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INTEGRATING HUMAN MOBILITY ISSUES WITHIN NATIONAL ADAPTATION PLANS

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Integrating Human Mobility

Issues within National

Adaptation Plans

United Nations University – Nansen Initiative Joint Policy Brief #2

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Foreword

Building upon the first policy brief which provided an introduction to human mobility concepts and the relevance for the United Nations Framework Convention on Climate Change (UNFCCC) process, this second joint policy brief, produced by the United Nations University (UNU) and the Nansen Initiative, examines the available options for coordinating and linking human mobility issues with climate change-related policies and planning, in particular, the development of national adaptation plans (NAPs).

Research has indicated that, when human mobility issues are addressed within NAPs, migration is usually viewed as something negative against which borders must be guarded. Preparedness for displacement, exploring potential planned relocation processes to prevent displacement or viewing migration as a form of adaptation (with a few exceptions) are not generally included in national plans. Thus, this policy brief explores the various ways in which human mobility can be meaningfully addressed within broader adaptation planning processes.

The editors are pleased that this policy brief features contributions from leading scholars, practitioners and professionals from the international policy process in a unique, first-time treatment on how human mobility features in the national adaptation planning processes of developing (and developed) countries. This policy brief complements other ongoing efforts such as the International Organization for Migration's (IOM's) proposed technical guidelines for incorporating migration issues into NAPs.

The document encapsulates an ongoing partnership among the United Nations and international organizations, scholars and climate policy professionals to support states in their efforts to articulate and implement policies that facilitate and enhance adaptation to climate change.

This second policy brief between UNU and the Nansen Initiative comes as countries have begun submitting their NAPs for initial feedback. We are confident that it will contribute to that process and provide insight as to where the adaptation plans of states intersect with human mobility issues.



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Purpose of this document

Through research and in practice, climate change and the associated pressures have been linked to different forms of human mobility including migration, displacement and planned relocation. Some countries have begun asking how they may address the needs of individuals on the move for reasons related in part to climate change. Because individuals' needs and challenges vary across types of human mobility, it is necessary to determine how to improve the resilience of affected countries, communities and individuals. Different policies are needed for different types of human mobility, which is the central theme of the first UNU–Nansen Initiative joint policy brief (Warner et al. 2013).

The purpose of this second collaborative policy brief is to apply a continually improving understanding to meaningful planning and operations. Hence, this document explores how NAPs can address human mobility and help strengthen the adaptive capacity of countries. This will allow for better and more informed responses and policies around adaptation and human mobility.

Summary of recommendations

National adaptation plans and building adaptive capacity

Recommendations: The national adaptation planning process provides for a comprehensive and iterative assessment of development needs and climate variability. The process provides an opportunity to ensure that important aspects of the vulnerability and adaptation of communities – namely, migration, displacement and planned relocation – are fully taken into account, both as potential challenges to be addressed as well as potential opportunities that provide viable adaptive responses. The integration of climate change considerations into regional deliberations on migration, displacement and planned relocation should help to pre-empt unforeseen transboundary problems arising from the adverse effects of climate change.

Taking stock of human mobility in initial national adaptation programmes of action and plans

Recommendations: NAPs can address migration issues related to climate change in two ways: 1) through adaptation plans to reduce the pressure of migration, avert displacement and avoid the need for planned relocation; and 2) through adaptation plans that envision migration as an adaptation strategy.¹ Many of the existing national adaptation programmes of action (NAPAs) recognize that the loss of habitat and livelihoods could precipitate large-scale migration, particularly from coastal areas that may be affected by rising sea levels and from areas susceptible to increased drought, flooding or other environmental hazards that affect agriculture.

Preparing for human mobility within national adaptation planning: The Republic of Kiribati

Lesson learned: In the immediate short term, overseas work opportunities allow migrants to send remittances to family members remaining on the islands so that they may remain in their homes as long as possible. In the longer term, if climate change and other contributing factors continue to render more land uninhabitable, those migrants who initially move abroad may also form a support network to receive individuals who need to move from their homes in future.

Results from Nansen Initiative regional consultations to date

Recommendations: The Nansen Initiative consultative process has identified a series of measures to address human mobility that are now suitable for integration into NAPs. While preparing for and responding to displacement when it occurs is crucial, states and regional organizations need a set of policy options that address the spectrum of human mobility that can implemented before displacement or other forms of “vulnerable” movement occur. In addition, policy options that underline the usefulness of incorporating human mobility within regional climate change and disaster risk management strategies are necessary.

Guidelines for integrating migration into the national adaptation planning process

Recommendations: Integrating migration into national adaptation planning includes an evidence-based assessment

¹ National adaptation programmes of action reviewed for this report include those from the following countries: Afghanistan, Bangladesh, Bhutan, Cambodia, Cape Verde, Central African Republic, Eritrea, Ethiopia, Gambia, Guinea-Bissau, Haiti, Kiribati, Laos, Lesotho, Malawi, Maldives, Mali, Mauritania, Niger, Samoa, Sao Tome and Principe, Sierra Leone, Solomon Islands, Sudan, Tanzania, Tuvalu, Uganda and Yemen. Documents related to national action plans include those from Burundi, the Cook Islands, Ethiopia, Fiji, Ghana, Kenya, Lesotho, the Marshall Islands, Rwanda, the Solomon Islands, Tuvalu and Vanuatu and are available at http://unfccc.int/adaptation/workstreams/national_adaptation_programmes_of_action/items/4585.php.

to identify key human mobility and climate change issues in a country; designing and incorporating policies, programmes and concrete activities on migration for adaptation into national planning; *building capacity* including securing the appropriate financial support; implementation across appropriate *operational and institutional channels* with clear objectives, beneficiaries, roles and timelines; and the *long-term monitoring and evaluation* of adaptation and development objectives and strategies.

National adaptation and planning for relocation

Recommendations: When *planned relocation* related to climate change cannot be avoided, its *scale should be minimized and must always involve the participation of the affected communities*. Success factors include having sufficient lead-time to enable careful, participatory planning processes, appropriate land acquisition and ensuring sustained and sufficient financing to resettle individuals in a way that improves rather than deteriorates living standards.

Challenges for integrating human mobility into national adaptation plans

Recommendations: To ensure that NAPs are effective mechanisms in addressing human mobility within the context of climate change, four challenges must be addressed. These include 1) *technical advice and operational guidance for governments on how to incorporate mobility*, 2) *providing governments with more data on specific ways in which climate change will affect (and be affected by) mobility as*

they draft their NAPs, 3) *ensuring governments involve the appropriate experts and practitioners on human mobility in the preparation of NAPs* and 4) *ensuring governments have access to an inventory of good practices* to ensure that NAPs include strategies that address both sides of the interconnection between climate change and human mobility.

Gaps in understanding and the need for additional research

Recommendations: In order to fill existing knowledge gaps, fostering an enhanced understanding will assist in determining what the relationship is between human mobility and adaptation processes; how the impacts of climate change affect patterns of migration, displacement and planned relocation; and what kinds of policies may enhance human mobility, which ultimately builds resilience in national adaptation planning and implementation.

Practical, evidence-based ways to address human mobility in national adaptation plans

Recommendations: Several practical, evidence-based measures can be included in NAPs to address human mobility. These include measures to consult affected, vulnerable communities; measures to prevent migration that diminishes human welfare and results in displacement including programmes and projects to strengthen the resilience of communities; measures to facilitate beneficial movements that enable improved adaptation to the effects of climate change; and measures to address “vulnerable” migration, displacement and planned relocation where it occurs.





Part I: Reducing vulnerability and integrating adaptation into new and existing policies on mobility

1. Introduction

The Intergovernmental Panel on Climate Change (IPCC) Special Report on Extreme Events (2012) indicates that some observed impacts of climate change – in particular, changes in rainfall and sea-level rise – are unfolding considerably faster than had previously been anticipated. Projected climatic changes, such as rising temperatures, increasingly erratic weather and changing frequencies and intensities of extreme weather events, are expected to adversely affect people's livelihoods and alter different forms of human mobility including voluntary migration, displacement and planned relocation. The IPCC Working Group 2 on Adaptation argues that human mobility associated with climate change may become a defining humanitarian and development issue in the coming decades (Summary for Policymakers, March 2014).

Some countries have begun asking how they may address the needs of individuals who are on the move for reasons related in part to climate change. The needs of affected populations vary across types of human mobility and it is necessary to identify their needs in order to improve the resilience of affected countries and communities. Different policies are needed for different types of human mobility,

the central theme of the first UNU–Nansen Initiative joint policy brief (2013). The purpose of this document is to explore how NAPs can address human mobility and help strengthen the adaptive capacity of countries.

In part I of this document, the authors situate the topic of human mobility within key terms and concepts in adaptation relying primarily on definitions from the IPCC’s Fifth Assessment Report (IPCC AR5 Working Group 2 Glossary). Then, attention turns to how human mobility fits into the purpose and scope of national adaption planning within UNFCCC. In part II, the report examines current experiences with adaptation and planning that includes human mobility. This section draws from experiences with the national adaptation programmes of action (NAPAs), the Government of Kiribati’s “migration with dignity” policy and preliminary results from regional consultations conducted by the Nansen Initiative. Part III, then, reviews emerging guidance from leading operational organizations on human mobility, such as IOM and the United Nations Office of the High Commissioner for Refugees (UNHCR). Part IV concludes the report with an outlook on national adaptation planning and human mobility including areas for further research, existing challenges and thoughts on measures that could be included in NAPs around human mobility.





Human mobility and adaptation to climate change: Key terms and concepts

This section outlines some of the key terms and concepts related to human mobility and adaptation, which are used throughout this report. Unless otherwise noted, these terms are taken from the glossary of the IPCC AR5, Working Group 2 on Adaptation.

Adaptation

In human systems, adaptation is the process of adjustment to the actual or expected climate and its effects which seeks to moderate harm or exploit beneficial opportunities. In natural systems, adaptation is the process of adjustment to the actual climate and its effects; human intervention may facilitate adjustment to the expected climate.

Incremental adaptation refers to adaptive actions where the central aim is to maintain the essence and integrity of an incumbent system or process at a given scale (Park et al., 2012).

Transformational adaptation refers to an adaptation that changes the fundamental attributes of a system in response to the actual or expected climate and its effects. See also transformation.

Climate-resilient pathways

Climate-resilient pathways are evolutionary processes for managing change within complex systems in order to reduce disruptions and enhance opportunities. They are rooted in iterative processes of identifying vulnerabilities to climate change impacts. They may include taking appropriate steps to reduce vulnerabilities in the context of development needs and resources and to increase the options available for reducing vulnerability and coping with unexpected threats; monitoring emerging climate parameters and their implications, along with monitoring the effectiveness of vulnerability reduction efforts; and revising risk reduction responses on the basis of continuous learning. This process may involve a combination of incremental changes and, as necessary, significant transformations.

Coping

Coping refers to the use of available skills, resources and opportunities to address, manage and overcome adverse conditions with the aim of achieving a basic functioning of people, institutions, organizations and systems in the short to medium term.

Disaster risk reduction (DRR)

Disaster risk reduction (DRR) denotes both a policy goal or objective and the strategic and instrumental measures employed for anticipating future disaster risk; reducing an existing exposure, hazard or vulnerability; and improving resilience.

Human mobility

Human mobility is a generic term used in this report to refer to various forms of mobility in the context of climate change and disasters including migration, displacement and planned relocation as defined by Decision 1.CP 16 of Cancun COP 16 (See UNFCCC 2010, para 14(f). Source of definition: authors.

Displacement

Displacement encompasses internally displaced persons in the context of disasters and the effects of climate change as well as cross-border displacement. The Guiding Principles on Internal Displacement defines internally displaced persons as “people or groups of people 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 [...] natural or human-made disasters, and who have not crossed an internationally recognized state border.” The Nansen Initiative defines cross-border displacement as “people forcibly displaced by floods, wind-storms, earthquakes, droughts and other natural disasters.” In both cases, displacement is not voluntary. Source: Nansen Initiative 2013.

Environmental migration

IOM (2007) defines *environmentally induced migration* as "... persons or groups of persons who, predominantly for reasons of a 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". This definition encompasses both "forced" and "voluntary" migration, since it uses the expressions "obliged to leave" and "choose to do so", respectively. The IPCC AR5 glossary further adds, "All migration decisions are multi-causal, and hence it is not meaningful to describe any migrant flow as being solely for environmental reasons." It is understood as a case-by-case process that does not involve the government.

Human security

Human security is a condition that is met when the vital core of human lives is protected and when people have the freedom and capacity to live with dignity. In the context of climate change, the core of human lives includes the universal and culturally specific material and non-material elements necessary for individuals to act on behalf of their own interests and to live with dignity. There is robust evidence that poverty, many kinds of discrimination and extreme natural and technological disasters undermine human security and that it can be enhanced by actions to reduce vulnerability to climate change.

Planned relocation

Planned relocation refers to the process of moving people out areas affected by climate change and disasters. Planned relocation is ordinarily instigated, supervised and carried out by the state or under its authority. Planned relocation also has the potential to reduce or even avoid the displacement of people. Among the categories of persons with the potential to require planned relocation are people who need to be relocated 1) from areas prone to sudden-onset hazards; 2) because their livelihoods and settlements are threatened by the slow-onset

effects of climate change; 3) because their country or parts of their country face destruction from the effects of climate change (e.g., small island states facing rising sea levels); and 4) due to mitigation and adaptation projects associated with climate change (e.g., the construction of dams for hydropower and water storage, biofuel and forest plantations, seawalls, coastal defences, dykes, irrigation schemes and water reallocation projects). Source: UNHCR (Sanremo, 2014) drawing upon Warner et al., 2013.

Resilience

Resilience refers to the ability of a social, ecological or socio-ecological system and its components to anticipate, reduce, accommodate or recover from the effects of a hazardous event in a timely and efficient manner.

Risk management

Risk management refers to the plans, actions or policies implemented to reduce the risks of or respond to climate change impacts or extreme weather events.

Transformation

Transformation refers to a change in the fundamental attributes of a system often based on altered paradigms, goals or values. Transformations can occur in technological or biological systems, financial structures and regulatory, legislative or administrative regimes.

Vulnerability

Vulnerability refers to the propensity or predisposition to be adversely affected.

2. National Adaptation Plans and building adaptive capacity

Youssef Nassef

Recommendations: The national adaptation planning process provides for a comprehensive and iterative assessment of development needs and climate variability. The process provides an opportunity to ensure that important aspects of the vulnerability and adaptation of communities – namely, migration, displacement and planned relocation – are fully taken into account, both as potential challenges to be addressed as well as potential opportunities that provide viable adaptive responses. The integration of climate change considerations into regional deliberations on migration, displacement and planned relocation should help to pre-empt unforeseen transboundary problems arising from the adverse effects of climate change.

Under the Cancun Adaptation Framework (CAF; Decision 1/CP.16), the UNFCCC Conference of the Parties (COP) established a process to enable the least developed countries to formulate and implement NAPs. It also invited other developing countries to employ the modalities formulated to support NAPs in the elaboration of their planning effort. The same decision invited all parties to enhance adaptive action under CAF by undertaking, inter alia, measures to enhance understanding, coordination and cooperation regarding climate change-induced displacement, migration and planned relocation at the national, regional and international levels where appropriate (1/CP.16 para 14(f) in UNFCCC 2010).

Human mobility is relevant to adaptation planning in the sense of seeking to avoid displacement or migration that erodes human welfare where there is a discernible risk of it arising as a result of

the effects of climate change. It is also relevant when attempting to capitalize on the potential for migration or planned relocation where these are deemed the most viable adaptive strategies.

Unlike NAPAs, which helped to identify and prioritize urgent adaptation needs in the short term, NAPs are broader and cross cutting. They cover medium- to long-term needs, are integrated into the national development plans and include multiple tools that a country uses in its planning processes.

The objectives of NAPs focus on reducing vulnerability by building adaptive capacity and on facilitating the integration of adaptation into relevant new and existing policies, programmes and activities. It follows that addressing the concepts of displacement, migration and planned relocation, particularly insofar as these can be avoided or reduced (displacement) or planned pre-emptively (migration and planned relocation) as adaptive measures, can be best approached from a two-pronged perspective. Thus, one perspective integrates displacement, migration and planned relocation into the adaptation planning process. While the second perspective works in the opposite direction – that of integrating adaptation to climate change into national (and transboundary) policies, programmes and activities that focus on displacement, migration and planned relocation.

Integrating migration, displacement and planned relocation into adaptation considerations

Among the projected adverse effects of climate change are those which trigger the displacement of individuals, unless they are able to move out of harm's way before they are compelled to leave. In this context, planned relocation within one's own country or to a location abroad could provide a viable and cost-effective response to such impacts, including those resulting from a loss of territory or livelihoods or due to disease epidemics. Similarly, pre-emptive voluntary migration may help families to adapt to environmental impacts that could eventually result in displacement

unless individuals are appropriately prepared. Thus, the necessary components of the adaptation planning effort could include preventing displacement or adopting measures for addressing it effectively; preparing populations for voluntary migration and facilitating such movements; or planning for relocation where it is the most viable adaptive option. In the latter case, timing is vital so that affected communities do not become “trapped” in immobility.

One of the important aspects of addressing displacement as a hazard or planned relocation as an adaptive opportunity is the special situation of the most vulnerable persons among these susceptible communities. These include women and children, older persons, the infirm, disabled and destitute. Given the potential physical strain of the relocation process whether voluntary or involuntary, special provisions may be needed to ensure that these vulnerable groups are given due consideration during the adaptation planning stage and receive equitable access to basic services as well as any additional provisions necessary to address their special vulnerabilities.

The NAP technical guidelines envision conducting participatory stakeholder consultations. A concerted effort to engage from the outset those vulnerable groups for whom displacement is a potential risk or planned relocation a potential opportunity could prove to be an effective strategy to improve the chances for a successful assessment of how migration, displacement and planned relocation would best feature in a country's NAP. Early consideration will also enable countries to address the regional and international dimensions of these matters as envisaged by COP in its decision 1/CP.16 (UNFCCC 2010).

[Integrating adaptation into migration, displacement and planned relocation considerations](#)

Further to the abovementioned integration of aspects of migration, displacement and relocation into the adaptation planning

process, the other side of the coin is equally important. Specifically, it is important to address the integration of adaptation into considerations of migration, displacement and relocation.

Many countries already have strategies for relocation planning possibly emerging out of considerations unrelated to climate change. Others may have livelihoods dependent on mobility, e.g., transhumance and nomadism. Given that the impacts of climate change add an additional layer of vulnerability, their consideration needs to be mainstreamed into existing policies that relate to human mobility including those associated with settlement patterns and rural–urban demographics. For this to succeed, methodologies and the data needs that underlie these policies will require revisions in order to take into account the superimposed signal of the effects of climate change.

Where such aspects include transboundary implications, potential statelessness or conflict, the early integration of climate change considerations into such policies will help safeguard against their traversing into dangerous territory that can impinge on national and regional security and lead to a vicious cycle of further conflict-driven movements. The integration of climate change considerations into regional deliberations on migration, displacement and planned relocation promises to pre-empt unforeseen transboundary problems arising from the adverse effects of climate change.

The NAP process provides for a comprehensive and iterative assessment of the development needs and climate variability. As such, it provides solid ground for ensuring that the important aspects of vulnerability and the adaptation of communities—namely, migration, displacement and planned relocation—are fully taken into account, both as potential challenges to be addressed, but also as potential opportunities that provide viable adaptive responses.

Part II: Current experience with adaptation planning and human mobility

3. Taking stock of human mobility in initial National Adaptation Programmes of action and plans²

Susan Martin

Recommendations: NAPs can address migration issues related to climate change in two ways: 1) by reducing the pressures related to migration and to avert displacement and the need for planned relocation; and 2) by envisioning migration as an adaptive strategy.³ Many existing NAPAs recognize that the loss of habitats and livelihoods can precipitate large-scale migration, particularly from coastal areas that may be affected by rising sea levels and from areas susceptible to increased drought, flooding or other environmental hazards that affect agriculture.

² This section builds upon the work of Martin and others, and Sward and Codjoe (2014).

³ The national adaptation programmes of action reviewed for this report include those from Afghanistan, Bangladesh, Bhutan, Cambodia, Cape Verde, Central African Republic, Eritrea, Ethiopia, Gambia, Guinea-Bissau, Haiti, Kiribati, Laos, Lesotho, Malawi, Maldives, Mali, Mauritania, Niger, Samoa, Sao Tome and Principe, Sierra Leone, the Solomon Islands, Sudan, Tanzania, Tuvalu, Uganda and Yemen. Documents related to NAPs include those from Burundi, the Cook Islands, Ethiopia, Fiji, Ghana, Kenya, Lesotho, the Marshall Islands, Rwanda, the Solomon Islands, Tuvalu, and Vanuatu. All are available from http://unfccc.int/adaptation/workstreams/national_adaptation_programmes_of_action/items/4585.php.





National adaptation plans build upon those NAPAs developed by least developed countries prior to UNFCCC COP in Cancun. As a relatively new process, NAPs have yet to be developed and submitted. NAPs should keep to core UNFCCC principles—that is, to “protect the climate system for the benefit of present and future generations of humankind, on the basis of equity and in accordance with their common but differentiated responsibilities and respective capabilities (Article 3)” (UNFCCC 1992). Thus, they should be developed through processes that are participatory and fully transparent, and which take into consideration vulnerable groups, communities and ecosystems. They should also be gender-sensitive. In developing NAPs, governments should be guided by the best available science, taking into account, when appropriate, traditional and indigenous knowledge. NAPs should help integrate adaptation into social, economic and environmental policies and actions and avoid the duplication of efforts. During the development of plans, four elements should be considered: laying the groundwork and addressing gaps; preparatory elements; implementation strategies; and reporting, monitoring and review. Technical assistance is available for the development of NAPs including workshops and expert meetings, trainings, technical papers and technical advice. Financial support for the development of NAPs comes primarily from two sources – the Least Developed Countries Fund (LDCF) and the Special Climate Change Fund (SCCF), in addition to other sources available to countries directly.

Thus, the experience of NAPAs are relevant in the provision of guidance to ensure that NAPs take migration, displacement and planned relocation issues into account throughout the planning process. NAPAs and NAPs address migration issues related to

climate change in two ways: 1) through adaptation plans to reduce the pressures associated with migration and to avert displacement and the need for planned relocation and 2) through adaptation plans that envision migration as an adaptive strategy.⁴ Many of the plans recognize that the loss of habitats and livelihoods could precipitate large-scale migration, particularly from coastal areas that may be affected by rising sea levels and from areas susceptible to increased drought, flooding or other environmental hazards that affect agriculture. As an example, the Cook Islands’ JNAP states, “Issues relating to the continuing outward migration of Cook Islanders is a major priority for the Government, so much so that it is listed as a major threat to sustainable development.”⁵ It recognizes that environmental issues are but one factor influencing the movement of islanders to wealthier countries in the region and sees planned relocation as an important DRR strategy to prevent harm from natural hazards.

NAPAs and reducing factors that can drive “vulnerable migration” and displacement

Most NAPAs focused proposed adaptation strategies on ways to reduce migration-related pressure and allow individuals to remain in their original settlements. The strategies generally sought to adapt agricultural practices, the management of pastoral lands, infrastructures such as dykes and coastal barriers, fishing patterns and other strategies to reduce the pressure on fragile ecosystems thereby allowing populations to remain in place. Bangladesh, for example, sought to combat salinization, arguing that it will help reduce migration to cities for jobs and livelihoods and help halt the “social consequences of mass scale

4 The national adaptation programmes of action reviewed for this report include those from Afghanistan, Bangladesh, Bhutan, Cambodia, Cape Verde, Central African Republic, Eritrea, Ethiopia, Gambia, Guinea-Bissau, Haiti, Kiribati, Laos, Lesotho, Malawi, Maldives, Mali, Mauritania, Niger, Samoa, Sao Tome and Principe, Sierra Leone, the Solomon Islands, Sudan, Tanzania, Tuvalu, Uganda and Yemen. Documents related to NAPAs include those from Burundi, the Cook Islands, Ethiopia, Fiji, Ghana, Kenya, Lesotho, the Marshall Islands, Rwanda, the Solomon Islands, Tuvulu, and Vanuatu. All are available from http://unfccc.int/adaptation/workstreams/national_adaptation_programmes_of_action/items/4585.php.

5 The Cook Islands, Joint National Action Plan for Disaster Risk Management and Climate Change Adaptation (JNAP) 2011–2015. Available from http://www.undp-alm.org/sites/default/files/downloads/jnap_-_final_2012_cook_is.pdf.

migration to cities.” Guinea-Bissau’s plan proposes a project for the protection of salt-water rice against high-tide invasion to stem migration. The Central African Republic designated a project entitled “The Management of Native Lands for the Rehabilitation of Pastoral Spaces” as a way to reduce nomadic practices that are shifting towards permanent settlement. Mali proposed enhancing the durable production of fish and diversifying the activities of fishing communities to reduce migration pressure.

Approaches to reduce displacement often focus on early warning and emergency preparedness in the context of disasters associated with climate change. For example, Tuvalu proposed a project, “Strengthening Community Disaster Preparedness and Response Potential”, which includes a post-disaster resettlement and rescue plan. Mozambique proposed establishing an early warning system that will help identify risky and vulnerable areas and resettle or relocate those populations from flood- and cyclone-prone areas.

Plans also address the role of the planned relocation of individuals as an adaptive strategy, particularly in the context of rising sea levels. In its NAPA, Sao Tome and Principe, for example, proposed an infrastructure project entitled “The Displacement of Local Communities”. Arguing that torrential rains, floods and rising sea levels placed fishing and farming communities at risk, interrupted their livelihoods and forced them to move, its NAPA signalled the government’s intention to relocate coastal populations at risk of floods and landslides to protected areas compensating them for the harmful effects of climate change. Similarly, Samoa proposed adaptation activities that would include assistance for the relocation of inland communities. A plan entitled “Implementing Coastal Infrastructure Manage-

ment Plans for Highly Vulnerable Districts Project” envisions the incremental relocation of community and government assets outside coastal hazard zones. Additionally, the Solomon Islands presented projects focused on relocating at-risk populations. The first priority for adaptation in the Maldives’ NAPA was the safer island strategy, which would move communities from the smaller, more vulnerable islands to those which are larger and better-protected, elevate islands and protect coastal zones.

Tuvalu’s NAPA offers the most detailed steps to be taken in determining the need for international relocation, including the assessment of the opportunities available under the special Pacific Access Category (PAC) for Tuvaluans. It explores other migration schemes; the establishment of “professional training programmes in key identified occupations to allow for employment in neighbouring countries if climate change migration is necessary”; awareness-raising on the requirements and conditions of PAC and other schemes; the development of migration and relocation plans for each island; using sound scientific and socio-economic assessments including a feasibility study on the costs of relocation; consultation with possible host nations, if appropriate; and solicitation of “support from the United Nations Security Council, the United Nations General Assembly and UNFCCC on the issue of forced migration (climate displaced people)”.⁶

Few plans view the spontaneous movement of people from rural to urban areas as a positive adaptation strategy even though, as one expert notes, “projects to facilitate the movement of vulnerable people in agriculture to the urban areas that are already attracting many farmers and their families, ... may, in some cases, be the best use of limited funds to help vulnerable people”.⁷ In fact, as described above, governments gener-

6 Tuvalu National Strategic Action Plan for Climate Change and Disaster Risk Management: 2012–2016. Available from http://www.undp-alm.org/sites/default/files/downloads/tuvalu_national_strategic_action_plan_for_climate_change_and_disaster_risk_management_2012_-_2016_eng_translation.pdf.

7 Martin, P. (2012). Climate Change, NAPAs, Agriculture, and Migration in LDCs. Washington, D. C.: German Marshall Fund. Available from http://issuu.com/georgetownsfs/docs/martin_21nov2012_pm3.

ally decried rural-to-urban migration and sought programmes to deter people from leaving home rather than to facilitate their movements in a manner that would address the potential negative effects on urban destinations. Kenya's National Climate Change Action Plan for 2013–2017 did note, however, the importance of conducting new research on migration as a coping strategy. No plan reviewed for this paper addressed the potential for urban-to-rural or urban-to-urban movements that may arise if climate change renders areas within coastal cities uninhabitable.

Although migration emerged as a theme in NAPAs and various climate change strategies available for review, the documents generally provided little detail on strategies to prevent movements or to facilitate them when needed. The NAP process provides an opportunity, however, to engage in planning that would bring migration expertise to bear in thinking through both sides of adaptation strategies – preventing unwanted and “distress migration” (see Betts 2010) and (involuntary) displacement while facilitating beneficial movements that enable improved adjustment to the impact of climate change.

There are a number of [challenges, however, that need to be addressed if NAPs are to be effective mechanisms to address the migration, displacement and planned relocation ramifications of climate change](#). These challenges are outlined in part IV of this publication.

4. Migration with dignity: preparing for human mobility within National Adaptation Planning: The Republic of Kiribati ⁸

Hannah Entwisle Chapuisat

[Lessons learned](#): In the immediate short term, [overseas work opportunities allow migrants to send remittances to family members remaining behind so that they can remain in their homes as long as possible](#). In the longer term, if climate change and other contributing factors continue to make more land uninhabitable, those [migrants who move abroad initially may also form a support network to receive individuals who need to move from their homes in the future](#).

Low-lying island nations such as Kiribati, Tuvalu and the Marshall Islands in the Pacific region face a unique challenge when faced with sea-level rise and other natural hazards associated with climate change – that is, the impossibility of retreating to higher land. Consequently, the Government of Kiribati, with the support of its citizens, has decided that, if catastrophe is inevitable, it needs to prepare itself and its people for eventual migration.

[The reality of relocation and displacement](#)

In January 2007, when Kiribati submitted its NAPA, the country had already experienced incidents of flooding caused by erosion that forced individuals to relocate their homes or to retreat inland. In light of projections associated with sea-level rise at

⁸ This section was drafted by the Nansen Initiative Secretariat in close consultation with the Government of Kiribati.

that time as well as the challenges of limited water supplies, growing population levels and food insecurity, the government prioritized the need to develop long-term adaptation strategies that include population and resettlement programmes.

Since then, massive coastal erosion and extreme spring tides in Kiribati have forced a number of villages, public buildings and schools to relocate as an adaptive strategy. Most displaced persons have been welcomed into the homes and onto the lands of extended family members. However, over the past three years, coastal erosion has continued at an alarming rate and continues to raise grave concerns for the government given the lack of suitable options for protecting its citizens from future disasters.

Voluntary migration as a potentially positive form of adaptation

With few opportunities within the country, Kiribati has recognized the positive role that voluntary migration can play as an adaptive measure to climate change. The government acknowledges that not all migration is positive and, without proper support, may even place migrants in a precarious economic or social position. However, adaptive measures to promote positive forms of migration can include training opportunities, prioritized migration categories and cultural orientation programmes upon arrival in receiving countries so that migrants can live and work with dignity abroad. Consequently, Kiribati has embarked on a series of radical changes to prepare its population so that those who wish to migrate can do so with dignity.

Migration with dignity

Launched by President Anote Tong, Kiribati's "migration with dignity" policy includes activities such as improving course offerings in technical and vocational fields to train and 'up-skill' Kiribati citizens so that they can compete on the global labour market.

The government is undertaking activities in the areas of seafaring, nursing, teaching and policing. For example, the Maritime Training for Merchant and Fishing Seafarers programme has been certified as complying with the International Convention on Standards of Training, Certification and Watchkeeping for Seafarers (STCW). In collaboration with Griffith University in Australia, the pilot Kiribati–Australia Nursing Initiative programme, funded by the Australian Agency for International Development (AusAID), provides scholarships to students from Kiribati for training as nurses in accordance with international standards. Another important project includes strengthening the English-language skills of primary school teachers with the aim of increasing employment opportunities abroad.

An important part of migrating with dignity includes the need to help I-Kiribati* migrants acclimate to cultural differences abroad and to retain a connection to the communities, identity and culture which migrants leave behind. For example, programmes have been put in place to provide pastoral support for those planning to work abroad. Migrants may also have the opportunity to receive training assistance to help them adapt to different cultural norms and expectations upon arrival in the receiving country.

International cooperation

Facilitating migration as a positive form of adaptation also requires collaboration and cooperation with other states. Within the Pacific region, many I-Kiribati people benefit from seasonal employment programmes in Australia and New Zealand and PAC in New Zealand. In addition to providing a source of income, these international work schemes provide I-Kiribati an opportunity to work in a foreign setting and learn how to adapt to a multicultural environment. Employers participating in these programmes have also shown a willingness to

* The term "I-Kiribati" can be used as a noun or an adjective and means "(a person) from Kiribati". See the Oxford Advanced American Dictionary <http://oaadonline.oxfordlearnersdictionaries.com/dictionary/i-kiribati>

provide on-the-job training equipping workers with additional knowledge and skills to make them more competitive on the global market should they choose to migrate on a longer-term basis.

Outlook: A people-centred approach to adaptation

The above represent small but important stepping stones toward eventual migration; in combination, they also provide the I-Kiribati with significant skills and knowledge that they can use to contribute to their own communities for as long as they remain in their country. In the immediate short-term, overseas work opportunities allow migrants to send remittances to family members staying behind on the islands so that they can remain in their homes as long as possible. In the longer term, if climate change and other contributing factors continue to render more land uninhabitable, the migrants who move abroad initially may also form a support network which is capable of receiving individuals who need to move from their homes in the future.

The outcome document from the United Nations Climate Change Conference (COP18) correctly highlights the importance of cooperation between all nations and puts into place a platform of friendship and collaboration upon which adaptation activities may be launched. Kiribati's migration with dignity policy provides an example of people-centred measures that can provide those most affected by climate change with positive opportunities for adaptation when mitigation is no longer possible.

5. Results from Nansen Initiative regional consultations to date

Walter Kälin

Recommendations: The Nansen Initiative consultative process has identified a series of measures addressing human mobility now suitable for integration into NAPS. While preparing for and responding to displacement when it occurs is crucial, states and regional organizations need a set of policy options that address the spectrum of human mobility that can occur before displacement or other forms of “vulnerable” movement occur. It is also necessary to underline the usefulness of incorporating human mobility within regional climate change and disaster risk management strategies.

Launched in September 2012 by the governments of Norway and Switzerland, the Nansen Initiative is a consultative process aimed at building consensus on the development of a protection agenda to address the needs of people displaced across international borders in the context of disasters linked to natural hazards including the effects of climate change. The Nansen Initiative is presently in the midst of conducting a series of regional consultations covering the Pacific, Central America, the Greater Horn of Africa and South-East and South Asia and undertaking several consultative workshops with civil society representatives.⁹ The results of these consultative processes will be consolidated and provide the basis for a global intergovernmental consultation in 2015 on the envisaged protection agenda.

⁹ The outcome documents and reports from these consultations are available from <http://www.nanseninitiative.org/consultations>.

“In June 2011, the Nansen Conference on Climate Change and Displacement in the Twenty-first Century convened to address climatic challenges and the implications for human displacement. The Nansen guiding principles of the conference focused on the need for, inter alia:

- Shared responsibility in responding to the humanitarian impact of climate change;
- Leadership and engagement among local governments and communities, civil society and the private sector;
- Regional frameworks and international cooperation to enable cross-border movements;
- Increasing local and national capacity to respond to disasters;
- Further strengthening disaster prevention and preparedness;
- Utilizing existing legal frameworks and protection regimes and;
- A more coherent approach to protection at the international level.

Since its establishment in October 2012, the Nansen Initiative has facilitated a state-owned consultative process outside the United Nations to build consensus – in a bottom-up manner – among interested states regarding how best to address cross-border displacement in the context of sudden- and slow-onset disasters.”

Source: Warner and others, 2013.

The Nansen Initiative consultative process identified a series of measures to address human mobility which are now suitable for integration into NAPs to avoid situations where individuals are forced to move away from their homes. The consultations and research undertaken thus far indicate that while preparing for and responding to displacement when it occurs is crucial, states and regional organizations need a set of policy options that address the spectrum of human mobility that can occur before displacement or other forms of “vulnerable” movement occur. Anticipatory planning, such as the national adaptation planning process is crucial to preventing or mitigating displacement, reducing vulnerability and strengthening the resilience of communities. Relevant adaptive measures for vulnerable individuals or communities may include facilitating different forms (i.e., circular, temporary or permanent) of voluntary migration abroad or the planned relocation of communities within or beyond affected states. Findings from the Nansen Initiative consultations also underline the usefulness of incorporating human mobility within regional climate change strategies.

The Pacific

The first Nansen Initiative Regional Consultation in the Pacific was hosted by the Government of the Cook Islands. A significant number of the region’s states feature small, low-lying islands, making them particularly at risk from the effects of climate change. Yet, all of the Pacific region island countries are affected by both slow and sudden-onset natural hazards including cyclones, earthquakes, tsunamis, floods and drought. Participants from the Pacific region emphasized that moving from their homes is the last resort and strongly supported continued efforts to mitigate the negative effects of climate change. However, they also acknowledged that migration, relocation and displacement in the context of disasters are already a reality in the Pacific region.



Lessons learned and challenges

- **Voluntary migration.** In particular, Pacific participants highlighted the importance of recognizing voluntary migration as a potentially positive form of adaptation to climate change whether migration was circular, temporary or permanent. Voluntary migration was recognized as a way to adapt to climate change through sending remittances back home to strengthen the resilience of communities and as a way to move to a safer area. The Government of Kiribati's "migration with dignity" policy was highlighted as the most innovative and includes programmes such as training nurses and seamen in accordance with international standards so that they can compete on the global job market.
- **Maintaining identity and cultural ties.** Participants of the Pacific region consultations also emphasized the importance of ensuring that individuals are able to maintain their identity by **retaining a connection to their culture and land if they are forced to move from their homes. For instance, by allowing dual citizenship** in the case of permanent migration.
- **Planned relocation and community consultation.** The planned relocation of communities living in areas at risk for natural hazards is currently applied by some states as a measure to avoid displacement (i.e., Fiji). In other cases, relocation processes take place after disasters (i.e., Vanuatu). The Pacific region's historical experience with planned relocation processes also highlighted **specific challenges** and protection concerns linked to complex **customary land tenure systems** and cultural ties. The participants concluded that the relocation of communities requires an **extensive and inclusive planning process to ensure adequate levels of consultation and participation** take place with both the relocated and receiving communities.

- **Securing appropriate land.** In this context, the **early identification of land** that could be used to temporarily host individuals displaced by sudden-onset disasters or to permanently relocate communities who have lost their land due to sea-level rise is particularly important. Thus, participants recommended incorporating voluntary migration, forced displacement and planned relocation issues within climate change adaptation and disaster risk management policies at the national and regional levels, as well as in other relevant regional and global processes.

Central America

In December 2013, the Government of Costa Rica hosted the Nansen Initiative's Central American Regional Consultation. This region is vulnerable to a significant number of sudden-onset disasters (hurricanes, volcanoes, earthquakes, floods and landslides), and also features areas affected by changing patterns of rainfall variability known as the Dry Corridor. Participants reported that climate change is already affecting the human mobility of populations in Central America, due to less rainfall in the Dry Corridor, more frequent and intense rainfall causing flooding and landslides in other regions as well sea-level rise and coastal erosion. Participants were also aware of the experience of the indigenous people of Kuna in Panama, whereby 65,000 individuals were relocated from their low-lying islands to higher ground.

Lessons learned and challenges

- **Regional strategy includes human mobility.** The 2010 Regional Strategy on Climate Change for Central America¹⁰ explicitly acknowledges the implications of climate change on human mobility. Operational objective 1.1.5.3 is formulated as follows: "Develop national strategies that deal appropriately with processes, which are becoming more frequent, for the evacuation, temporary and permanent

¹⁰ Comisión Centroamericana de Ambiente y Desarrollo – CCAD. 2010. Sistema de la Integración Centroamericana – SICA. 2010 Regional Strategy on Climate Change for Central America. November 2010.

relocation and immigration of populations most affected by increased and reoccurring extreme climate".

- **Need for temporary protection.** Much of the regional consultation referred to the need for temporary protection and assistance measures in the event of sudden-onset disasters and cross-border displacement.
- **Reduce the risk of displacement.** Participants emphasized the importance of strengthening the resilience of communities through improved development and climate change adaptation planning, which can reduce the risk of displacement from disasters caused by natural hazards and climate change.

The Greater Horn of Africa

Climate change is expected to increase the severity and frequency of droughts and floods that already regularly affect the Greater Horn of Africa region, contributing to significant levels of migration and displacement. In particular, hundreds of thousands of affected persons were displaced within Somalia or across the borders to Kenya, Ethiopia and Djibouti during the 2010–2011 droughts.

Lessons learned and challenges

- **Strengthening early warning to prevent displacement.** Given the particular context of drought, the participants of a Nansen Initiative Civil Society Meeting, held in Nairobi, Kenya in March 2014,¹¹ emphasized the importance of strengthening early warning mechanisms and early action to prevent displacement. This should include integrating and preparing for human mobility issues within regional resilience strategies, in particular, that of the Intergovernmental Authority on Development (IGAD).

- **Improving community capacity to deal with drought.** Similarly, a key pillar of climate change adaptation strategies may include strengthening the resilience of communities in the face of environmental stress and bolstering the capacity of host communities in areas regularly affected by drought-induced population movements.
- **Regional free movement.** Participants highlighted the potential that the free movement of persons across the region could provide, in the way of provisions, for individuals who opt to migrate as a way to adapt to drought or flooding. They found that existing regimes (in particular, the East African Community Free Movement Protocol) do not sufficiently respond to the needs of affected persons.
- **Helping pastoral communities adapt within traditional mobility patterns.** Another key adaptive measure identified was ensuring that policies support the traditional free movement of pastoralist communities, which allows them to adapt to environmental stress. Early warning systems, cross-border contingency planning, joint environmental resources management and dispute resolution mechanisms to mitigate intercommunity conflict triggered by drought-induced movements of pastoralists were also identified as measures that could also be addressed within NAPs.
- **Conflict resolution among vulnerable communities.** At the regional level, IGAD's Drought Disaster Resilience and Sustainability Initiative¹² addresses several of these measures, including local, national and regional capacities for conflict resolution, mediation and peace-building mechanisms and the development of simplified cross-border trade travel and customs documents to facilitate mobility.

11 The conclusions from the civil society pre-meeting will be shared with participating states for their consideration during the Horn of Africa Regional Consultation, which will be hosted by Kenya in May 2014.

12 Intergovernmental Authority on Development (2013). IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRSI), THE IDDRSI Strategy. Djibouti: Intergovernmental Authority on Development. Available from http://resilience.igad-host.com/attachments/article/210/IDDRSI_Strategy_Revised_January_2013.pdf.

Summary

States participating in the Nansen Initiative consultative process have recognized the value and importance of addressing human mobility–related issues within climate change and disaster risk management strategies. In particular, this process has helped to identify a series of specific measures to help avoid displacement through mitigation and adaptive measures.





Part III: Emerging technical guidelines for adaptation planning and human mobility

6. Overview of the International Organization for Migration's guidelines for integrating migration into the National Adaptation Planning process

Susanne Melde and Sieun Lee*

Recommendations: Integrating migration into national adaptation planning includes an evidence-based assessment to identify key human mobility and climate change issues in a country; designing and incorporating policies, programmes and concrete activities on migration for adaptation into national planning; building capacity, including securing the appropriate financial support; implementation across appropriate operational and institutional channels with clear objectives, beneficiaries, roles and timelines; and the long-term monitoring and evaluation of adaptation and development objectives and strategies.

* We would like to express our thanks to Ms. Dina Ionesco, Dr. Lorenzo Guadagno and Dr. Frank Laczko for their support in producing this document.

Developing guidelines to mainstream migration into national adaptation planning is an activity that emerged from over ten years of experience acquired by IOM and its partners in bringing human mobility into the climate negotiations' framework and IOM's intergovernmental work.¹³ Policymakers and practitioners need clear and concrete guidance in order to link human mobility to climate change adaptation. This mainstreaming exercise builds on examples from other policy areas, for instance, mainstreaming migration into development. The guidelines aim to support policy coherence across migration and adaptation policies and are based on a concrete methodology. It is an activity and a process that will be pilot tested in a number of states by IOM.

Situation assessment and analysis

This section has been adapted from the stages of the development planning from the Global Migration Group *Handbook on mainstreaming migration into development planning* (2010, pp. 21). To operationalize migration for adaptation, building a firm evidence base is an important first step. New and improved data and research on how migration can contribute to adaptation to environmental and climate change, and equally important research on reducing the negative impacts of migration on the environment, are necessary given the current rather weak existing evidence. A few examples of evidence on the topic include:

- 2007–2009: the Environmental Change and Forced Migration Scenarios project (EACH-FOR), available from http://ec.europa.eu/research/social-sciences/projects/202_en.html;
- 2010: IOM (2010). *Assessing the Evidence: Environment, Climate Change and Migration in Bangladesh*, available from http://publications.iom.int/bookstore/index.php?main_page=product_info&cPath=41_7&products_id=631

- 2010–2013: *Where the Rain Falls* project, available from <http://wheretherainfalls.org/>;
- 2014–current; *Migration, Environment and Climate Change: Evidence for Policy (MECLEP)* coordinated by IOM and funded by the European Union under which six national assessments and household surveys will be conducted to build quantitative evidence for policymaking in the Dominican Republic, Haiti, Kenya, Mauritius, Papua New Guinea and Viet Nam, available from www.iom.int/meclep;
- 2014–current: the EU-funded project to support Pacific islands to manage the impact of climate change on migration, which is implemented by the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP), International Labour Organization (ILO) and the United Nations Development Programme (UNDP);
- 2014: the forthcoming *Atlas of Environmental Migration* by IOM, Université de Versailles St-Quentin-en-Yvelines (UVSQ) and Sciences Po, available from www.iom.int/newsletters/issue46/images/atlas-environmental-migration.pdf; the forthcoming IOM assessment of migration, the environment and climate change in Colombia.

Concepts and terminologies should be clearly defined during the preparatory stage. For instance, researchers should clearly articulate the meaning of “adaptation” when it is linked to migration. A clear understanding of the relationship between migration and the environment and mobility-related terms such as coping, resilience, survival, planned relocation, resettlement, migration, displacement, DRR and vulnerability are essential (selected references on the migration-environment nexus include Warner, K. and others, 2013; Piguet, E. and F. Laczko, 2014; Foresight, 2011; ADB, 2012).

¹³ For further details, see International Dialogue on Migration (2011). Available from www.iom.int/cms/idmclimatechange/lang/en.

When taking stock of existing information and assessing climate change risks, impacts and vulnerabilities, population dynamics and migration data need to be analysed and incorporated (Martin and Schensul, 2013). Taking a people-centred approach will add substantial value to vulnerability and climate hotspot mapping.

The assessment should also include a review of existing national legal and policy frameworks and plans. Synergies with related processes and plans should be identified, such as those with a focus on DRR and resilience and development plans with implications on human mobility, for instance displacement due to infrastructure projects and poverty reduction strategies.

As a part of this preparatory work on the integration of migration into NAPs, key stakeholders overseeing adaptation plans, migration and other related policies (i.e., environmental, agricultural, DRR, etc.) should be identified and engaged. Equally, an assessment of any capacity gaps vis-à-vis the inclusion of migration as an adaptation in NAPs must be carried out.

National priorities related to human mobility

The second step of the mainstreaming exercise should consist of identifying the most pressing issues on mobility, the environment and climate change in the country. It is important to ensure that national priorities align with the assessment in the first step to ensure that these priorities respond to the actual situation rather than to perceptions that may not be confirmed through evidence. The various options and goals should be developed at the appropriate levels (i.e., the local, regional, national, sub-regional and global).

Prioritizing migration–environment adaptation options in NAPs is recommended in light of possible funding and capacity constraints. Links to international policy processes and financing frameworks should be explored at this early stage to determine the feasibility of the planned actions.

Action and programmatic planning

The next step focuses on designing policies, programmes and concrete activities on migration for adaptation that should be incorporated into national planning. Implementation should build on existing initiatives and projects¹⁴ as follows:

- **Adaptation plans to reduce migration-related pressure through community stabilization.** Within the operational experience of IOM in supporting Member States, climate change is integrated into DRR and resilience-building programmes for its potential to modify the frequency, intensity and patterns of environmental degradation and hazards. Fostering the resilience of communities requires context-specific solutions to increase the relevance of the individuals' local knowledge and livelihood strategies—in particular, those based on local natural resources—thereby affecting their resilience in the face of shocks and changes.¹⁵
- **Adaptation to environmental and climate change by facilitating migration.** A long-term strategy including mobility as an option for adaptation should be developed. Examples include fostering labour migration programmes. For example, the Temporary and Circular Labour Migration (TCLM) between Colombia and Spain facilitated by IOM helps workers from (inter alia) areas affected by natural disasters in Colombia, PAC for citizens of Kiribati, Tuvalu and Tonga to enter New Zealand and the Kiribati–Australia Nurses Initiative (KANI) for the training of I-Kiribati nurses in Australia. In some cases, planned relocation becomes necessary, such as what was carried out through the Carteret Integrated Relocation Project, implemented by a local Non-Governmental Organization (NGO) which

¹⁴ See Susan Martin's section in this policy brief.

¹⁵ Examples include ongoing programmes on climate adaptation, DRR and education in the Federal State of Micronesia, and adaptation and resilience in the Limpopo River Basin in Mozambique, as well as completed projects such as strengthening youth capacities to adapt to climate change to mitigate resource-based conflicts among pastoralist communities, including those hosting refugees in Northern Kenya.

voluntarily moves people from the low-lying Carteret atolls in Papua New Guinea to Bougainville on the neighbouring island, or the relocation carried out by the Newtok Traditional Council in Alaska (Bronen 2014). The vast experience of refugee resettlement can also provide models of good practices and lessons learned. New policies include fostering and creating incentives and environments conducive to remittances and other migrant and diaspora contributions to adaptation.

Capacity development and financing

Before implementation of the migratory aspects of NAPs, capacity-building for planning and implementation should commence. To this end, IOM has conducted regional trainings for policymakers from the Asia-Pacific (10–12 March 2013 in Seoul, Republic of Korea) and Sub-Saharan Africa (11–13 March 2014 in Moshi, Tanzania) regions. A third regional training workshop is planned in Colombia for the second half of 2014. As part of the MECLEP project, the first-ever training manual on migration, the environment and climate change, including a module on migration and adaptation is in preparation. It will be pilot tested in early 2015 in the six pilot countries of MECLEP and will serve as a tool available to all interested governments and other stakeholders. At this stage, it is also necessary to identify financial resources and requirements for the implementation of NAPs. Currently, the primary sources of funding for adaptation under UNFCCC are LDCF and SCCF, which in the future may also include other climate change financing, such as the Adaptation Fund, the Green Climate Fund and other bilateral, multilateral and international sources.

Implementing plans

For successful implementation, operational and institutional channels with clear objectives, beneficiaries, roles and timelines should be devised. Disasters and other sudden-onset events

such as flash floods and earthquakes that may force people to leave or move within a very short timeframe call for sequenced timelines, concrete deliverables and emergency plans. In relocation areas, a profound understanding of land and property dynamics is necessary in order to understand the predominant land relations and to address and respond to actual and latent disputes. Activities should be coordinated across sectors, and regional and international cooperation should be sought through continuous outreach and via the facilitation of the NAP process.

Monitoring and evaluation

Much as is the cases for NAPs in general, the migratory dimensions of NAPs should be monitored with a view towards how mobility is contributing to or undermining adaptation. Progress in implementation, the effectiveness of strategies and any existing gaps should be examined in order to adapt and adjust NAPs accordingly. Lessons learned should be drawn from implementation to avoid similar shortcomings in future situations. Reports on progress, good practices and lessons learned should be drafted and shared with other governments and stakeholders through existing platforms such as the Asia-Pacific Migration and Environment Network (APMEN)¹⁶ and an online knowledge-sharing platform currently under development.¹⁷ These reports should also be shared through existing reporting channels such as through national communications networks.

Consultative approach at all stages

A key good practice drawn from mainstreaming migration into development exercises is the consultative approach, which should be continued throughout the process. This ensures that NAPs reflect the full spectrum of migration considerations and are based on valid and existing local knowledge.

¹⁶ For further details, visit www.apmen.iom.int.

¹⁷ The online platform is a component of the MECLEP project, which will be available by early 2015. For further details, visit www.iom.int/meclep.

7. National adaptation and planning for relocation

Marine Franck

Recommendations: When planned relocation related to climate change cannot be avoided, its scale should be minimized and should always involve the participation of affected communities. Success factors include having sufficient lead-time to enable careful, participatory planning processes, appropriate land acquisition and ensuring sustained and sufficient financing to resettle individuals in a way that improves rather than deteriorates living standards.

Together with the Brookings Institution and Georgetown University, UNHCR organized a consultation on planned relocation, disasters and climate change, which took place on 12–14 March 2014. The consultation brought together key state representatives in their expert capacities, including representatives of think tanks, academic departments, civil society and relevant international organizations. Discussions drew upon existing research and experience, including experience from development-induced planned resettlement and evacuation, in order to identify the major challenges and lessons learned which may inform national adaptation planning in the future.

The key findings from this consultation are summarized here with the aim of providing guidance for further action.

Planned relocation in the context of adaptation to climate change

While individuals should be enabled to remain in their original settlements, situations may arise where governments determine, based on hazard risk mapping, climate modelling and other scien-

tific evidence, that relocation is necessary in order to protect the public's health and safety or when communities and households face the loss of life, assets, housing, land, property, security and/or livelihoods and no other means of adaptation are available to enhance their resilience and ability to remain.

Categories of planned relocation in the context of climate change

There are several different subcategories of persons who may need to be relocated as a result of the effects of climate change, including:

- individuals who need to be relocated from areas prone to sudden-onset natural disasters which are increasing in severity and intensity as a result of climate change (e.g., flood areas);
- individuals who need to be relocated because their livelihoods are threatened by the slow-onset effects of climate change (e.g., increasing drought frequency or the salinization of water resulting from sea-level rise);
- Individuals who need to be relocated because their lands are needed for migratory measures (e.g., the expansion of forests as carbon sinks) or adaptation projects (e.g., water reservoirs) and;
- individuals who need to be relocated because their country or parts of their country could become unsuitable for habitation or supporting livelihoods related to the negative effects of climate change (e.g., small island states facing sea-level rise.)

Source: Ferris, 2013.



Planned relocation is a process that aims to sustainably move populations away from the risks caused by the effects of climate change and to avoid further displacement. It can be long term and permanent. This happens, for example, when an area is declared permanently uninhabitable because of the effects of climate change and when no other means of adaptation is available to allow individuals to continue to live in the same location. It could, therefore, be described as a form of adaptation to climate change.

National governments are primarily responsible for protecting those who are displaced within their own countries. Therefore, NAPs should include measures to put into place institutions, policies, legislation and mechanisms to ensure that planned relocations are context-driven and undertaken based on scientific evidence and in a manner that protects the rights of affected groups, including their right to participate in the process and to full and informed consent.

Guidelines and considerations for planned relocation in adaptation planning

While there are fundamental differences between planned relocation in the context of climate change and Development-Forced Displacement and Resettlement (DFDR), planning for relocation can draw upon the lessons learned from the DFDR community, which has extensive experience in the resettlement of populations in the development context. Furthermore, planned relocation can build upon the lessons learned from the evacuation of populations away from the immediate threat or impact of a disaster to a safer place or shelter.)¹⁸

To date, resettlement and evacuation processes have often lead to increased vulnerabilities. Indeed, the loss of one's place constitutes a disruption of social geometry, which is the socially

constructed spatio-temporal order that anchors routine, culture and identity.)¹⁹ Thus, relocation plans should not only aim to remove individuals from out of harm's way, but should also lead to a higher human development index and reconstitute "social geometry" to enable affected populations to answer three primary questions: Who are we? Where are we? How do we relate to one another?

Planned relocation should be a process of integration and rebuilding, enabling persons to settle sustainably in a new location. Generally speaking and depending on the specific local circumstances, relocation plans should secure and, when possible, improve aspects such as physical security; access to land and housing; access to services such as financial services, health, education, water and sanitation; livelihoods and the ability to cover the costs of living; and food security.

Additionally, planned relocation efforts need to consider the integration of communities into political structures and enable participation in decision-making. In all cases, relocation plans should avoid social disarticulation (i.e., conflicts and social unrest within families, among families, with authorities and with host communities, the loss of cultural, customary and spiritual identity and places, the loss of traditional knowledge, etc.) and secondary movements or further displacements.

In order for planned relocation to produce successful outcomes, adequate funding is essential throughout the length and breadth of the planned relocation process, from risk assessment, vulnerability mapping and the collection of primary data to extended monitoring and evaluation. Potential options for accessing funds include the Green Climate Fund, LDCF and SCCF for relocation plans that are part of a state's adaptation strategies (i.e., NAPs).

¹⁸ International Organization for Migration (2014). The MEND Guide: Comprehensive Guide for Planning Mass Evacuations in Natural Disasters. Geneva: International Organization for Migration.

¹⁹ McDowell, C., ed. (1996) Understanding impoverishment: The consequences of development-induced displacement. Oxford: Berghahn Books.

Part IV: Outlook for adaptation planning and human mobility

Koko Warner, Walter Kälin and Susan Martin

8. Challenges for integrating human mobility into National Adaptation Plans

Recommendations: To ensure that NAPs are effective mechanisms in addressing human mobility within the context of climate change, four challenges must be addressed. These include 1) providing technical advice and operational guidance for governments on how to incorporate mobility, 2) providing governments with more data on specific ways in which climate change will affect (and be affected by) mobility as they draft their NAPs, 3) ensuring governments involve the appropriate experts and practitioners on human mobility in the preparation of NAPs and 4) ensuring

Although human mobility emerged as a theme in the NAPAs and various climate change strategies available for review, the documents generally provided little detail on strategies to prevent population movements or facilitate them when needed. The NAP process provides an opportunity, however, to engage in planning that would bring expertise to bear in thinking through both sides of adaptation strategies – that is, preventing displacement and migration that erodes human welfare





while facilitating beneficial movements that enable an improved adjustment to the effects of climate change. There are a number of challenges, however, that need to be addressed if NAPs are to be effective mechanisms to address the ramifications of migration, displacement and planned relocation resulting from climate change.

- First, the technical advice available to governments currently offers little guidance on the incorporation of human mobility considerations into NAPs. The guidelines offered to governments in constructing their NAPs do not reach the level of detail that mention migration, displacement or planned relocation explicitly.
- Second, governments clearly need more data on specific ways in which climate change will affect (and be affected by) migration, displacement and planned relocation as they draft their NAPs. There is insufficient empirical evidence to back up strategic plans, as recognized in the national strategic action plan for climate change and disaster risk management prepared by Tuvalu.
- Third, there is a need to facilitate the involvement of experts on migration, displacement and relocation processes and their relationship to climate change adaptation in the preparation of NAPs to ensure that human mobility-related strategies are meaningful and effective. For example, neither the partners nor resources involved in the NAP Global Support Programme for Least Developed Countries (LDCs) – led by the United Nations Development Programme (UNDP) and the United Nations Environment Programme (UNEP), which includes multiple partners and is funded by the Global Environment Fund (GEF) and LDCF – are drawn from the migration, displacement or relocation expert communities. Significantly, neither IOM nor UNHCR has partnered in the support programme.

- Finally, no best practices inventory or guidelines exist that governments can use in formulating plans for addressing human mobility and climate change. The development of such guidance would help to ensure that NAPs include strategies that address both sides of the interconnection between climate change and human mobility: those that address the environmental factors that may cause the large-scale movement of populations as well as those that enable individuals and communities affected by climate change to benefit as much as possible when such movement is a necessary or desirable adaptive strategy.

In recent years, operational and academic institutions have expanded the empirical knowledge base and conceptual understanding regarding how climate change affects human migration and displacement. Nonetheless, some of the most relevant questions require further work in order to support national adaptation planning and implementation. This section outlines the possible next steps for improvements in understanding, planning and enhancing adaptive action that relates to migration, displacement and planned relocation.

9. Gaps in understanding and the need for additional research

Recommendations: In order to fill existing knowledge gaps, fostering an enhanced understanding will assist in determining what the relationship is between human mobility and adaptation processes; how the impacts of climate change affect patterns of migration, displacement and planned relocation; and what kinds of policies may enhance human mobility, which ultimately builds resilience in national adaptation planning and implementation.

A number of gaps in the knowledge base exist which – if filled – would contribute to national adaptation planning around human mobility. At least three groups of questions should be addressed in future research: how climate change affect human mobility dynamics now and in the future; the relationship between mobility and adaptation processes, including whether different forms of mobility can be considered “positive”, and what kinds of trade-offs may be involved; and what is the relationship between climate change-related human movements and sustainable development processes, in particular around issues of erosive coping and resilience. The following represents a summary of the gaps in existing knowledge and the potential avenues for further research.

How might the effects of climate change affect patterns of migration, displacement and planned relocation?

- Current knowledge and practice does not provide sufficient insight into the **circumstances that shift households from “resilient” to “vulnerable” vis-à-vis climatic stressors** and the associated threats to livelihoods and development. The current literature has not necessarily linked human mobility patterns to this type of analysis; yet, there is reason to believe that these factors affect household mobility

choices in different regions of the world. For instance, the timing and destination of movements, the ability of human mobility to secure development objectives (such as food and livelihood security), and the ability of mobility to improve the circumstances of households are all choices that need further exploration in the context of climate change (Warner and Afifi, 2014).

- **Climate risk mapping and social resilience and livelihood scenarios** will facilitate an understanding of the risks from specific climatic stressors impacting populations in certain locations where human mobility may be one of a range of risk management strategies. Once decision makers have an improved understanding of which populations may be on the move in the future, they can consider the appropriate elements to include in national adaptation planning.

What is the relationship between human mobility and adaptation processes?

- **Better understanding the factors that shape underlying household “resilience” or “vulnerability”** – a current gap in understanding the issue – will shape NAPs and operations. Such an understanding could help improve the chances that mobility builds development potential, while minimizing the chances that mobility exacerbates existing challenges in a region (including displacement, erosive coping behaviours that deepen poverty and worsen human welfare including human trafficking, etc.).
- **Livelihood, mobility and vulnerability mapping.** Current knowledge does not clearly indicate how household vulnerability profiles and associated mobility patterns could change under different climate change scenarios in the future. That is, there is insufficient understanding of how mobility dynamics vis-à-vis climatic stressors, livelihoods and food production systems function in different areas of the world. Understanding how these will evolve in the future to shape human mobility patterns is also lacking.

If human mobility can be adaptive (positive) or erosive (negative) to development objectives, what kinds of policies should be considered in national adaptation planning and implementation?

- Mobility in most form – migration, displacement and planned relocation – has profound implications for human welfare. NAPs must be sensitive to the types of households that may be on the move and to their specific needs. [Characterizing the household profiles associated with climate-related human mobility](#) will facilitate developing policy and operational options that build livelihood resilience vis-à-vis climate stressors (such as changing rainfall patterns or seasons, extreme weather such as floods and storms and gradual shifts in glacial melt and sea-level rise).
- Household vulnerability profiles will lend themselves to understanding what factors matter in household decisions around mobility as a climate risk management strategy. A more nuanced [understanding of how climatic factors affect mobility choices](#) will help shape adaptation policies and interventions that help *increase resilience to climate change* (see Black et al, 2008; Warner et al., 2009; Warner and Afifi, 2014).
- Which [combinations of policies can increase the likelihood that human mobility remains a matter of choice](#) when households are managing climate-related risks to their livelihood security are not sufficiently understood. It is hoped that addressing this gap in the current knowledge base will better prepare policymakers and practitioners to anticipate changes in human movements that may be associated with changing climatic conditions, and to plan timely investments and actions to head off the possible negative effects of climate change on communities that use

mobility as a risk management approach. This would also facilitate the capture of opportunities through a regionally coordinated approach.

- Research and practice is needed in order to [develop practical interventions that may enhance the resilience of the most vulnerable households](#), so that mobility becomes an option among possible strategies to deal with climate-related risks. This is important, since it prevents households from being exposed to the potential risks associated with mobility that erode human welfare.

10. Practical, evidence-based ways to address human mobility in National Adaptation Plans

Recommendations: Several practical, evidence-based measures can be included in NAPs to address human mobility. These include measures to consult affected, vulnerable communities; measures to prevent migration that diminishes human welfare and results in displacement including programmes and projects to strengthen the resilience of communities; measures to facilitate beneficial movements that enable improved adaptation to the impacts of climate change; and measures to address “vulnerable” migration, displacement and planned relocation where it occurs.

The examples mentioned in this publication show that, depending on the specific circumstances of and concrete challenges encountered by the countries concerned, [there are several ways to address human mobility in the context of climate change in NAPs in evidence-based, practical and meaningful ways.](#)

[Measures to facilitate beneficial movements that enable an improved adjustment to the effects of climate change may include:](#)

- Programmes allowing members of communities specifically affected by the negative effects of climate change to temporarily or permanently migrate to areas within a country or abroad where jobs are available. This allows them to help their families with remittances so that they may stay on their land as long as possible as well as preparing them for (through professional training and sensitization programmes) and facilitating permanent migration abroad.
- To the extent that population movements are cross-border, regional processes are necessary to ensure dialogues, the

harmonization of approaches and standards and cross-border cooperation.

- Measures aimed at safeguarding spaces for the traditional movements of communities, in particular pastoralists, within their country or across borders during times of drought or flooding and facilitating border crossings. These measures should also include mediation and conflict resolution where such movements create conflict.
- Where appropriate, activities identifying and setting aside suitable land for relocation within or beyond an affected country, preparing affected communities (those to be relocated as well as those hosting them) for planned relocation to such sites and carrying out planned relocations as soon as possible as a measure of last resort in accordance with applicable human rights and similar ethical standards.

[Measures to consult affected communities](#), engaging them in such processes may include the following:

- A key good practice drawn from the mainstreaming of human mobility into climate resilient development exercises is the [consultative approach](#) which should be undertaken throughout the adaptation planning process. This ensures that NAPs reflect the full spectrum of human mobility considerations and take into account valid and existing local knowledge.
- Policymakers and practitioners should consider a step-by-step consultative and inclusive approach to mainstreaming human mobility into adaptation planning by prioritizing the funding of assessments to foster the evidence base that lays the groundwork for all subsequent stages, building on existing frameworks and best practices, broadly assessing how migration can contribute to adaptation plans and considering policy responses that address a wide range of human mobility issues.



- NAPs should stipulate that all adaptive measures are carried out in close consultation with and with the participation of affected communities.

Measures to *prevent migration that erode human welfare and measures to prevent displacement* may include programmes and projects to *strengthen the resilience of communities* by, *inter alia*:

- Reducing disaster risks (e.g., technical measures such as the building of dykes to protect against flooding, measures to reduce pressure on already fragile environments, irrigation and water management systems to protect against drought; etc.).
- Protecting and enhancing food security and livelihoods or strengthening basic services and social security nets accessible to vulnerable communities in times of distress.
- Outlining strategies to access international funding, including from the Adaptation Fund, the Green Climate Fund, LDCF and SCCF.

Such measures are part of many NAPs, but could be more directly targeted to communities at risk of displacement.

Measures to *address migration that erode human welfare, displacement and planned relocation where it occurs* may include

- Early warning systems;
- Cross-border contingency planning and disaster management;
- The provision of assistance and protection to internally displaced persons (e.g., by ensuring the integration of persons displaced by disasters including the effects of climate change into national laws and policies on internal displacement);

- Admitting displaced persons from abroad in need of assistance and protection temporarily or, where return is not an option, permanently and providing them with basic rights during their stay and;

- Linking such admissions with *durable solutions* for those displaced.

11. Final words

National adaptation plans can play an important role in incorporating human mobility (migration, displacement and planned relocation) within regional climate change strategies.

Overall, experience from research and practice around climate change and human mobility and the initial findings from the Nansen Initiative's regional consultations indicate that integrating human mobility into the national adaptation planning process is necessary. While preparing for and responding to "vulnerable" migration, displacement and planned relocation is crucial, waiting until populations must flee to escape from disasters and the effects of climate change misses many opportunities for enhancing their adaptive capacity by reducing vulnerability and building resilience. Instead, countries need a "toolbox" of policy options which address other forms of human mobility allowing individuals affected by environmental deterioration to use existing or new mobility channels to move, when appropriate, voluntarily before displacement or planned relocation occurs.

In addition to protection in the event of "vulnerable" migration, displacement and planned relocation, states need to strengthen the resilience of communities and reduce disaster risks in order to prevent displacement, facilitate different forms (i.e., circular, temporary or permanent) of voluntary migration abroad and undertake planned relocation within or beyond affected states in order to adapt to environmental degradation and the increased likelihood of future disasters and climatic stressors.





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