minimize>> accessed 15 February 2018.

1) removing or reducing the strength of the hazard; 2) avoiding or reducing exposure to the hazard, and/or 3) ensuring exposed populations have the resilience to withstand the impacts of the hazard.

Similar to averting displacement, minimizing displacement risk requires: 1) removing or reducing the strength of the hazard; 2) avoiding or reducing exposure to the hazard, and/or 3) ensuring exposed populations have the resilience to withstand the impacts of the hazard.

These three factors correspond to different sets of operational activities to avert or minimize displacement, that may include:

- 1) **Removing or reducing the strength of the hazard:** mitigation efforts to reduce the strength of hydrometeorological or environmental hazards impacted by climate change.
- 2) **Reducing exposure to the hazard:** disaster risk reduction activities in areas facing high levels of disaster displacement risk, infrastructure improvements, supporting migration as an adaptation measure, facilitating a pre-emptive planned relocation process.
- 3) **Resilience building projects to reduce the vulnerability of exposed populations:** disaster risk reduction activities in areas facing high levels of disaster displacement risk, investments in safer housing construction and climate proofing existing infrastructure, broad development programming that increases the overall standard of living of exposed populations, and peacebuilding projects to reduce conflict over scarce resources.

According to the IPCC, mitigation in the context of climate change refers specifically to human interventions that reduce the sources or enhance the sinks of greenhouse gases.²⁸³ However, in the field of disaster risk reduction, it explains that mitigation refers to the “lessening of the potential adverse impacts of physical hazards (including those that are human-induced) through actions that reduce hazard, exposure, and vulnerability.”²⁸⁴ Based on this understanding, climate change mitigation could be understood as removing or reducing the strength of the hazard, while mitigation in the sense of disaster risk reduction, could be understood as encompassing exposure and the resilience of affected populations. Because loss and damage in the form of displacement does not occur, operational activities that avert displacement are understood as falling under preventative activities related climate change mitigation.

Adaptation is understood as a “process of adjustment to actual or expected climate and its effects, in order to moderate harm or exploit beneficial opportunities.”²⁸⁵ To the extent that activities successfully minimize or reduce displacement risk, they could be understood as falling within climate change adaptation because they increase coping capacity and decrease vulnerability²⁸⁶ so that some people are not displaced. However, because displacement risk is not avoided entirely, activities aimed at minimizing displacement could also still fall within the realm of loss and damage in the sense that remaining levels of displacement risk would still need to be considered within preparations for displacement that cannot be avoided.

This interpretation that efforts to minimize displacement fall under both adaptation and loss and damage is also consistent with others’ interpretation that the Warsaw International Mechanism’s

²⁸³ IPCC, ‘Glossary of Terms’ in CB Field and others (eds), *Managing the Risks of Extreme Events and Disasters to Advance Climate Change Adaptation* (Cambridge University Press) 561 <https://www.ipcc.ch/pdf/special-reports/srex/SREX-Annex_Glossary.pdf> accessed 7 February 2018.

²⁸⁴ *ibid.*

²⁸⁵ *ibid* 556.

²⁸⁶ ‘Glossary of Key Terms’ <<http://www4.unfccc.int/nap/Pages/Glossary.aspx>> accessed 5 February 2018.

mandate “to address loss and damage associated with the impacts of climate change”²⁸⁷ includes “the contribution of adaptation and risk management strategies towards addressing loss and damage”²⁸⁸ as stated in the preamble of the COP decision creating the mechanism.²⁸⁹

Finally, adaptation projects that require populations to move prior to a disaster situation are not direct effects of climate change, but rather government responses to the adverse impacts of climate change. However, because affected populations are obliged to move, for the purposes of this study, activities related to such displacement are also understood as falling under loss and damage.

The UN entities’ potential contributions to averting displacement or minimizing disaster displacement risk related to climate change is extremely vast and difficult to define. All efforts to achieve the sustainable development goals arguably contribute to building more resilient societies that are thus less vulnerable to the impacts of climate change, including displacement. Given this challenge, this study attempts to identify those functions that most clearly fall within efforts aimed at avoiding displacement or reducing the number of people displaced. (See table 2) Examples are provided below to illustrate how these functions can translate into broad and diverse activities that have positive implications for averting and minimizing disaster displacement associated with climate change.

²⁸⁷ Conference of the Parties, United Nations Framework Convention on Climate Change, ‘Addendum Part Two: Action Taken by the Conference of the Parties at Its Nineteenth Session’ (UNFCCC 2014) Report of the Conference of the Parties on its nineteenth session, held in Warsaw from 11 to 23 November 2013 FCCC/CP/2013/10/Add.1 <<http://unfccc.int/resource/docs/2013/cop19/eng/10a01.pdf#page=6>> accessed 14 February 2018.

²⁸⁸ *ibid.*

²⁸⁹ See Serdeczny (n 68) 19.

Table 2: Averting and Minimizing Disaster Displacement

Convening	Knowledge generation	Financing	Direct support/ service delivery	Normative & policy support	
					CTBTO
					DESA
					ECA
					ECLAC
					ESCAP
					ESCWA
					FAO
					IFAD
					ILC
					ILO
					IOM
					ITC
					ITU
					OHCHR
					UNAIDS
					UNCDF
					UNCTAD
					UNDP
					UNECE
					UNEP
					UNESCO
					UNFCCC
					UNFPA
					UN-Habitat
					UNHCR
					UNICEF
					UNIDO
					UNISDR
					UNOCHA
					UNODC
					UNOPS
					UNRWA
					UNU-EHS
					U of Peace
					UNV
					UN Women
					UNWTO
					WFP
					WHO
					WMO
					World Bank
20	30	11	16	29	# of entities

a) Normative support & policy development

Normative support functions include “support for implementation, monitoring and reporting on global agreements, norms and standards,” while policy development functions refer to the provision of “integrated, evidence-based policy advice and thought-leadership, to support the efforts of countries” including at the national and local level.²⁹⁰ Examples of existing activities and programmes by UN entities include:

Removing or reducing the strength of the hazard:

- **Regional Commissions, UNDP, UNWTO, UNFCCC, ISDR, World Bank:** Providing country-level support to develop national climate change mitigation and adaptation strategies, and disaster risk reduction strategies
- **UNDP, UNEP, UNWTO, World Bank:** Providing technical advice on reducing emissions and promoting clean energy

Reducing exposure to the hazard:

- **Regional Commissions:** Providing technical and policy support on disaster risk reduction and climate change mitigation, such as ESCAP’s policy-related work on how to include migration as an adaptation measure
- **UNHCR, UNDP and the World Bank:** Developing and providing guidance on planned relocation processes in the context of disasters and climate change
- **UN-Habitat:** Providing practical assessment and planning tools for addressing climate change impacts on urban planning, to reduce greenhouse gas emissions and the risks of natural disasters and climate change.

Resilience building projects to reduce the vulnerability of exposed populations:

- **IFAD and WFP:** Using the Weather Risk Management Facility to provide technical assistance and risk management solutions to reduce small holder’s vulnerability to weather
- **ILC:** Developing draft articles on the protection of persons in the event of disasters, which includes considerations to avoid disaster situations
- **IOM, OHCHR, UNHCR, UNESCO, UNICEF, UNODC, UNU-EHS:** Advocating to protect the human rights of people most vulnerable to being displaced or who may move in the context of adverse effects of climate change or natural hazards to avoid displacement, including the poor, migrants, refugees, internally displaced people or people displaced across borders, or people smuggled or trafficked

b) Direct support & service delivery

Direct support and service delivery functions refer to activities carried out in countries affected by disaster displacement. They can include helping “governments or other actors directly deliver or implement programs” or to acting in a program management function for funding.²⁹¹ Examples of existing activities and programmes by UN entities include:

Removing or reducing the strength of the hazard:

- **UNDP, UNEP, World Bank:** Undertaking projects that support climate resilient energy sources
- **UNEP, FAO, UNDP:** Facilitating projects within the United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries (UN-REDD Programme)

²⁹⁰ Dalberg (n 36) 11.

²⁹¹ *ibid.*

Reducing exposure to the hazard:

- **UNDP, World Bank, UN-Habitat:** Supporting infrastructure improvements to withstand the impacts of natural hazards associated with climate change
- **IOM, ISDR, UNDP, WFP, UNICEF, FAO, UN-Habitat:** Supporting community-based disaster risk reduction activities, such as how to build hazard resistant structures and identify hazard prone areas
- **UNEP, UNDP, World Bank:** Supporting sustainable resource management to reduce the impacts of natural hazards, including for people at risk of displacement

Resilience building projects to reduce the vulnerability of exposed populations:

- **FAO, IFAD, IOM, UNICEF, WHO, UNDP, UN-Habitat, UNIDO, UNHCR, UN-Women, WFP, World Bank:** Ensuring that vulnerable populations at risk of displacement have access to health, education, sustainable food sources, etc.
- **FAO, ILO, ITC, UNDP, UNIDO, UN-Women, World Bank:** Delivering livelihood projects focused on strengthening the resilience of vulnerable populations, including those at risk of displacement, such UN-Women's programme to support women's access to land and productive resources for climate-resilient agriculture
- **UNDP:** Conflict prevention and peacebuilding projects to reduce potential tension over scarcity of resources due to climate change impacts that could result in displacement

c) Financing & support functions

Financing and support functions for programs include activities such as “finance, procurement, human resources, legal, facilities, ICT, and other administrative services.”²⁹² Examples of existing activities and programmes by UN entities include:

Removing or reducing the strength of the hazard:

- **IFAD, UNEP, UNDP, UNFCCC:** Facilitating access to climate finance for mitigation and adaptation programmes, such as the Global Environment Facility, the Green Climate Fund, and the Adaptation Fund.

Reducing exposure to the hazard:

- **World Bank:** Providing grant financing and technical assistance to mainstream disaster and climate risk management in policies and strategies through the Pilot Program for Climate Resilience and the Global Facility for Disaster Reduction and Recovery, as well as other financing options through the International Bank for Reconstruction and Development and International Development Association.
- **UNCDF:** Providing performance-based, climate resilient grants to enable local governments in least developed countries to build climate-resilient infrastructure, and in turn improve access to climate finance

Resilience building projects to reduce the vulnerability of exposed populations:

- **IFAD and WFP:** Providing grants and low-interest loans to support smallholder farmers increase their climate resilience through the Adaptation for Smallholder Agriculture Programme and the Food Security Climate Resilience Facility, respectively
- **IOM:** Funding national and regional projects with a climate change, migration and environment dimension through the Development Fund/Developing Capacities in Migration Management

²⁹² *ibid.*

- **UNODC:** Proving funding for provide humanitarian, legal and financial aid to prevent and reduce vulnerability to trafficking and aid victims through the United Nations Voluntary Trust Fund for Victims of Trafficking in Persons

d) Knowledge generation & capacity development

Functions related to knowledge generation include “comprehensive and disaggregated data collection and analysis to inform evidence-based, context-specific and inclusive policy choices.” Capacity development functions include activities such as “training, learning-focused workshops, expert content advice, etc.” aimed at supporting program management, planning and evaluation.²⁹³ Examples of existing activities and programmes by UN entities include:

Removing or reducing the strength of the hazard:

- **CTBTO, ITC, UNDP, WMO, Regional Commissions, UNESCO, UNFCCC:** Collecting data and monitoring climatic and other changes related to climate change to aid policy development

Reducing exposure to the hazard:

- **UN-Habitat:** Facilitating the use of its City Resilience Profiling Programme (CRPP) tool to measure the resilience of urban systems to climate change and natural hazards, and the Resilience Action Plan to aid with informed decision making.
- **IOM:** Conducting regional training on Migration, Environment and Climate Change that focus on how migration can be incorporated in climate change adaptation and disaster risk reduction plans

Resilience building projects to reduce the vulnerability of exposed populations:

- **ESCAP, FAO, ILO, IOM, UNCTAD, UNU-EHS, UNDP, UNESCO, UNDP, World Bank:** Conducting research on how labour migration and remittances can enhance resilience and adaptation strategies to climate change, such as the joint UNDP-ILO-ESCAP project, “Enhancing the capacity of Pacific Island countries to address the impacts of climate change on migration (2013-2015)”
- **ESCAP, OHCHR, UNU-EHS, IOM, UNEP, UNESCO, UNDP, UNHCR, UNODC, World Bank:** Research on human rights, protection and assistance considerations related to human mobility in the context of climate change and natural hazards
- **DESA, WFP, UNFPA, UNV, World Bank, UN-Habitat, UNICEF, IOM, UNU-EHS:** Compilation of data and analysis to inform research on those most vulnerable to climate change impacts, such as WFP’s Food Insecurity and Climate Change Vulnerability map

e) Convening of stakeholders

Convening of stakeholders refers to functions that bring together “stakeholders across constituencies” to foster knowledge-exchange and strengthen international cooperation and partnerships at all levels.²⁹⁴ Examples of existing activities and programmes by UN entities include:

Removing or reducing the strength of the hazard:

- **Regional Commissions:** Facilitating regional dialogues and information sharing on climate change mitigation and adaptation to foster regional approaches

Reducing exposure to the hazard:

- **ISDR:** ISDR Global and Regional Platforms to promote knowledge sharing and the development of approaches to implement the Sendai Framework on Disaster Risk Reduction

²⁹³ *ibid.*

²⁹⁴ *ibid.*

Resilience building projects to reduce the vulnerability of exposed populations:

- **UNDP and OCHA:** County-level support platforms for the 2030 Agenda, and facilitation of the UNDAF process that include considerations of those most vulnerable to climate change, including collaboration with OCHA to align Humanitarian Response Plans to bridge development-humanitarian divide
- **IOM, UNU-EHS, UNESCO, UNHCR, World Bank:** Facilitating workshops and discussion on themes related to human mobility and climate change, such as UNESCO's Migration and Climate Change workshops in the Sahel, India and Cote D'Ivoire

3.3 Initial assessment of the UN System's contributions to avert, minimize and address displacement

The review found that overall functional capacity is present in the UN system to support States in their efforts to avert, minimize and address disaster displacement related to the adverse impact of climate change- although UN entities may not specifically distinguish the work as a response to displacement or climate change. Many UN entities also recognize climate change as a key driver of displacement. Disaster displacement, including related to climate change, is addressed system-wide through a spectrum of activities, such as: disaster risk reduction, infrastructure development, livelihoods to build resilience, emergency assistance, human rights protection, addressing cultural loss, migration management, planned relocation assistance, and assistance to access climate finance.

The UN's disaster risk management and humanitarian response system is most clearly designed to respond to the needs of displaced people in the event of a disaster linked to climate change, both slow and sudden-onset. Development, finance, research, cultural, regional and other specialized entities also have a role to play in areas such as early warning, policy development, reducing the negative impacts of displacement, finding durable solutions and reducing the risk of future displacement. Support and financial assistance is available to carry out vulnerability assessments and undertake disaster risk reduction and resilience efforts prior to displacement.

The UN entities' potential contributions to averting displacement or minimizing disaster displacement risk related to climate change are particularly vast and difficult to define. All efforts to achieve the sustainable development goals arguably contribute to building more resilient societies that are thus less vulnerable to the impacts of climate change, including displacement. Despite this challenge, this study highlights a number of activities, largely carried out by development actors, that fall within such efforts.

Although the review of UN entities' current functions is not precise or comprehensive, the examples of activities currently undertaken by UN entities suggest significant opportunities for drawing on the UN's capacity to assist States in their efforts to avert, minimize and address displacement related to the adverse effects of climate change.

A few entities stand out in terms of their commitment to addressing displacement related to climate change. UNHCR, long recognizing the gap in the UN's response to disaster displacement and climate change, has now committed to enhance its engagement, particularly in terms of legal and policy development, and for operational leadership and support in internal displacement situations. IOM, an early leader on environment and human mobility issues, has further strengthened its capacity through the establishment of a division on Migration, Environment and Climate Change. It has also set priorities in the areas of knowledge production, Camp Coordination and Camp Management, and support for integrating human mobility considerations in disaster risk reduction, climate change adaptation and development plans. Key development actors, namely UNDP and the World Bank, have also more clearly emphasized their important role in addressing displacement, building on their years

of experience in supporting durable solutions and reducing future displacement risk in the context of disasters and climate change. ESCAP, ILO, OHCHR, UNESCO and UNU-EHS have also made significant contributions in the areas of research and advocacy to increase understanding about how climate change impacts human mobility.

3.3.1 Potential Overlaps in Functional Capacities

Given the level of review, it is not clear whether or to what extent there is operational overlap in existing UN entities functions and activities for displacement related to climate change. However, the review noted that multiple UN entities collect a wide variety of data related to averting, minimizing and addressing disaster displacement- both in terms of information on population movements as well as climatic and other data for use in early warning systems. The review also noted a growing amount of research on climate change and human mobility by UN entities, particularly on themes related to how remittances and migration contribute to development and building resilience. That said, some research projects and publications were joint initiatives amongst UN entities.

A number of entities are engaged in the area of livelihood development and facilitating access to markets for displaced people, both in the humanitarian response and recovery stage. Several entities also focus on building climate resilient livelihoods more generally, particularly for small-scale farmers.

Activities related disaster risk reduction activities, including the creation of early warning systems, community education, capacity building of officials, and the provision policy advice to governments on the development of disaster risk reduction and climate change adaptation strategies were also prevalent. However, again, given the wide scope of what constitutes “disaster risk reduction,” further assessments would be required to understand to what extent these activities overlap.

Multiple entities also reported helping States access climate finance.

3.3.2 Potential Gaps in Functional Capacities

At the country-level, leadership over the Protection Cluster in disaster situations remains unpredictable, as it depends upon an agreement between UNHCR, UNICEF and OHCHR in conversation with the UN Humanitarian Coordinator after a disaster occurs. This uncertainty over leadership often results in inadequate financing for protection-related activities for internally displaced persons, as the delay in decision making can result in protection projects not being included in initial funding appeals that generate the most contributions.²⁹⁵ The low overall funding for Humanitarian Response Plans, and its implications for adequate IDP protection and assistance, was also recently highlighted by the UN General Assembly.²⁹⁶

The review highlights a gap in terms of dedicated responsibility for normative and policy development on the specific protection needs of disaster displaced people, including related to climate change, and in particular for those that cross international borders. The mapping further notes the absence of designated responsibility for meeting the protection and assistance needs of displaced people when they cross international borders in the context of climate change and disasters.

Also, while UNESCO has highlighted the issue of cultural loss associated with disaster displacement related to climate change, little was found in relation to operational programming at the country-level.²⁹⁷

²⁹⁵ Deschamp, Azorbo and Lohse (n 154) paras 42–45.

²⁹⁶ General Assembly, ‘Protection of and Assistance to Internally Displaced Persons’ (n 132) para 34.

²⁹⁷ This issue was also raised in submissions to WIM for Loss and Damage. See Victoria Herrmann, ‘The Arctic Institute Re: Call for Information Related to Migration, Displacement and Human Mobility’ (16 May 2016)

Finally, this study does not review the levels of funding and human resources dedicated by the UN entities to disaster displacement-related functions. Future research could explore to what extent UN entities have the necessary level of financial and human resources to predictably and systematically carry out their mandated functions related to disaster displacement, or whether existing policy frameworks and activities need to be scaled up to meet States' needs.

IV. Coordinating integrated approaches to disaster displacement associated with climate change

Displacement related to climate change is by definition a complex and multi-causal issue that requires system-wide coordination and planning at national, regional and international levels. The diverse examples of different functions and activities currently undertaken by UN entities underscore the importance of ongoing efforts to not only improve coordination amongst actors performing similar functions, but to also facilitate linkages in planning and programming with between entities with distinct but related tasks. Establishing meaningful linkages between humanitarian actors and development actors is particularly important.

However, the UN currently lacks a system-wide lead, coordination mechanism, or strategy on disaster displacement, including related to climate change. This section identifies the current coordination mechanisms within the UN system relevant to disaster displacement and discuss how these mechanisms can be used to address the operational gaps and overlaps identified through the mapping exercise in Part III.

4.1 Existing inter-agency coordination mechanisms

The United Nations system comprises a complex, de-centralized structure of multiple organs, funds, programmes, commissions, organizations, departments and other entities addressing a vast set of policy areas.²⁹⁸ These entities participate in multiple coordination mechanisms relevant to disaster displacement, both within and outside the UN system, to bring together the UN's contributions to support States, including the multiple UN frameworks and processes identified in Section 3.1.

The United Nations System Chief Executives Board for Coordination (CEB), chaired by the UN Secretary-General, is the UN's highest-level coordination body, bringing together the leaders of 31 UN organizations. The CEB meets twice a year and reports to the General Assembly's Economic and Social Council. The CEB Secretariat, based in the United Nations Executive Office of the Secretary-General, supports the work of the CEB with offices in New York and Geneva.

The CEB has three pillars. The High-level Committee on Programmes (HLCP), which "promotes policy coherence and system-wide cooperation, coordination and knowledge sharing in strategic programme areas" and the High-level Committee on Management, which "identifies and analyzes administrative management reforms with the aim of improving efficiency and simplifying business

<http://unfccc.int/files/adaptation/groups_committees/loss_and_damage_executive_committee/application/pdf/herrmann_submission.pdf> accessed 31 January 2018; John Campbell, 'The Implications of Climate Change for the Loss and Damage Caused by Disruption of the Essential Link between People and Their Land'

<http://unfccc.int/files/adaptation/groups_committees/loss_and_damage_executive_committee/application/pdf/l_d_submission_j_campbell.pdf> accessed 31 January 2018.

²⁹⁸ Department of Public Information, 'The United Nations System'

<http://www.un.org/en/aboutun/structure/pdfs/UN%20System%20Chart_ENG_FINAL_MARCH13_2017.pdf>.

practices”²⁹⁹ are supported by the CEB Secretariat. The CEB’s third pillar, the United Nations Development Group (UNDG), is supported by the Development Operations Coordination Office, in close cooperation with the CEB Secretariat.³⁰⁰

This section will discuss the role of these and other formal and informal inter-agency coordination mechanisms and groups play in coordinating UN entities’ contributions to averting, minimizing and addressing displacement related to climate change.

4.1.1 HLCP: Strategic Approach on Climate Change Action

The 2017-2020 UN System Strategic Approach on Climate Change Action (Strategic Approach) developed within the HLCP is the primary strategy document coordinating UN entities’ climate change related activities. The Strategic Approach underscores that its implementation will primarily rely on “existing inter-agency coordination mechanisms and joint initiatives,”³⁰¹ both at the global³⁰² and country level.³⁰³

Issues related to human mobility are included in three of the strategy’s eight action areas. Group 1: Normative guidance on climate change, facilitated by UNDESA and UNFCCC, reports that a

“number of important joint United Nations system initiatives are already under way, including with respect to strengthening legal frameworks on climate change at the national level; **enhancing the protection of people displaced by climate change**, managing disaster risk and **mainstreaming migration, urban and other issues** within existing national climate policies, through the development of guidelines and capacity-building tools; and support countries at the national level through the United Nations Development Assistance Framework process.”³⁰⁴

Group 5: Data and observations, facilitated by the World Meteorological Organization, notes “Joint global data and research programmes for understanding the impacts of climate change on issues such as humanitarian response and **migration patterns** are further areas of work already under way that can contribute to progress in this impact area.”³⁰⁵

Finally, Group 7: Nexus of climate change, sustainable development, peace and security, human rights and humanitarian issues, facilitated by UNDP, explains

²⁹⁹ ‘Chief Executives Board for Coordination (CEB) | United Nations System Chief Executives Board for Coordination’ <<https://www.unsceb.org/content/ceb>> accessed 5 February 2018.

³⁰⁰ ‘United Nations Development Group (UNDG) | United Nations System Chief Executives Board for Coordination’ <<https://www.unsceb.org/content/undg>> accessed 5 February 2018.

³⁰¹ High-level Committee on Programmes (n 52) para 10.

³⁰² Footnote 8 of the Strategic Framework states, “This includes regional United Nations Development Group coordination, regional coordination mechanisms, the Environment Management Group, the senior-level leadership group on disaster risk reduction and resilience convened by the Senior Representative of the Secretary-General for Disaster Risk Reduction and collaboration with the Executive Office of the Secretary-General, including its Sustainable Development Unit and its work streams on both climate change and Sustainable Development Goal implementation.” *ibid.*

³⁰³ The Strategic Approach explains, “In United Nations programme countries, the implementation of the Strategic Approach will rest on existing inter-agency mechanisms for country-level operations, as agreed by the United Nations Development Group, namely, the resident coordinator system, the United Nations country team mechanism and the United Nations Development Assistance Framework.” *ibid* 7.

³⁰⁴ Emphasis added. *ibid* 4.

³⁰⁵ *ibid* 8.

Work is under way on **migration, forced displacement**, environment and climate change, issues of loss and damage are being explored by multiple agencies and United Nations collaboration is taking place in inter-agency forums and through diverse workplans, including on **disaster displacement**, climate change, **displacement and conflict**, and extended research on climate vulnerability and environmental cooperation for peacebuilding.³⁰⁶

Group 7 recommends, in particular, that: “Existing mechanisms, including the United Nations Working Group on Transitions, the Inter-Agency Standing Committee task team on strengthening the humanitarian and development nexus with a focus on protracted contexts and the Platform on Disaster Displacement, should discuss issues pertaining to the current climate nexus, so as to enhance cooperation, avoid duplication and address gaps.”³⁰⁷ While the first two bodies address a wider set of issues related to the climate change-humanitarian-development-peace and security nexus, the Platform on Disaster Displacement (PDD), a state-led platform outside the UN system, is dedicated specifically to displacement issues.

In terms of next steps, the Strategic Approach notes that the UN Development Group is responsible for determining how the UN can support climate actions at the country level within the context of wider efforts to implement the SDGs.³⁰⁸

4.1.2 UN Development Group

Like the HLCP, the UN Development Group (UNDG) is the UN’s highest-level forum on development issues for global decision-making and policy creation. It focuses on country-level programmatic implementation of development activities, particularly through support to the UN Resident Coordinator system and the coordination of UN Country Teams. At the country-level, the UN Resident Coordinator leads the formation of UN Development Assistance Frameworks and the UN Country Team. Regional UNDG Teams provide technical support to country offices, promoting the integration of best practices and reviewing UNDAFs for quality assurance.

The UN General Assembly is undertaking a multi-year review process to improve the coordination of UN development actors’ contributions for achieving the UN Sustainable Development Goals.³⁰⁹ As mentioned previously (Section 2.1), the Secretary-General’s initial vision for reforming the UN Development System was set out in June 2017,³¹⁰ accompanied by a system-wide review of UN development activities.³¹¹ The review includes analysis on the degree to which development operational entities’ strategic documents address each of the Sustainable Development Goals,³¹² and identified gaps in relation Goal 13 on climate change and other Goals related to the environment.³¹³ It also highlighted significant overlaps in the entities work, such as in the areas of data collection, knowledge production, and programmes to assist the most vulnerable.

³⁰⁶ Emphasis added. *ibid* 10.

³⁰⁷ Emphasis added. Group 7 also recommends the development of collective research agendas, ensuring collaborative interventions and frameworks are based on data and analysis, and “scaling up action through humanitarian, peacebuilding and development programming”. *ibid*.

³⁰⁸ *ibid* 11.

³⁰⁹ General Assembly, ‘71/243. Quadrennial Comprehensive Policy Review of Operational Activities for Development of the United Nations System’ (United Nations 2017) A/RES/71/243 <<http://undocs.org/A/RES/71/243>> accessed 7 February 2018.

³¹⁰ Secretary-General, ‘Repositioning the United Nations Development System to Deliver on the 2030 Agenda: Ensuring a Better Future for All’ (United Nations General Assembly Economic and Social Council 2017) A/72/124-E/2018/3.

³¹¹ Dalberg (n 36).

³¹² *ibid* 5–6.

³¹³ *ibid* 25.

In December 2017, the Secretary-General provided concrete proposals, based upon contributions from the UNDG, for how the UN Development System can collectively support the implementation of the 2030 Agenda, and in particular, how the UN Resident Coordinator system can be further improved.³¹⁴ As noted (Section 2.1), the Secretary-General has selected climate change as the first system-wide initiative for development actors, and asks the UNDG to develop a plan for how development actors will support the implementation of the UN System Strategic Approach on Climate Change Action developed in the HLCP. He also highlights six core system functions as essential to effectively implementing the 2030 Agenda, including “Direct support and service delivery, particularly in countries in special situations, such as those affected by conflict, displacement and disasters.”³¹⁵ The inclusion of displacement as a core system function is an important and clear sign that UN development entities view displacement as a system-wide responsibility, not just a humanitarian concern.

The Secretary-General aims for the UN development system to be “much more cohesive and integrated at the country level to expand the offer of ‘whole-of-system’ expertise to countries.” He also intends to address the UN system’s present inability to fully support the implementation of SDGs particularly related to the environment, including Goal 13.³¹⁶ Reinvigorating the resident coordinator system is a central element of the Secretary-General’s proposals, which includes a stronger coordination and oversight role for Resident Coordinators to achieve greater coherence amongst UN entities, including effectively carrying out humanitarian and peacebuilding roles, and restructuring reporting lines at the global level, including oversight by a proposed “development-humanitarian joint steering committee”. He also suggests refinements to development functions at the regional level, which are important to disaster displacement with respect to developing regional strategies for disaster risk reduction, climate change, and cross-border movements of people. In terms of financing, the Secretary-General has proposed a Funding Compact,³¹⁷ and specifically recommends the increased use of pooled-funds as one way to improve more predictable financing for development actors to “address critical global challenges such as climate change, human trafficking and displacement and extreme weather shocks”.³¹⁸ At the headquarters’ level, the Secretary General proposed the creation of a Joint Steering Committee chaired by the Deputy Secretary-General, with the Emergency Relief Coordinator and the Administrator of UNDP assuming the roles of Vice-Chair.³¹⁹ Collectively, these changes to bring the UN system together to achieve collective outcomes would be crucial for improving the UN system’s ability to avert, minimize and address disaster displacement.

The 27 February to 1 March 2018 session of ECOSOC³²⁰ reviewed the Secretary-General’s proposals, and, to date, has subsequently agreed to proposals to strengthen the UN resident coordinator system and to developing a funding compact.³²¹

³¹⁴ UN Secretary-General (n 66).

³¹⁵ *ibid* 20.

³¹⁶ *ibid* 21–22.

³¹⁷ Deputy Secretary-General of the United Nations Ms. Amina Mohammed, ‘Revitalizing the UN Development System’s Funding Architecture: Towards a Compact’ (Economic and Social Council Operational Activities for Development Segment, New York, 28 February 2018) <<https://www.un.org/ecosoc/sites/www.un.org.ecosoc/files/files/en/oas/2018-oas-dsg-funding.pdf>> accessed 8 May 2018.

³¹⁸ UN Secretary-General (n 66) paras 149–150.

³¹⁹ *ibid* 17.

³²⁰ United Nations Economic and Social Council, ‘Guiding Operational Activities for Development’ <<https://www.un.org/ecosoc/en/oas-qcpr>> accessed 13 February 2018.

³²¹ General Assembly, ‘72/279. Repositioning of the United Nations Development System in the Context of the Quadrennial Comprehensive Policy Review of Operational Activities for Development of the United Nations System’ (United Nations 2018) A/RES/72/279. For more detailed discussion, see below Section 4.2.

4.1.3 Inter-Agency Standing Committee

The Inter-Agency Standing Committee (IASC), chaired by the Emergency Relief Coordinator (ERC), is the key coordination mechanism for humanitarian affairs. It is the primary mechanism through which the ERC can exercise his or her mandate to coordinate assistance to internally displaced people. The IASC brings together the UN entities and other key humanitarian actors outside the UN system to discuss issues related to policy, coordination (including the Cluster Approach), leadership and financing. At country-level, the Humanitarian Coordinator chairs the IASC Country Team. Humanitarian action is planned through the development of Humanitarian Response Plans. Notably, the Humanitarian Coordinator and the Resident Coordinator are often the same person.

Efforts to improve humanitarian coordination, including with respect to internal and cross-border disaster-displacement, were recently reviewed as part of the World Humanitarian Summit (See Sections 3 and 2.3). As in the system-wide review of development activities, the need to align humanitarian programming through the Humanitarian Response Plans with development planning in the UNDAFs was highlighted. Efforts with respect to alignment on displacement on the basis of measurable “collective outcomes,” created by both humanitarian and development actors, are currently being explored at the country-level in Somalia and Ukraine. While these are both conflict or mixed situations, they could equally be applied in disaster contexts.³²²

4.1.4 Other inter-agency coordination mechanisms

As noted previously, the GCM, which includes specific actions on displacement related to climate change, welcomes the UN Secretary-General’s decision to create United Nations network on migration, coordinated by IOM. Once established, the network will be expected to draw on the expertise of all relevant UN entities, while fully aligning itself with existing coordination mechanisms and reforms of the UN Development System.³²³

A number of UN entities also participate in the Global Migration Group, which currently contributes substantive support to the Global Forum on Migration and Development, a state-led forum outside the UN system but open all members and observers. The Global Migration Group’s Principles and Guidelines, which were presented to the Human Rights Council and referenced in the GCM, provide practical guidance on how to protect the human rights of migrants in vulnerable situations, including people displaced by climate change impacts and environmental degradation.³²⁴ Notably, the United Nations network on migration is likely to succeed the Global Migration Group as the primary coordination forum for UN entities on migration issues, creating both challenges and opportunities.

Also relevant is the UN Senior Leadership Group on Disaster Risk Reduction and Resilience, which developed the UN Plan of Action to support the implementation of the Sendai Framework on Disaster Risk Reduction. The United Nations Working Group on Transitions, which brings together UNDG and ECHA, seeks to bridge the operational response from crisis to development in both conflict and disaster situations. Similarly, the IASC task team on strengthening the humanitarian and development nexus with a focus on protracted contexts also seeks to link humanitarian and development action.

The informal Advisory Group on Climate Change and Human Mobility, which like the IASC, includes non-UN entities, organizes events and contributes joint submissions to the UNFCCC negotiations. The

³²² Kälén and Entwistle Chapuisat (n 166) pt 4.

³²³ General Assembly, ‘Global Compact for Migration’ (n 183) para 45.

³²⁴ OHCHR and Global Migration Group, ‘Principles and Guidelines, Supported by Practical Guidance, on the Human Rights Protection of Migrants in Vulnerable Situations’ (OHCHR 2018).

Inter-Agency Task Force on Financing for Development is the inter-agency coordination for follow up on implementation of the Addis Ababa Action Agenda.

4.2 Institutional challenges for future coordination

Disaster displacement related to climate change is firmly embedded in multiple areas of the UN system's work in relation to global policy development, operational response, financing and knowledge development. While this is encouraging, it also poses challenges for developing integrated coordinated approaches to averting, minimizing and addressing displacement related to climate change.

The UN currently lacks a system-wide lead, coordination mechanism, or strategy on internal and cross-border disaster displacement, including related to climate change. At the global level, the UN Emergency Relief Coordinator's mandate to coordinate assistance for internally displaced persons is widely acknowledged. However, this is not an operational role, and the ERC does not have the authority to convene UN entities across the system, bridging the humanitarian-development divide. The Special Rapporteur on the human rights of internally displaced persons also plays an important role. However, this is a voluntary position with limited resources capacity that focuses specifically on human rights protection. The United Nations network on migration will likely have responsibilities for a broad range of issues with respect to coordinating the UN System's collective support for implementing the GCM. The issue of cross-border displacement in the context of climate change, disasters and environmental degradation is just one element within the Compact. It also does not directly address internal displacement.

As a result, functions and activities related to disaster displacement and climate change are dispersed across multiple entities and processes. UN entities may address disaster displacement from their respective areas, such as the human rights of internally displaced persons, food security, disaster risk reduction, livelihoods, migration management, or temporary settlements, but such efforts are not necessarily aligned or based upon a respective entity's comparative advantage. Furthermore, because many UN entities view displaced people as a sub-set of the larger populations they serve, the specific needs of displaced people may be overlooked, which has been found to lead to difficulties finding durable solutions, and in turn, protracted displacement situations.³²⁵ The lack of overall leadership also has implications for the UN system's ability to provide coordinated programme country-level support for States most affected by displacement related to climate change, and to ensure coordinated contributions to the implementation of relevant international frameworks and processes.

With respect to displacement related to climate change, as the study shows, the UN System Strategic Approach on Climate Change Action is promising, as it will eventually bring together the humanitarian action under the HLCP with development action in the UNDG. The Strategic Approach primarily aims to rely on existing coordination mechanisms. As noted in the Strategic Approach, the United Nations Working Group on Transitions and the Inter-Agency Standing Committee task team on strengthening the humanitarian and development nexus do address disaster and climate change contexts. However, their work to date has primarily focused on conflict situations and complex emergencies. The most comprehensive planning amongst UN entities specifically on disaster displacement, as recognized by the Strategic Approach as well as the GCM, has occurred within the Platform on Disaster Displacement's workplan, in which some, albeit active, UN entities have included selected activities relevant to averting, minimizing and addressing disaster displacement. The Platform on Disaster Displacement, however, is state-led and outside the UN system.

³²⁵ Kälén and Entwisle Chapuisat (n 166).

Cross-border disaster-displacement, including related to climate change, continues to receive growing recognition within the UN system. It is addressed within the WIM and its Task Force on Displacement, the Sendai Framework on Disaster Risk Reduction and the Agenda for Humanity. It has also been discussed within the Human Rights Council and is recognized as a challenge by the GCR. The GCM addresses cross-border disaster-displacement most comprehensively, from the perspective of prevention, preparedness, admission and stay, assistance, and the search for lasting solutions. States also commit to developing coherent approaches drawing on the recommendations of the Nansen Initiative Protection Agenda and the Platform on Disaster Displacement. However, cross-border migration in the context of disasters, climate change and environmental degradation is only one topic among many in the GCM. Thus, while the anticipated new capacity building mechanism and UN network on migration are extremely promising, it is not yet clear to what extent they will be able to fully address the protection and assistance needs of cross-border disaster-displaced people in a comprehensive and coordinated manner. Again, the state-led Platform on Disaster Displacement is currently the only dedicated international mechanism addressing with the contributions of a diverse set of UN entities and other relevant actors.

Similarly, discussions are underway regarding how to further strengthen the UN's response to internal displacement, including displacement linked to disasters and climate change. With 2018 marking the 20th anniversary of the Guiding Principles on Internal Displacement, the General Assembly has encouraged the Secretary-General to improve inter-agency efforts to protect and assist IDPs.³²⁶ The request was framed by concern about the growing number of IDPs in conflict and disaster situations, recognition of the future impacts of climate change on displacement, unpredictable leadership for IDP protection in disaster contexts, and increased recognition by development actors about their role in preventing displacement and finding durable solutions. In July 2018, a letter to the UN Secretary-General signed by 37 Member States proposed the establishment of a UN "High Level Panel on Internally Displaced Persons, with a diverse and balanced composition and leadership" to "galvanize attention and action on IDPs."³²⁷ Alternative proposals have included the creation of a "system-wide internal displacement initiative led by the Secretary-General and his Deputy,"³²⁸ and the appointment of a high-level official with the mandate to work with entities across the UN system.³²⁹

Alongside these deliberations on displacement, the UN General Assembly is considering the Secretary-General's proposals to improve system-wide coherence across the UN development system, including how to align the development planning and implementation under the UN Development Assistance Frameworks with humanitarian preparedness and response efforts under the Humanitarian Response Plans to achieve "collective outcomes." The General Assembly has agreed to strengthen the role of the UN resident coordinator system at the country level as the highest-ranking UN representative, separating the role from the resident representative of UNDP and providing enhanced authority for pooled funding.³³⁰ The General Assembly also welcomed the Secretary-General's proposed funding compact as a way to revitalize the development system's funding architecture with a funding dialogue planned for 2018.³³¹ The outcomes of this broader reform effort will likely determine how the UN

³²⁶ General Assembly, 'Protection of and Assistance to Internally Displaced Persons' (n 132) para 42.

³²⁷ Missions of Afghanistan, Argentina, the European Union, Georgia, Iraq, Mali, Nigeria, Norway, Switzerland and Zambia, 'Letter to United Nations Secretary General Regarding the Creation of a High Level Panel on Internally Displaced Persons' (25 July 2018).

³²⁸ Kälén and Entwisle Chapuisat (n 166) 90.

³²⁹ Alexander Betts, 'Governance Questions for the International Community' [2015] Forced Migration Review 72, 75.

³³⁰ General Assembly, '72/279. Repositioning of the United Nations Development System in the Context of the Quadrennial Comprehensive Policy Review of Operational Activities for Development of the United Nations System' (n 320) paras 7–17.

³³¹ General Assembly, '72/279. Repositioning of the United Nations Development System in the Context of the Quadrennial Comprehensive Policy Review of Operational Activities for Development of the United Nations System' (n 320) paras 24–29.

system will also coordinate and deliver integrated responses that contribute to states' efforts to avert, minimize and address disaster displacement related to climate change.

While numerous entities in the UN contribute to efforts to avert, minimize and address disaster displacement, including related to climate change, the roles of UNHCR and IOM will be particularly important in future deliberations. Their respective expertise on protection, displacement and migration issues will be needed to guide and assess the UN's strategic direction and overall response to ensure that disaster displaced people are not "left behind" because their specific displacement-related needs are not adequately addressed. Similarly, OCHA, with the ERC's role to coordinate assistance to internally displaced people, and UNDP's coordination role for development are critical for bridging the humanitarian-development divide to ensure that that displacement is consistently addressed and aligned within UN planning processes, particularly in the areas of development, climate change action, and disaster risk reduction.

V. Conclusion

While the lead role of the UNFCCC processes with respect to negotiating the global response to climate change is widely acknowledged and respected, the majority of the work on disaster displacement, including related to climate change, is taking place outside the UNFCCC. At the same time, the UN is in the midst of ongoing efforts to improve system-wide coordination and programme delivery. This presents multiple opportunities to highlight the importance of supporting the UN's potential capacity to provide a wide-ranging set of assistance to help affected States avert, minimize and address displacement related to climate change.

Recommendations:

- Welcome the inclusion of displacement related to climate change within the United Nations System Strategic Approach on Climate Change Action.
- Request the UN Secretary General to develop a UN strategic plan on disaster displacement, particularly related to climate change and applying a human rights-based approach applying existing standards, that includes: i) a description of UN entities' respective mandates, activities, and level of dedicated financial and human resources, and ii) plans to address the overall leadership and coordination gap to ensure harmonized UN support to affected States, and coordinated contributions to ongoing relevant international processes.
- Highlight, as appropriate, the critical importance of considering measures to avert, minimize and address disaster displacement related to climate change within ongoing discussions to achieve UN system-wide coherence through the repositioning of the UN development system, including within the proposed Funding Compact.
- Contribute to ongoing discussions on how to improve the UN system's response to internal displacement, highlighting the importance of addressing disaster displacement related to climate change.
- Advocate for the full implementation, with respect to displacement related to climate change and disasters, of the Global Compact for Migration and the Global Compact on Refugees, and encouraging, with respect to the Global Compact for Migration, the designation of clear roles and responsibilities as the modalities and organizational aspects are finalized.
- Seek to align UNFCCC measures averting, minimizing and addressing disaster displacement related to climate change with the outcomes of broader UN system-wide reforms.
- With respect to UN entities' respective contributions to supporting States in their efforts to avert, minimize and address displacement related to climate change:
 - Welcome the wide recognition of disaster displacement related to climate change as an important issue by many UN entities, and encourage others to prioritize it within their work.

- Welcome, in particular, UNHCR's Strategic Framework and efforts to address legal and policy gaps related to cross-border displacement in the context of climate change and disasters, and UNHCR's efforts to strengthen leadership for the protection of internally displaced persons in disasters; Recognize UNHCR's advisory role with respect to protection and assistance in cross-border disaster-displacement situations.
- Welcome, in particular, IOM's efforts and role in research, policy development and support with respect to integrating migration within climate change adaptation and DRR strategies, its emergency response for internally displaced persons in disasters, and its anticipated role as coordinator and secretariat of the United Nations network on migration.
- Welcome, in particular, ILO's strategy to promote dialogue and address fair and effective international labour migration governance in the context of climate change and disasters, including through ILO's Guiding Principles on the Access of Refugees and Other Forcibly Displaced Persons to the Labour Market, and Recommendation 205 that addresses employment and decent work measures for displaced people in disasters.
- Welcome, in particular, OHCHR's efforts to develop greater understanding and recognition of the human rights impacts of climate change, and in particular with respect to displacement.
- Welcome and encourage UN entities' efforts to: i) help States access climate finance and ii) prioritize development financing for projects addressing climate change, highlighting that such financing should further prioritize projects that avert, minimize or address disaster displacement related to climate change.

Annex

I. Terminology

1.1 Human movement in the context of climate change

Human mobility

“Human mobility can be viewed as a continuum from completely voluntary movements to completely forced migrations (IPCC, 2012). The Cancun Adaptation Framework recognizes displacement, migration and planned relocation as forms of human mobility that can be induced by climate change.”³³²

Displacement

“[T]he *primarily* forced movement of persons.”³³³

“While there is no definition under the Convention, migration tends to refer to voluntary movement, while displacement tends to refer to forced movement.”³³⁴

Disaster Displacement

“Situations where people are forced or obliged to leave their homes or places of habitual residence as a result of a disaster or in order to avoid the impact of an immediate and foreseeable natural hazard. Such displacement results from the fact that affected persons are i) exposed to (ii) a natural hazard in a situation where (iii) they are too vulnerable and lack the resilience to withstand the impacts of that hazard. It is the *effects* of natural hazards, including the adverse impacts of climate change, that may overwhelm the resilience or adaptive capacity of an affected community or society, thus leading to a disaster that potentially results in displacement. Disaster displacement may take the form of spontaneous flight, an evacuation ordered or enforced by authorities or an involuntary planned relocation process. Such displacement can occur within a country (internal displacement), or across international borders (cross-border disaster-displacement).”³³⁵

“The above understanding indicates that just as a disaster is complex and multi-causal, so is disaster displacement. In addition to exposure to a natural hazard, a multitude of demographic, political, social, economic and other developmental factors also determines to a large extent whether people can withstand the impacts of the hazard or will have to leave their homes. The Protection Agenda thus recognizes that disaster displacement occurs *in the context* of disasters, including the impacts of climate change, rather than being exclusively caused by a disaster.”³³⁶

³³² UNFCCC, ‘Non-Economic Losses in the Context of the Work Programme on Loss and Damage’ (n 9) para 82. IOM has put forth a working definition of “environmental migrants”, which spans the spectrum of voluntary and forced movements.

“Environmental migrants are persons or groups of persons who, predominantly for reasons of sudden or progressive change in the environment that adversely affects their lives or living conditions, are obliged to leave their habitual homes, or choose to do so, either temporarily or permanently, and who move either within their country or abroad.” Perruchoud and Redpath-Cross (n 14) 33.

³³³ Nansen Initiative, *Protection Agenda* (n 3) para 22.

³³⁴ UNFCCC, ‘Non-Economic Losses in the Context of the Work Programme on Loss and Damage’ (n 9) para 82.

³³⁵ Nansen Initiative, *Protection Agenda* (n 3) para 16. IOM has also put forth the working definition of an “environmentally displaced person” described as “Persons who are displaced within their country of habitual residence or who have crossed an international border and for whom environmental degradation, deterioration or destruction is a major cause of their displacement, although not necessarily the sole one. This term is used as a less controversial alternative to environmental refugee or climate refugee that have no legal basis or *raison d’être* in international law, to refer to a category of migrants whose movement is of a clearly forced nature.” Perruchoud and Redpath-Cross (n 14) 34.

³³⁶ Nansen Initiative, *Protection Agenda* (n 3) para 16.

Note: While this definition from the Nansen Initiative Protection Agenda is limited to natural hazards, “it may also apply *mutatis mutandis* to disasters triggered by human-made factors such as large-scale industrial accidents.”³³⁷

“Climate drivers: Extreme weather events, particularly hydrometeorological events, and slow onset events past a tipping point can result in displacement.”³³⁸

Disaster displacement risk

“As with disaster risk the risk of displacement can be expressed in relation to hazards, exposure and vulnerability:

- The likelihood, severity and nature of a hazard or combination of hazards occurring over time. According to the best scientific evidence, climate change is expected to alter normal variability in the weather and make some hazards more severe and frequent
- The exposure of people and their homes, property and livelihoods to hazards before a disaster and both during and after their displacement as they move from one place to another
- People’s pre-existing and evolving vulnerability to the impact of hazards before, during and after their displacement.”³³⁹

Internally displaced persons

“[P]ersons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized border.”³⁴⁰

Refugee

“[A] person who is outside his or her country of nationality or habitual residence; has a well-founded fear of being persecuted because of his or her race, religion, nationality, membership of a particular social group or political opinion; and is unable or unwilling to avail him— or herself of the protection of that country, or to return there, for fear of persecution.”³⁴¹

Note: Some national laws or regional instruments addressing refugees are broader than the 1951 Refugee Convention definition cited above and have been interpreted to include disaster situations linked to natural hazards.³⁴²

Durable solution

Internal displacement: “A durable solution is achieved when IDPs no longer have specific assistance and protection needs that are linked to their displacement and such persons can enjoy their human rights without discrimination resulting from their displacement.

A durable solutions can be achieved through:

Sustainable reintegration at the place of origin (hereinafter referred to as “return”);

Sustainable local integration in areas where internally displaced persons take refuge (local integration)

³³⁷ *ibid* 52.

³³⁸ UNFCCC, ‘Non-Economic Losses in the Context of the Work Programme on Loss and Damage’ (n 9) 23.

³³⁹ Internal Displacement Monitoring Centre (n 22) 14.

³⁴⁰ Guiding Principles on Internal Displacement (n 32).

³⁴¹ UNHCR, ‘The 1951 Convention Relating to the Status of Refugees and Its Protocol’ 3. UN General Assembly (n 32). ‘Protocol Relating to the Status of Refugees’ (n 32).

³⁴² For examples and further discussion, see Nansen Initiative, *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change*, vol II (Nansen Initiative 2015) 48–49.

Sustainable integration in another part of the country (settlement elsewhere in the country).”³⁴³

Cross-border disaster-displacement: “Admission, stay and non-return of cross-border disaster-displaced persons usually is granted on a temporary basis. When such temporary measures come to an end, displaced persons will need to find a solution that allows them to rebuild their lives in a sustainable way either in their country of origin, or in some cases, in the country that received them or in exceptional cases in a third country.”³⁴⁴

Migration

“While there is no definition under the Convention, migration tends to refer to voluntary movement, while displacement tends to refer to forced movement.”³⁴⁵

“[H]uman movements that are predominantly voluntary insofar as people, while not necessarily having the ability to decide in complete freedom, still possess the ability to choose between different realistic options. In the context of slow-onset natural hazards, environmental degradation and the long-term impacts of climate change, such migration is often used to cope with, ‘avoid or adjust to’³⁴⁶ deteriorating environmental conditions that could otherwise result in a humanitarian crisis and displacement in the future.”³⁴⁷

Migration as adaptation

“Migration is a widely used adaptation strategy that reduces risks in highly vulnerable places, as demonstrated by a wide range of studies. Research drawing on experience of migration policy concludes that a greater emphasis on mobility within adaptation policies would be effective when undertaken in a sensitive manner (Bardsley and Hugo, 2010; Barnett and Webber, 2010; Warner, 2010; Gemenne, 2011). This emerging literature shows that migration can be promoted to reduce risk successfully, not least through remittance flows between sending and destination areas (Deshingker, 2012; Fox and Beall, 2012; Martin, 2012). The prospect of migration as an effective adaptation is recognized through its inclusion in the Cancun Accord of the UN Framework Convention on Climate Change (Warner, 2012).”³⁴⁸

Planned relocation

“[A] planned process in which persons or groups of persons move or are assisted to move away from their homes or places of temporary residence, are settled in a new location, and provided with the conditions for rebuilding their lives. Planned Relocation is carried out under the authority of the State, takes place within national borders, and is undertaken to protect people from risks and impacts related to disasters and environmental change, including the effects of climate change. Such Planned Relocation may be carried out at the individual, household, and/or community levels.”³⁴⁹

“In some cases, Planned Relocation will be initiated by persons or groups of persons and will reflect their level of risk tolerance. In other cases, States will decide that people must be moved for their safety and protection, even though they may oppose Planned Relocation. In all types of Planned Relocation, distinctions between ‘forced’ versus ‘voluntary’ movement are somewhat artificial.

³⁴³ IASC, ‘Durable Solutions Framework’ (n 30) 5.

³⁴⁴ Nansen Initiative, *Protection Agenda* (n 3) para 70.

³⁴⁵ UNFCCC, ‘Non-Economic Losses in the Context of the Work Programme on Loss and Damage’ (n 9) para 82.

³⁴⁶ Barnett and Webber (n 13).

³⁴⁷ Nansen Initiative, *Protection Agenda* (n 3) para 20.

³⁴⁸ Neil W Adger and others, ‘2014: Human Security’ in CB Field and others (eds), *Climate Change 2014: Impacts, Adaptation, and Vulnerability. Part A: Global and Sectoral Aspects. Contribution of Working Group II to the Fifth Assessment Report of the Intergovernmental Panel on Climate Change* (Cambridge University Press 2014) 770–771 <https://www.ipcc.ch/pdf/assessment-report/ar5/wg2/WGIIAR5-Chap12_FINAL.pdf> accessed 7 February 2018.

³⁴⁹ Georgetown University, UNHCR and Brookings Institution (n 18) para 2.

Arguably, all those who participate in Planned Relocation are being compelled to move by forces beyond their control—disasters and environmental change, including the effects of climate change.”³⁵⁰

Trapped populations

“[G]roups of people whose mobility is restricted, and so cannot migrate as a form of adaptation but nor can they be displaced (Warner et al., 2013), despite potentially suffering human mobility-related loss and damage.”³⁵¹

1.2 Climate change mitigation, adaptation and loss and damage

Climate change

IPCC: “A change in the state of the climate that can be identified (e.g., by using statistical tests) by changes in the mean and/or the variability of its properties and that persists for an extended period, typically decades or longer. Climate change may be due to natural internal processes or external forcings, or to persistent anthropogenic changes in the composition of the atmosphere or in land use.

Footnote: This definition differs from that in the United Nations Framework Convention on Climate Change (UNFCCC), where climate change is defined as: ‘a change of climate which is attributed directly or indirectly to human activity that alters the composition of the global atmosphere and which is in addition to natural climate variability observed over comparable time periods.’ The UNFCCC thus makes a distinction between climate change attributable to human activities altering the atmospheric composition, and climate variability attributable to natural causes.”³⁵²

Climate extreme (extreme weather or climate event)

“The occurrence of a value of a weather or climate variable above (or below) a threshold value near the upper (or lower) ends of the range of observed values of the variable. For simplicity, both extreme weather events and extreme climate events are referred to collectively as ‘climate extremes.’”³⁵³

Climate variability

“Variations in the climate (as measured by comparison with the mean state and other statistics such as standard deviations and statistics of extremes) at all temporal and spatial scales beyond that of individual weather events. Variability may be due to natural internal processes within the climate system (internal variability) or to variations in natural or anthropogenic external forcing (external variability) (IPCC AR4, 2007).”³⁵⁴

Adverse impacts of climate change

“These adverse effects include those related to extreme events and slow onset events such as sea level rise, increasing temperatures, ocean acidification, glacial retreat and related impacts, salinization, land and forest degradation, loss of biodiversity and desertification.”³⁵⁵

(See also “loss and damage”)

³⁵⁰ *ibid* 6.

³⁵¹ UNFCCC, ‘Non-Economic Losses in the Context of the Work Programme on Loss and Damage’ (n 9) para 84.

³⁵² IPCC (n 289) 557.

³⁵³ *ibid*.

³⁵⁴ ‘Glossary of Key Terms’ (n 285).

³⁵⁵ UNFCCC, ‘Non-Economic Losses in the Context of the Work Programme on Loss and Damage’ (n 9) para 32.

Mitigation

“Mitigation (of disaster risk and disaster)

The lessening of the potential adverse impacts of physical hazards (including those that are human-induced) through actions that reduce hazard, exposure, and vulnerability.”³⁵⁶

“Mitigation (of climate change)

A human intervention to reduce the sources or enhance the sinks of greenhouse gases.”³⁵⁷

“In the context of climate change, a human intervention to reduce the sources or enhance the sinks of greenhouse gases. Examples include using fossil fuels more efficiently for industrial processes or electricity generation, switching to solar energy or wind power, improving the insulation of buildings, and expanding forests and other "sinks" to remove greater amounts of carbon dioxide from the atmosphere.”³⁵⁸

Adaptation

“Adjustment in natural or human systems in response to actual or expected climatic stimuli or their effects, which moderates harm or exploits beneficial opportunities.”³⁵⁹

“In human systems, the process of adjustment to actual or expected climate and its effects, in order to moderate harm or exploit beneficial opportunities. In natural systems, the process of adjustment to actual climate and its effects; human intervention may facilitate adjustment to expected climate.”³⁶⁰

“Human-driven adjustments in ecological, social or economic systems or policy processes, in response to actual or expected climate stimuli and their effects or impacts (LEG, 2011). Various types of adaptation can be distinguished, including anticipatory and reactive adaptation, private and public adaptation, and autonomous and planned adaptation (IPCC Fourth Assessment Report (AR4), 2007).”³⁶¹

Loss and damage

“loss and damage can be understood as harm arising from the physical impacts of climate change that are not mitigated or adapted to”³⁶²

“Loss and damage describes the impact associated with the adverse effects of climate change. These adverse effects include those related to extreme events and slow onset events such as sea level rise, increasing temperatures, ocean acidification, glacial retreat and related impacts, salinization, land and forest degradation, loss of biodiversity and desertification. There is no clear distinction between losses and damages in either the literature or under the Convention (although see UNFCCC, 2012), and the two terms are treated as largely synonymous in this technical paper.”³⁶³

“Displacement is the clearest case of loss and damage across the continuum of human mobility, although other forms of human mobility could be considered as a type of loss and damage. Loss and

³⁵⁶ IPCC (n 289) 561.

³⁵⁷ *ibid.*

³⁵⁸ ‘Glossary of Climate Change Acronyms’ <http://unfccc.int/essential_background/glossary/items/3666.php#M> accessed 5 February 2018.

³⁵⁹ *ibid.*

³⁶⁰ IPCC (n 289) 556.

³⁶¹ ‘Glossary of Key Terms’ (n 285).

³⁶² UNFCCC, ‘Non-Economic Losses in the Context of the Work Programme on Loss and Damage’ (n 9) para 84.

³⁶³ UNFCCC (n 28) para 32.

damage can result from displacement, for example displacement can cause distress and a loss of health or social networks. However, displacement also constitutes a unique type of loss and damage in itself and is not just a cause of other types of loss and damage.”³⁶⁴

Maladaptation

“Any changes in natural or human systems that inadvertently increase vulnerability to climatic stimuli; an adaptation that does not succeed in reducing vulnerability but increases it instead (IPCC Third Assessment Report, 2001).”³⁶⁵

Non-economic loss

“Non-economic losses can be understood as the remainder of items that are not economic items; that is to say that non-economic items are those that are not commonly traded in markets.”³⁶⁶

“Non-economic losses occur in three distinct areas: private individuals, society and the environment. More specifically, non-economic losses can be understood as losses of, inter alia, life, health, displacement and human mobility, territory, cultural heritage, indigenous/local knowledge, biodiversity and ecosystem services.”³⁶⁷

Human mobility: “Displacement is the clearest case of non-economic loss in the continuum of human mobility, as non-economic items, such as security, dignity and agency, are impaired by displacement. ... Approaches to valuation: The direct non-economic loss of displacement is intangible but the number of climate change-related displaced people can indicate the scale of the issue, while assessment of the risk of displacement can allow people to internally value potential loss and damage.”³⁶⁸

1.3 Hazards and risk management

Disaster

“A serious disruption of the functioning of a community or a society at any scale due to hazardous events interacting with conditions of exposure, vulnerability and capacity, leading to one or more of the following: human, material, economic and environmental losses and impacts.”³⁶⁹

Annotations: The effect of the disaster can be immediate and localized, but is often widespread and could last for a long period of time. The effect may test or exceed the capacity of a community or society to cope using its own resources, and therefore may require assistance from external sources, which could include neighbouring jurisdictions, or those at the national or international levels

...

Disaster damage occurs during and immediately after the disaster. This is usually measured in physical units (e.g., square meters of housing, kilometres of roads, etc.), and describes the total or partial destruction of physical assets, the disruption of basic services and damages to sources of livelihood in the affected area.

³⁶⁴ Footnote: “Decision 3/CP.18, paragraph 7(a)(vi), recognizes migration, displacement and human mobility as issues of loss and damage.” *ibid* 83.

³⁶⁵ ‘Glossary of Key Terms’ (n 285).

³⁶⁶ UNFCCC, ‘Non-Economic Losses in the Context of the Work Programme on Loss and Damage’ (n 9) paras 4–5.

³⁶⁷ *ibid* 8.

³⁶⁸ *ibid* 23.

³⁶⁹ General Assembly, ‘Report of the Open-Ended Intergovernmental Expert Working Group on Indicators and Terminology Relating to Disaster Risk Reduction’ (n 5) 13.

Disaster impact is the total effect, including negative effects (e.g., economic losses) and positive effects (e.g., economic gains), of a hazardous event or a disaster. The term includes economic, human and environmental impacts, and may include death, injuries, disease and other negative effects on human physical, mental and social well-being.

For the purpose of the scope of the Sendai Framework for Disaster Risk Reduction 2015-2030 (para. 15), the following terms are also considered:

Small-scale disaster: a type of disaster only affecting local communities which require assistance beyond the affected community.

Large-scale disaster: a type of disaster affecting a society which requires national or international assistance.

Frequent and infrequent disasters: depend on the probability of occurrence and the return period of a given hazard and its impacts. The impact of frequent disasters could be cumulative, or become chronic for a community or a society.

A slow-onset disaster is defined as one that emerges gradually over time. Slow-onset disasters could be associated with, e.g., drought, desertification, sea-level rise, epidemic disease.

A sudden-onset disaster is one triggered by a hazardous event that emerges quickly or unexpectedly. Sudden-onset disasters could be associated with, e.g., earthquake, volcanic eruption, flash flood, chemical explosion, critical infrastructure failure, transport accident.”³⁷⁰

Disaster risk

“The potential loss of life, injury, or destroyed or damaged assets which could occur to a system, society or a community in a specific period of time, determined probabilistically as a function of hazard, exposure, vulnerability and capacity.

Annotation: The definition of disaster risk reflects the concept of hazardous events and disasters as the outcome of continuously present conditions of risk. Disaster risk comprises different types of potential losses which are often difficult to quantify. Nevertheless, with knowledge of the prevailing hazards and the patterns of population and socioeconomic development, disaster risks can be assessed and mapped, in broad terms at least.

It is important to consider the social and economic contexts in which disaster risks occur and that people do not necessarily share the same perceptions of risk and their underlying risk factors.

Acceptable risk, or tolerable risk, is therefore an important subterm; the extent to which a disaster risk is deemed acceptable or tolerable depends on existing social, economic, political, cultural, technical and environmental conditions. In engineering terms, acceptable risk is also used to assess and define the structural and non-structural measures that are needed in order to reduce possible harm to people, property, services and systems to a chosen tolerated level, according to codes or “accepted practice” which are based on known probabilities of hazards and other factors.

Residual risk is the disaster risk that remains even when effective disaster risk reduction measures are in place, and for which emergency response and recovery capacities must be maintained. The presence of residual risk implies a continuing need to develop and support effective capacities for emergency services, preparedness, response and recovery, together with socioeconomic policies such as safety nets and risk transfer mechanisms, as part of a holistic approach.”³⁷¹

³⁷⁰ *ibid.*

³⁷¹ *ibid* 14.

Disaster risk management

“Disaster risk management is the application of disaster risk reduction policies and strategies to prevent new disaster risk, reduce existing disaster risk and manage residual risk, contributing to the strengthening of resilience and reduction of disaster losses.

*Annotations: ... **Disaster risk management** plans set out the goals and specific objectives for reducing disaster risks together with related actions to accomplish these objectives. They should be guided by the Sendai Framework for Disaster Risk Reduction 2015-2030 and considered and coordinated within relevant development plans, resource allocations and programme activities. National-level plans need to be specific to each level of administrative responsibility and adapted to the different social and geographical circumstances that are present. The time frame and responsibilities for implementation and the sources of funding should be specified in the plan. Linkages to sustainable development and climate change adaptation plans should be made where possible”.³⁷²*

Disaster risk reduction

“Disaster risk reduction is aimed at preventing new and reducing existing disaster risk and managing residual risk, all of which contribute to strengthening resilience and therefore to the achievement of sustainable development.

Annotation: Disaster risk reduction is the policy objective of disaster risk management, and its goals and objectives are defined in disaster risk reduction strategies and plans.

***Disaster risk reduction strategies and policies** define goals and objectives across different timescales and with concrete targets, indicators and time frames. In line with the Sendai Framework for Disaster Risk Reduction 2015-2030, these should be aimed at preventing the creation of disaster risk, the reduction of existing risk and the strengthening of economic, social, health and environmental resilience. global, agreed policy of disaster risk reduction is set out in the United Nations endorsed Sendai Framework for Disaster Risk Reduction 2015-2030, adopted in March 2015, whose expected outcome over the next 15 years is: “The substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries”.³⁷³*

Hazard

“The potential occurrence of a natural or human-induced physical event that may cause loss of life, injury, or other health impacts, as well as damage and loss to property, infrastructure, livelihoods, service provision, and environmental resources.”³⁷⁴

“A process, phenomenon or human activity that may cause loss of life, injury or other health impacts, property damage, social and economic disruption or environmental degradation.

*Annotations: Hazards may be natural, anthropogenic or socionatural in origin. **Natural hazards** are predominantly associated with natural processes and phenomena. **Anthropogenic hazards**, or human-induced hazards, are induced entirely or predominantly by human activities and choices. This term does not include the occurrence or risk of armed conflicts and other situations of social instability or tension which are subject to international humanitarian law and national legislation. Several hazards are **socionatural**, in that they are associated with a combination of natural and anthropogenic factors, including environmental degradation and climate change.*

³⁷² *ibid* 15–16.

³⁷³ *ibid* 16.

³⁷⁴ IPCC (n 289) 560.

Hazards may be single, sequential or combined in their origin and effects. Each hazard is characterized by its location, intensity or magnitude, frequency and probability. Biological hazards are also defined by their infectiousness or toxicity, or other characteristics of the pathogen such as dose-response, incubation period, case fatality rate and estimation of the pathogen for transmission.

Multi-hazard means (1) the selection of multiple major hazards that the country faces, and (2) the specific contexts where hazardous events may occur simultaneously, cascadingly or cumulatively over time, and taking into account the potential interrelated effects.

Hazards include (as mentioned in the Sendai Framework for Disaster Risk Reduction 2015-2030, and listed in alphabetical order) biological, environmental, geological, hydrometeorological and technological processes and phenomena.

...

Environmental hazards may include chemical, natural and biological hazards. They can be created by environmental degradation or physical or chemical pollution in the air, water and soil. However, many of the processes and phenomena that fall into this category may be termed drivers of hazard and risk rather than hazards in themselves, such as soil degradation, deforestation, loss of biodiversity, salinization and sea-level rise.

...

Hydrometeorological hazards are of atmospheric, hydrological or oceanographic origin. Examples are tropical cyclones (also known as typhoons and hurricanes); floods, including flash floods; drought; heatwaves and cold spells; and coastal storm surges. Hydrometeorological conditions may also be a factor in other hazards such as landslides, wildland fires, locust plagues, epidemics and in the transport and dispersal of toxic substances and volcanic eruption material".³⁷⁵

Underlying disaster risk drivers

"Processes or conditions, often development-related, that influence the level of disaster risk by increasing levels of exposure and vulnerability or reducing capacity.

Annotations: Underlying disaster risk drivers —also referred to as underlying disaster risk factors — include poverty and inequality, climate change and variability, unplanned and rapid urbanization and the lack of disaster risk considerations in land management and environmental and natural resource management, as well as compounding factors such as demographic change, non-disaster risk-informed policies, the lack of regulations and incentives for private disaster risk reduction investment, complex supply chains, the limited availability of technology, unsustainable uses of natural resources, declining ecosystems, pandemics and epidemics."³⁷⁶

Prevention

"Activities and measures to avoid existing and new disaster risks.

Annotations: Prevention (i.e., disaster prevention) expresses the concept and intention to completely avoid potential adverse impacts of hazardous events. While certain disaster risks cannot be eliminated, prevention aims at reducing vulnerability and exposure in such contexts where, as a result, the risk of disaster is removed. Examples include dams or embankments that eliminate flood risks, land-use regulations that do not permit any settlement in high-risk zones, seismic engineering designs that ensure the survival and function of a critical building in any likely earthquake and immunization against vaccine-preventable diseases. Prevention measures can also be taken during or after a hazardous

³⁷⁵ General Assembly, 'Report of the Open-Ended Intergovernmental Expert Working Group on Indicators and Terminology Relating to Disaster Risk Reduction' (n 5) 18.

³⁷⁶ *ibid* 24.

event or disaster to prevent secondary hazards or their consequences, such as measures to prevent the contamination of water.”³⁷⁷

Resilience

“The ability of a system, community or society exposed to hazards to resist, absorb, accommodate, adapt to, transform and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions through risk management.”³⁷⁸

“The ability of a system and its component parts to anticipate, absorb, accommodate, or recover from the effects of a hazardous event in a timely and efficient manner, including through ensuring the preservation, restoration, or improvement of its essential basic structures and functions.”³⁷⁹

Vulnerability

“The degree to which a system is susceptible to, or unable to cope with, adverse effects of climate change, including climate variability and extremes. Vulnerability is a function of the character, magnitude and rate of climate variation to which a system is exposed, its sensitivity and its adaptive capacity. Therefore adaptation would also include any efforts to address these components (IPCC AR4, 2007).”³⁸⁰

“The conditions determined by physical, social, economic and environmental factors or processes which increase the susceptibility of an individual, a community, assets or systems to the impacts of hazards.

*Annotation: For positive factors which increase the ability of people to cope with hazards, see also the definitions of ‘Capacity’ and ‘Coping capacity’.*³⁸¹

“The propensity or predisposition to be adversely affected.”³⁸²

1.4 Facilitating the coordination of key processes

Coordination

“Good coordination means less gaps and overlaps in humanitarian organizations’ work. It strives for a needs-based, rather than capacity-driven, response. It aims to ensure a coherent and complementary approach, identifying ways to work together for better collective results.”³⁸³

Priority D: Prioritize interagency collaboration and joint action for greater collective impact. “A system-wide approach should not be intended to encompass all individual activities by agencies relating to their individual mandates or decisions of their governing bodies, nor limit these activities, but instead be focused specifically on areas where joint action leads to improved results. In this way, a system-wide approach seeks to limit duplication and repetition within the system, responding also to recent ... recommendations for improved collaboration, and encourage strengthened engagement

³⁷⁷ *ibid* 21.

³⁷⁸ *ibid* 22.

³⁷⁹ IPCC (n 289) 563.

³⁸⁰ ‘Glossary of Key Terms’ (n 285).

³⁸¹ General Assembly, ‘Report of the Open-Ended Intergovernmental Expert Working Group on Indicators and Terminology Relating to Disaster Risk Reduction’ (n 5) 24.

³⁸² IPCC (n 289) 564.

³⁸³ OCHA, ‘Cluster Coordination | OCHA’ <<https://www.unocha.org/legacy/what-we-do/coordination-tools/cluster-coordination>> accessed 15 February 2018.

among organizations to develop, assess and evolve approaches to climate action, based on comparative advantages of respective agencies and building on existing mechanisms and good practices.”³⁸⁴

II. UN entity acronyms

CTBTO (Preparatory Commission for the Comprehensive Nuclear Test Ban Treaty Organization)
DESA (UN Department of Economic and Social Affairs)
ECA (UN Economic Commission for Africa)
ECLAC (Economic Commission for Latin America and the Caribbean)
ESCAP (Economic and Social Commission for Asia and the Pacific)
ESCSA (Economic and Social Commission for Western Asia)
FAO (Food and Agriculture Organization)
IFAD (International Fund for Agriculture Development)
ILC (International Law Commission)
ILO (International Labour Organization)
IOM (International Organization for Migration)
ITC (International Trade Centre)
ITU (International Telecommunications Union)
OHCHR (UN Office of the High Commissioner for Human Rights)
UNAIDS (Joint United Nations Programme on HIV/AIDS)
UNCDF (UN Capital Development Fund)
UNCTAD (UN Conference on Trade and Development)
UNDP (UN Development Programme)
UNECE (UN Economic Commission for Europe)
UNEP (UN Environment Programme)
UNESCO (Educational, Scientific and Cultural Organization)
UNFCCC (UN Framework Convention on Climate Change’s constituted bodies & work programmes)
UNFPA (UN Population Fund)
UN-Habitat (UN Human Settlements Programme)
UNHCR (UN Office of the High Commissioner for Refugees)
UNICEF (UN Children’s Fund)
UNIDO (UN Industrial Development Organization)
UNISDR (UN Office for Disaster Risk Reduction)
UNOCHA (UN Office for the Coordination of Humanitarian Affairs)
UNODC (UN Office on Drugs and Crime)
UNOPS (UN Office for Project Services)
UNRWA (UN Relief and Works Agency for Palestinian Refugees in the Near East)
UNU-EHS (UN University-Institute for Environment and Human Security)
University for Peace
UNV (UN Volunteers)
UN Women (UN Entity for Gender Equality and the Empowerment of Women)
UNWTO (UN World Tourism Organization)
WFP (World Food Programme)
WHO (World Health Organization)
WMO (World Meteorological Organization)
World Bank

³⁸⁴ High-level Committee on Programmes (n 52) 14–15.