Current landscape of the work on displacement in the context of workplans of bodies and work programmes under the UNFCCC

(08 February 2018)

Activity I.2 of the workplan of the Task Force on Displacement calls for '*mapping workplans of bodies/work programmes under the UNFCCC on displacement*'. The activity is to be undertaken by the members of the Executive Committee of the Warsaw International Mechanism for Loss and Damage (WIM Excom) who are serving in the Task Force.

Accordingly, the WIM Excom members of the Task Force present the following information which will serve as a basis for a two-page summary of the results of this activity, to be prepared by the end of March 2018. The two-page summary will, in turn, feed into a meeting on all areas of work of the Task Force, planned to be held in May 2018.

Body/work programme	Relevant mandates, activities, outcomes/products
Adaptation Committee	*Activity* • The flexible three year workplan for the AC for 2016-2018 includes, under the workstream of overarching coherence, an activity under for "Members to represent the AC externally, where relevant, including on task forces, advisory groups, etc., and to provide the Adaptation Committee (AC) with reports as appropriate. One AC member currently serves in the Task Force on Displacement. • In addition, the AC is in the process of developing its 2019-2021 workplan and may add relevant activities.
Consultative Group of Experts on National Communications from Parties not included in Annex I to the Convention	*Product* • The training material for the preparation of national communications by non-annex I Parties include the following references to displacement/ migration or settlement: ○ Chapter 2 - Planning, including selecting vulnerability and adaptation frameworks: makes reference to elevating structures or moving settlements to higher locations as part of the vulnerability assessment; ○ Chapter 6 - Water resources: makes reference to water resource adaptation in settlements and infrastructure, referring to access to high-risk location settlements where water distribution may be difficult water, especially if the settlements are scattered; ○ Chapter 7 - Agriculture: makes reference to a socio-economic projection that migration may occur as a potential adaptative strategy due to loss of rural income and cultural heritage; ○ Chapter 8 - Human health: makes reference to displacement as a result of climate sensitive health outcomes, causing mass migration. *See Annex I for the extracts of the relevant sections pertaining to displacement/migration/settlement.*

Least Developed Countries Expert Group	*Activity* • The rolling work programme of the LEG for 2017-2018 includes an activity to participate in the work of the Task Force on Displacement. One member currently serves in the Task Force on Displacement.
Lima Work Plan on Gender	*Mandate* • At present, there is no specific focus on human mobility, including displacement, migration and planned relocation. However related issues may be included in submissions under gender action plan Activity E.2, on the topic of the differentiated impacts of climate change on women and men, with special attention paid to local communities and indigenous peoples. The first deadline for this call is 30 March 2018 to allow for the use of the inputs for a workshop on the three topics under Activity E.2, but the call will remain open throughout 2018 and into 2019, as submissions will be used to prepare a synthesis report for SBI 50 (June 2019).
Nairobi work programme (NWP)	*Mandate on human settlements* • The secretariat organized the 11th Focal Point Forum (November 2017) under the NWP with a focus on human settlements and adaptation, and is to prepare a synthesis report (May 2018) based on outcomes of the forum and submissions made by Parties, NWP partner organizations and other relevant non-Party stakeholders (FCCC/SBSTA/2016/2, paragraph 15 (b)). • A technical dialogue, held to complement the Focal Point Forum, in collaboration with key human settlement experts and organizations, included topics related to the eviction and/or relocation of informal settlements. *Outcomes/Products on human settlements* • The summary of the key findings of submissions on human settlements and adaptation, and the synthesis report (upcoming in 2018) include references to issues related to relocation of communities at risk of adverse climate change impacts. ○ The summary of key findings of the submission mentions that “resettlement of communities should be considered only as a last resort through a participatory process and with sufficient safeguards not to increase the vulnerability of the displaced populations in other ways (i.e. hampering their ability to access the workplace, breaking up existing social networks and community groups). Conversely, upgrading informal settlements can be considered as an efficient measure to integrate long-term climate consideration into planning.” *See Annex 2 for the extracts of the relevant mandate and outcomes/ products.*
Research and systematic observation (RSO)	*Mandate* The SBSTA noted the importance of the work of the scientific community and the IPCC in support of strengthening the global response to climate change, including: (a) Considering the human dimension, and indigenous peoples’ and traditional knowledge (cf. SBSTA Conclusions FCCC/SBSTA/2017/4, paragraphs 41-49).

Annex 1

Extraction from relevant training material pertaining to displacement, migration and/or settlement, prepared by the Consultative Group of Experts on National Communications from Parties not included in the Annex I to the Convention

Chapter 2: Vulnerability and Adaptation Frameworks

… 2.1.1. Different types of assessment

- ***Vulnerability assessment:*** *includes analysis of climate change impacts but also accounts for 'autonomous adaptation' (i.e. what adaptations we can reasonably expect entities affected by climate change to make without formal planning). For example, in response to sea level rise, coastal communities might build sea walls or dunes, elevate structures or move settlements to higher locations. The capacity to adapt, whether autonomously or through a formal or proactive process, is a component of vulnerability. Vulnerability assessments, particularly those conducted roughly in the 20th century (e.g. Watson, Zinyowera and Moss, 1996), tended to examine the potential consequences of GHG emissions. However, some GHGs persist in the atmosphere for decades so the consequences of climate change are more severe further from the present. Vulnerability assessments that emphasizing a full assessment of GHG emissions may estimate climate change impacts a century or so into the future (see box 2-1; definitions of terms); …*

Chapter 6: Water Resources

… ***Changes in water demand, supply and sanitation***

Climate change could cause increasing problems in providing water services, particularly in developing countries (Kundzewicz et al., 2007). There are several reasons for this, some of which are not necessarily tied to climate change. Various factors already pose a significant challenge to providing satisfactory water services; these include but are not limited to:

- *An existing lack of adequate potable water;*
- *The high cost of water distribution to widely scatter settlements;*
- *An increased and more spatially distributed water demand as a result of population growth in concentrated areas;*
- *An increase in urbanization and the associated increase in water use per capita and water pollution;*
- *More intense public water use;*
- *Water governance – allocations to industry, agriculture, public and environmental flows.*

In light of the above factors it can be seen that significant challenges are already present within the water services sector. In this context, climate change represents an additional burden for water utilities, or any other party involved in the provision of water services. Some possible observed effects of climate change and its potential impacts on water services are summarized in table 6-5, below. …

… ***Water Resource Adaptation in Settlements and Infrastructure***

Importantly, the IPCC Technical Paper, Climate Change and Water (Bates et al., 2008), stressed, with very high confidence, that improved incorporation of current climate variability into water-related management would enhance adaptation responses. Enhanced management arrangements to address the impacts of floods or drought, or the quantity, quality or seasonal timing of water availability, is one example. However, it is recognized that many of these adaptive responses will likely be expensive and, as a result, careful consideration of the costs will be required. In this respect, it is useful to consider water resource adaptation in the following contexts:

- *Settlements in high-risk locations, such as coastal and riverine areas, due to flood and storm damages and water-quality degradation as a result of saline intrusion*
- *Settlements whose economies are closely linked to a climate-sensitive, water-dependent activity, such as irrigated agriculture, water-related tourism and snow skiing*
- *Infrastructure, including buildings, transportation networks, coastal facilities, water supply and wastewater treatment infrastructure, and energy facilities, exposed to direct water-related climate change damage (e.g., flooding, subsidence due to soil drying) as well as impacts on the performance, cost and adequacy of facilities that were not designed for climate change …*

Chapter 7: Agriculture

***…Socioeconomic projections**. The limitations of projecting socioeconomic changes affect not only the socioeconomic scenarios but also the potential adaptive capacity of the system. For example, uncertainty about population changes (density, distribution, migration), gross domestic product (GDP) and technology, determines and limits the potential adaptation strategies that can be employed (see chapter 3 for further information on the development of socioeconomic scenarios). …*

Chapter 8: Human Health

*…**Climate-sensitive health outcomes: Current situation and future risks***

***Shelter**. By the second half of the twenty-first century, climate change is projected to cause an increase in the frequency of extreme storms, heavy rainfall and heat waves. From 1970 to 2012, 8,835 disasters, 1.94 million deaths, and US$2.4 trillion of economic losses were reported globally from hazards such as droughts, extreme temperatures, floods, tropical cyclones and related health epidemics. Repeated floods and droughts may force population displacement, which, in turn, is associated with heightened risks of a range of health effects, from mental disorders such as depression to communicable diseases and, potentially, civil conflict. Key risks related to shelter include (Smith et al., 2014):*

- *Risk of death, injury, ill health or disrupted livelihoods in low-lying coastal zones and small island developing states and other small islands, due to storm surges, coastal flooding and sea level rise;*
- *Risk of severe ill health and disrupted livelihoods for large urban populations due to inland flooding in some regions;*
- *Systemic risks due to extreme weather events, leading to the breakdown of infrastructure networks and critical services such as electricity, water supply and health and emergency services;*
- *Risk of mortality and morbidity during periods of extreme heat, particularly for vulnerable urban populations and those working outdoors in urban or rural areas. ….*

Annex 2

Extraction of the relevant mandates in the context of the Nairobi work programme for impacts, vulnerabilities and adaptation (NWP)

Conclusions from the 44th session of the Subsidiary Body for Scientific and Technological Advice (FCCC/SBSTA/2016/2, paragraph 15 (b), page 7–8)

15. The SBSTA also concluded that the following activities would be undertaken to inform adaptation planning and actions at the regional, national and subnational levels, particularly in relation to, inter alia, ecosystems, human settlements, water resources and health:

(b) On human settlements:

(i) The SBSTA requested the secretariat to prepare a document concisely summarizing initiatives in the area of human settlements within the context of the mandate of the NWP for consideration at SBSTA 46;

(ii) The SBSTA invited Parties, NWP partner organizations and other relevant organizations to submit, by 20 September 2017, information on topics such as good practices, lessons learned and available tools and methods, based on their recent work in the area of human settlements and adaptation, including on assessing sensitivity and vulnerability to climate change, integrating both short- and long-term climate considerations (including both extreme and slow onset events) into planning, the role of national governments in supporting adaptation at the local level and city-to-city partnerships on climate change, bearing in mind the unique challenges and scale differences in urban, rural and remote settlements, in particular in small island developing States and the least developed countries; cross-cutting issues and linkages to the process to formulate and implement national adaptation plans (NAPs) should also be considered;[12]

(iii) The SBSTA requested the secretariat to utilize the submissions referred to in paragraph 15(b)(ii) above to inform the 11th Focal Point Forum, to be held in conjunction with SBSTA 47 (November 2017);

(iv) The SBSTA also requested the secretariat to organize the 11th Focal Point Forum around the topic of human settlements and adaptation, featuring speakers from local and municipal governments and Parties and relevant organizations;

(v) The SBSTA further requested the secretariat to prepare a report synthesizing the submissions referred to in paragraph 15(b)(ii) above and the topics discussed at the 11th Focal Point Forum for consideration at SBSTA 48 (April–May 2018); …

The summary of the key findings of submissions on human settlements and adaptation

Nairobi Work Programme: Addressing the knowledge-for-action gap in human settlements

Topics of the focus group discussions at the Focal Point Forum:

- Assessing sensitivity and vulnerability to climate change;
- Integrating short- and long-term climate consideration (including both extreme and slow onset events) into planning;
- The role of national governments in supporting adaptation at the local level, including linkages to the process to formulate and implement national adaptation plans (NAPs);
- City-to-city partnerships on climate change adaptation.

How will the Focal Point Forum contribute to climate action?

Following presentations on the key opportunities and challenges for adaptation in human settlements today, the Focal Point Forum will provide an interactive space for human settlements experts, country delegates, Nairobi work programme partner organizations and other interested organizations to:

- Discuss their specific challenges;
- Share their knowledge about successful experiences and relevant research; and
- Initiate collaboration to co-design innovative adaptation solutions.

How does the Nairobi work programme bridge adaptation knowledge gaps?

Knowledge gaps hinder adaptation planning and implementation in human settlements worldwide, as was recognized by Parties at the 44th session of the Subsidiary Body For Scientific and Technological Advice (SBSTA) in May 2016. Parties invited national and subnational governments, as well as all relevant organizations to help bridge the gaps by sharing information including good practices, lessons learned and available tools and methods through submissions. In response to the mandate, the secretariat prepared a summary of existing initiatives, and organized a pre-COP technical dialogue with partner organizations working on human settlements. At COP 23, the 11th Focal Point Forum will also facilitate science-policy-practice exchanges and collaboration. The secretariat will then prepare a synthesis report on human settlements and adaptation for consideration by Parties at SBSTA 48 in May 2018. The figure below highlights the Nairobi work programme's recent and upcoming activities on human settlements.

How can your government or your organization work with the Nairobi work programme to bridge the knowledge-for-action gap?

- Learn about all the opportunities for collaboration at the 11th Focal Point Forum;
- Share additional information on case studies, tools/methods and other knowledge resources through the Adaptation knowledge portal (www4.unfccc.int/sites/NWP/).

Contact us:
nwp@unfccc.int

Overview of key findings from the submissions

Twenty-four submissions were made by Parties, regional governments and expert organizations. They comprise three submissions from Parties, one from a group of Parties and 20 submissions from organizations including 13 Nairobi work programme (NWP) partner organizations. The submissions cover coastal, rural and remote settlements, as well as small island developing States (SIDS) and least developed countries (LDCs). They provide a snapshot of the current progress, opportunities and challenges in relation to the mandated topics. Twelve experts working on human settlements discussed and refined the submissions' key findings during a one-day pre-COP technical dialogue on Sunday 5 November 2017 to ensure that the latest experience and research are captured at the Focal Point Forum and in the upcoming synthesis report.

1. Assessing sensitivity to climate change

- **Climate change will exacerbate the vulnerability of human settlements** to other natural and man-made hazards, especially in developing countries, coastal areas, delta regions and SIDS.

- According to the fifth assessment report of the International Panel on Climate Change, **sensitivity and adaptive capacities are components of vulnerability**. The most climate-vulnerable groups are generally infants, the elderly, those with diseases, injuries and disabilities, as well as women and those living in marginalized, or informal settlements. However, rich and poor, women and men, old and young from both high and low income countries display different patterns of vulnerability to climate change.

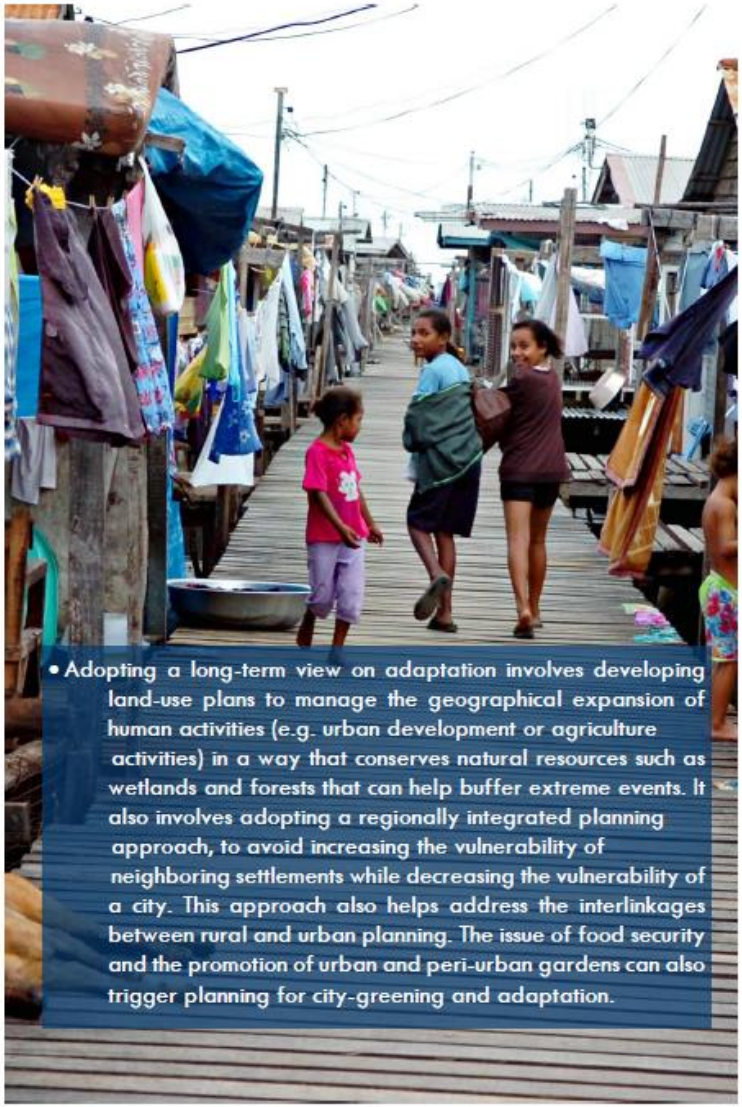
- **Assessment of vulnerability** in human settlements should be done at a **scale that can take into account context-specific economic, social, political and cultural drivers of vulnerability**. Gender-disaggregated data on vulnerability also needs to be collected, given that women play a different role than men in the care economy and are more subject to violence in case of disasters. Such data should be used to identify and address the underlying causes of differentiated vulnerability between men and women.

- Numerous **vulnerability assessment and adaptation planning toolkits** are available, targeting national to local governments and addressing the full spectrum of settlements from cities to villages, including informal settlements. The range of toolkits also allows for those lacking human and financial resources and/or risk reduction and resilience planning experience to undertake vulnerability assessments.

- Addressing the various levels and types of climate vulnerability in human settlements is best done through **inclusive assessment and planning processes**. Inclusivity means that vulnerable groups such as women and communities living in informal settlements take part in participatory assessments and planning exercises, along with civil society organizations, researchers and representatives of the private sector. Sufficient time should be allowed to integrate the agency of local communities in the planning process and build trust. Inclusivity also means that indigenous and traditional knowledge should complement conventional scientific knowledge to inform decision-making. This facilitates the implementation of adaptation actions.

2. Integrating both short-term and long-term consideration into planning

- Integrating both short-term and long-term consideration into adaptation planning can help avoid maladaptation, minimize climate-related loss and damage as well as build long-term adaptive capacities. In contrast, research shows that many local governments still approach planning in non-holistic, short-term ways. This includes building on flood plains to maximize economic gains, and addressing climate change-related impacts only after they have occurred. Political cycles can drive short-term perspectives and hinder planning for slow onset events.



- Adopting a long-term view on adaptation involves developing land-use plans to manage the geographical expansion of human activities (e.g. urban development or agriculture activities) in a way that conserves natural resources such as wetlands and forests that can help buffer extreme events. It also involves adopting a regionally integrated planning approach, to avoid increasing the vulnerability of neighboring settlements while decreasing the vulnerability of a city. This approach also helps address the interlinkages between rural and urban planning. The issue of food security and the promotion of urban and peri-urban gardens can also trigger planning for city-greening and adaptation.

- **Ecosystem-based adaptation (EbA)** has a long-term focus and brings numerous co-benefits such as carbon sequestration, biodiversity conservation and positive impacts on health. It can be combined with engineering-based solutions to effectively address climate risks. However, integrating long term consideration into planning requires to think beyond grey, blue and green infrastructural solutions and to consider the behavioural changes that are needed at personal, organizational and community levels for adaptation.

- Adaptation needs to be an **iterative, cross sectoral and open-ended planning and implementation process**. Long-term focused decision-making can be supported through the "adaptation pathways" method, which helps in visualizing a range of adaptation actions including determining likely implementation timescales. Thus, as circumstances change, decision-makers have ready-made options at hand to consider.

- **Resettlement of communities should be considered only as a last resort** through a participatory process and with sufficient safeguards not to increase the vulnerability of the displaced populations in other ways (i.e. hampering their ability to access the workplace, breaking up existing social networks and community groups). Conversely, upgrading informal settlements can be considered as an efficient measure to integrate long-term climate consideration into planning.

3. The role of national governments in supporting adaptation at the local level, including through national adaptation plans (NAPs)

- Numerous challenges still hinder adaptation planning processes in human settlements. These include:
  * Poor access to quality data, including downscaled climate projections,
  * Lack of local government and CSO staff who have the technical skills for data collection and analysis, as well as for iterative planning process, and for addressing loss and damage,
  * Access to financial resources for adaptation, and
  * Inadequate powers at the local level.

- Sufficient **capacities are a prerequisite to ensure that the necessary devolution of powers and resources lead to effective adaptation planning and implementation .** The authority and resources at the local level are indispensable to access finance, including international finance for adaptation. Calls for localizing climate finance and for provisions to ensure
  adequate technical and financial support for adaptation in human settlements were made to the international community

While some capacity building activities do take place, further support to strengthen capacities on climate-resilience at the local level is urgently needed. In addition, although numerous decentralized climate finance initiatives, including through local savings groups have emerged, scaling-up local level actions to enhance the climate-resilience of human settlements in developing countries requires that subnational governments have better access to international finance.

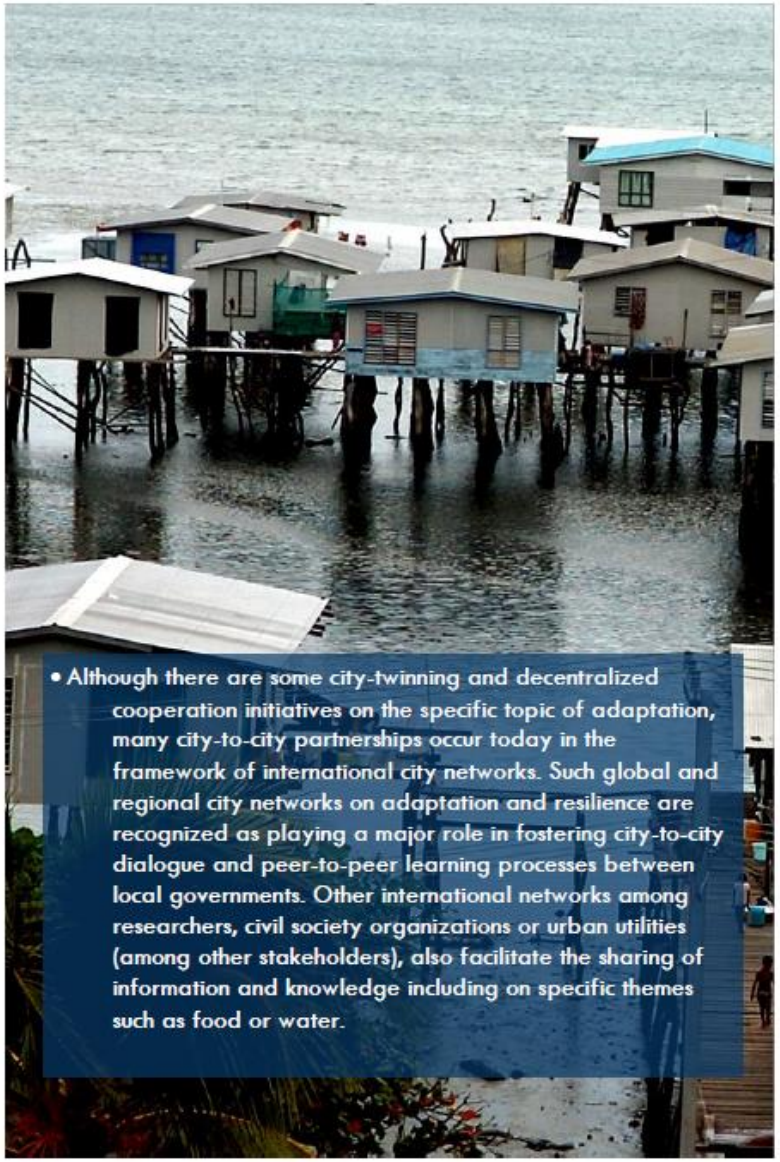
- Owing to those challenges, **national governments have an essential role to play in supporting local level government in their adaptation efforts**.
  - As a first step, national governments should ensure that national adaptation strategies, including NAPs, consider human settlements in their focus areas, and include a mandate for subnational governments to develop and implement adaptation plans, including by mainstreaming adaptation into statutory plans.
  - National governments also need to create an enabling environment, that includes the devolution of adequate powers and resources for subnational governments to take action. Such resources can include fiscal transfers, fiscal decentralization measures, as well as permissions to develop innovative financing mechanisms such as green bonds.
  - National governments can further support adaptation by producing reliable meteorological information, climate projections and socio-economic data, as well as by financing national resilience and adaptation research.
  - National governments can support "mediators" at the local level. A mediator, which may be a CSO, university or a multi-stakeholder working group, would prepare actionable information for local policy-makers and facilitate the inclusion of resilience approaches in local policy debates, while decreasing reliance on outside expertise. Such support from the national government would ensure the wide-spread scaling up of climate action

- Lastly, in addition to horizontal integration, there must be **intentional and strategic vertical integration in adaptation policy and actions**. This should include coordination and collaborations between national and subnational governments to plan, implement and monitor adaptation actions. Vertical integration, however, should not be understood as the replication of national plans at the local level, but as facilitating multilevel governance and integrated planning processes. Such multilevel governance should include national, regional/provincial and local governments as well as local communities. It would help national governments recognize the numerous adaptation initiatives that are already happening at the local level and could feed into the NAP process. Such multilevel governance could also facilitate the consideration of local climate action in Nationally Determined Contributions (NDCs). While some guidance may be available on how to integrate local governments in the NAP process, more guidance may be needed on how to consider human settlements, including cities, in NAPs.

4. City-to-city partnerships on climate change

- City-to-city partnerships have contributed to enhancing cities' understanding of climate risks and adaptation methods, thereby **accelerating the pace of innovation and implementation**.

- City-to-city partnerships appear to work best when the entities face similar circumstances and/or risks, whether they are from the Global North or South. Such city-to-city partnerships also include national city associations that can be instrumental in sharing information and knowledge on adaptation, including to secondary cities.



- Although there are some city-twinning and decentralized cooperation initiatives on the specific topic of adaptation, many city-to-city partnerships occur today in the framework of international city networks. Such global and regional city networks on adaptation and resilience are recognized as playing a major role in fostering city-to-city dialogue and peer-to-peer learning processes between local governments. Other international networks among researchers, civil society organizations or urban utilities (among other stakeholders), also facilitate the sharing of information and knowledge including on specific themes such as food or water.