

I. Addressing Climate Migration and Cross-Border Disaster Displacement

“We are facing an unprecedented movement of migrants and refugees, climate change is one of the main causes of the significant number of people compelled to move.”⁸⁵

Introduction

One of the biggest humanitarian crises facing the international community today is forced displacement, including disaster displacement.⁸⁶ Climate change, in addition to other environmental and natural disasters, has become a major driver of migration; one person is displaced every second because of a natural disaster.⁸⁷ Environmental and natural disasters have such a monumental impact on migration that between 2008 and 2014, 184.4 million people were displaced because of sudden-onset natural disasters, 22.5 million of which were displaced by climate and weather effected hazards.⁸⁸ These numbers are expected to increase in the future, specifically by the year 2050 where the amount of people displaced by climate change and natural disasters is predicted to reach up to one billion.⁸⁹ This one billion estimate means that one in every nine persons are migrating because of drought, sea level rise, extreme weather, and other climate and natural disaster events that could also lead to the destruction of peoples’ livelihoods which may lead to starvation and famine.⁹⁰ It is also important to note that this 2050 estimate is more likely to include those migrating permanently due to significant changes in climate as well as temporarily due to prolonged disasters.⁹¹ United Nations (UN) Member States have agreed on starting a two-year process to address migration by creating a global compact for safe, orderly, and regular migration.⁹² As climate migration continues to gain attention in the international system, the International Organization for Migration (IOM) has attempted to define important terms related to this topic to clarify the language and understanding of climate migration.⁹³

There is no one international agreed-upon definition of persons moving because of environmental reasons, but IOM uses the term environmental migrants.⁹⁴ The IOM defines environmental migrants as “persons or groups of persons who, for reasons of sudden or progressive changes in the environmental that adversely affect their lives or living conditions, are obliged to have to leave their habitual homes, or choose to do so, either temporarily or permanently, and who move either within their territory or abroad.”⁹⁵ Since climate migration, as well as disaster displacement, is an ever growing and evolving topic, the term environmental migrants is a working definition, which, while not legally codified, allows the Organization to work around a clear definitional framework.⁹⁶ The terms environmental refugees and climate refugees have not received international recognition and are not codified in any major international instruments.⁹⁷ The 1951 *Convention Relating to the States of Refugees*’ definition of a refugee gives protection to individuals who have fled their country of origin because of persecution of their race, religion, nationality and other factors that do not include environmental concerns.⁹⁸

⁸⁵ IOM, *IOM Contributions to Global Climate Negotiations: 22nd Conference of Parties to the United Nations Framework Convention on Climate Change*, 2016, p. 4.

⁸⁶ The Nansen Initiative, *Agenda for the Protection of Cross-border Displaced Persons in the Context of Disasters and Climate Change: Volume I*, 2015, p. 4.

⁸⁷ IOM, *Addressing Drivers of Migration, Including Adverse Effects of Climate Change, Natural Disasters and Human-made Crisis, through Protection and Assistance, Sustainable Development, Poverty Eradication Conflict Prevention and Resolution*, 2017, p. 1; Platform for Disaster Displacement, *Platform for Disaster Displacement: Follow up to the Nansen Initiative*, 2017, p. 1.

⁸⁸ The Nansen Initiative, *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters in the Context of Disasters and Climate Change: Volume I*, 2015, p. 6.

⁸⁹ Inter Press Service: News Agency, *Climate Migrants Might Reach One Billion by 2050*, 2017.

⁹⁰ Ibid.

⁹¹ IOM, *A Complex Nexus*, 2017.

⁹² UN General Assembly, *Report of the Special Representative of the Secretary-General on Migration (A/71/728)*, 2017, p. 6.

⁹³ IOM, *Key Migration Terms*.

⁹⁴ Ibid.

⁹⁵ IOM, *Definitional Issues*.

⁹⁶ Ibid.

⁹⁷ Ibid.

⁹⁸ UNHCR, *Convention and Protocol Relating to the Status of Refugees*, 2011, p. 3.

In addressing climate and disaster migration, it is important to discuss the need for greater protections for particularly vulnerable migrants and in supporting migrants during relocation efforts. There is also a need to examine current disaster risk reduction efforts and see how they might be improved.⁹⁹

International and Regional Framework

There is no one international legal document that includes climate migration and cross-border disaster displacement, however, there are many related documents and frameworks, including the Yokohama Strategy.¹⁰⁰ The *Yokohama Strategy and Plan of Action* (1994) and the *Hyogo Framework to Action 2005-2015: Building the Resilience of Nations and Communities to Disasters* (2005) are two related documents that extensively address and recommend efforts in advancing disaster risk reduction (DRR).¹⁰¹ The Yokohama Strategy focused on DRR efforts at all levels of the international community.¹⁰² The Hyogo Framework worked to build on the weaknesses of Yokohama by specifically addressing cross-border disaster displacement concerns, identifying DRR successes and risk factors, and organizational legal, and policy frameworks, among other provisions.¹⁰³ While neither the Yokohama Strategy nor the Hyogo Framework addresses DRR in relation to cross-border disaster displacement, their impact on the discussion of DRR has been formative and set the foundation for future efforts.¹⁰⁴ In relation to DRR, the 2015 *Sendai Framework for Disaster Risk Reduction* focuses on a “people-centered prevented approach to disaster” to enhance the safety of persons and communities in regards to DRR.¹⁰⁵ Over the next 15 years, the goal of the Sendai Framework is to reduce the total amount of disaster risk mortality, disaster-related damage, and to strengthen DRR strategies within governing states to improve warning systems.¹⁰⁶ The goal of the Sendai Framework is also to bolster DRR by encouraging greater international cooperation on this topic.¹⁰⁷

UN General Assembly resolution 70/1, *Transforming our World: the 2030 Agenda for Sustainable Development* (2015), includes targets and goals addressing climate migration and disaster displacement.¹⁰⁸ The 2030 Agenda recognizes the interrelated issues developing states face related to international cross-border migration.¹⁰⁹ In this vein, it recognizes the need for international cooperation for safe and orderly migration of displaced persons and has marked 2030 as its goal in enhancing the resilience to environmental disasters to decrease displacement and related mortality.¹¹⁰ Related to this topic, IOM works to support the achievement of Sustainable Development Goals (SDGs) 5, 10 and 16, on empowering women, providing psychosocial well-being and economic integration for vulnerable migrants, and improving the overall state of human security, respectively.¹¹¹ IOM’s efforts also support SDG 13, combating the adverse effects of climate change, by providing financial and technical support to communities in establishing alternative and sustainable livelihood options to migrants.¹¹²

In 2016 the General Assembly adopted resolution 71/1, also known as the *New York Declaration for Refugees and Migrants*, at the UN Summit for Refugees and Migrants.¹¹³ The declaration discusses efforts to establish a global

⁹⁹ Chindarkar, *Gender and Climate Change-induced Migration: Proposing a Framework of Analysis*, 2012, p. 3; The Nansen Initiative, *Agenda for the Protection of Cross-border Displaced Persons in the Context of Disasters and Climate Change: Volume I*, 2015, p. 35.

¹⁰⁰ UN WCDRR, *Yokohama Strategy and Plan of Action for a Safer World: Guidelines for Natural Disaster Prevention, Preparedness, and Mitigation*, 1994, p. 1.

¹⁰¹ *Ibid.*; UNISDR, *Hyogo Framework for Action 2005-2015: Building the Resilience of Nations Communities to Disasters*, 2005, p. 1.

¹⁰² UNISDR, *Hyogo Framework for Action 2005-2015: Building the Resilience of Nations Communities to Disasters*, 2005, p. 2.

¹⁰³ *Ibid.*

¹⁰⁴ Tozier & Baudoin, *From Yokohama to Sendai: Approaches to Participation in International Disaster Risk Reduction Frameworks*, 2015 p. 130.

¹⁰⁵ UN General Assembly, *Sendai Declaration and Framework for Disaster Risk Reduction 2015-2030 (A/RES/69/283)*, 2015, p. 10.

¹⁰⁶ *Ibid.*, p. 12.

¹⁰⁷ *Ibid.*

¹⁰⁸ UN DPI, *The Sustainable Development Agenda*.

¹⁰⁹ UN General Assembly, *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015, p. 8.

¹¹⁰ *Ibid.*, pp. 8-22.

¹¹¹ IOM, *Sustainable Development Goals*, p. 1.

¹¹² *Ibid.*

¹¹³ UN General Assembly, *New York Declaration for Refugees and Migrants (A/RES/71/1)*, 2016.

compact for safe, orderly, and regular migration, which is a set of “principles, commitments and understandings” among Member States that will create a framework on migration mobility and address humanitarian, development, and human rights-related issues.¹¹⁴ The declaration acknowledges that migration is a response to the adverse effects of climate change and notes that measures should be taken to “[combat] environmental degradation and [ensure] effective responses to natural disasters and the adverse impacts of climate change” to reduce and manage related migration.¹¹⁵

The 2010 *Cancun Adaptation Framework*, centered around the United Nations Framework Convention on Climate Change, is also central to this topic.¹¹⁶ The framework not only focuses on global climate change efforts by enhancing DRR strategies such as risk assessment and management, but also works towards enhancing the understanding, coordination, and cooperation on climate migration as well as planned relocation at national, regional, and international levels.¹¹⁷ There have also been significant developments at the regional level. During the 2006 African Union Executive Council Ninth Ordinary session in Gambia, African Heads of State adopted *The Migration Policy Framework for Africa*, which provides strategies and solutions for migration issues in Africa.¹¹⁸ The document identified poverty and environmental degradation as key drivers of migration on the continent and recommended that African states protect their environments to prevent desert and soil degradation.¹¹⁹ Another regional document, the 2014 *Brazil Declaration and Plan of Action*, acknowledges the need to enhance protections for climate and disaster-related migrants.¹²⁰ The Declaration mentions the impact of climate change and natural disasters on persons in Latin America and the Caribbean and proposes several regional programs that would enhance protection for vulnerable migrants, detect situations that would produce displacement, and promote regional dialogue to support migration management.¹²¹

Role of the International System

IOM has worked to address the interconnection of climate change and migration through policy, research, operational activities, and partnerships.¹²² In this regard, IOM created the Environmental Migration Portal: Knowledge Platform on People on the Move in Climate Change to develop research, promote information sharing, and identify relationships between migration and the environment.¹²³ The Migration Environment, and Climate Change: Evidence for Policy initiative was established to gain knowledge about environmental degradation and migration, as well as policy options for adaptation strategies in specific geographical regions.¹²⁴ At the global level, IOM continues to support the implementation of the New York Declaration.¹²⁵ As part of IOM’s contribution to the global compact for migration, IOM has written thematic papers on climate change, environmental resilience, and migration.¹²⁶

IOM’s International Dialogue on Migration (IDM) contributed to the global compact for safe, orderly, and regular migration through two workshops conducted in cooperation with Member States.¹²⁷ IDM has also conducted forums with Member States focused on supporting vulnerable migrants and migrants facing crises, including natural disasters.¹²⁸ In hopes of providing protection for migrants during natural disasters, IOM serves as one of the

¹¹⁴ UN General Assembly, *New York Declaration for Refugees and Migrants (A/RES/71/1)*, 2016, p. 21.

¹¹⁵ *Ibid.* p. 9.

¹¹⁶ COP 16, *The Cancun Adaption: Outcomes of the Work of the Ad hoc Working group on Long-term Cooperative Action under Convention (FCCC/CP/2010/Add.1)*, 2011.

¹¹⁷ *Ibid.*, p. 5.

¹¹⁸ African Union, *African Common Position on Migration and Development*, 2006, p. 1.

¹¹⁹ *Ibid.*, pp. 34-37.

¹²⁰ *A Framework for Cooperation and Regional Solidarity to Strengthen the International Protection of Refugees, Displaced and Stateless Persons in Latin America and the Caribbean*, 2014, p. 1.

¹²¹ *Ibid.*, pp. 15-16.

¹²² IOM, *Migration and Climate Change*.

¹²³ IOM, *Environmental Migration Portal*.

¹²⁴ *Ibid.*

¹²⁵ IOM, *IOM’s Vision and Role*.

¹²⁶ IOM, *IOM Thematic Papers*.

¹²⁷ IOM, *IOM’s Vision and Role*; IOM, *International Dialogue on Migration 2017: Strengthening International Cooperation on and Governance of Migration Towards the Adaption of a Global Compact on Migration in 2018*, 2017.

¹²⁸ IOM, *International Dialogue on Migration*.

Secretariats on the state-led Migrants in Counties in Crisis (MICIC) Initiative.¹²⁹ In this role, IOM conducts webinar events and took part in the creation of the MICIC Guidelines to Protect Migrants in Countries Experiencing Conflict of Natural Disasters.¹³⁰ IOM also assisted in the development of the Guidance on Planned Relocations that provides a roadmap for relocating populations affected by natural disasters and hazards using five cross-cutting elements that includes the perspectives of state authorities and affected populations interaction before and after a natural disaster.¹³¹

Many other UN entities are also taking action on this topic. The United Nations High Commissioner for Refugees (UNHCR) assists in reducing and managing disaster displacement.¹³² UNHCR is involved in operational efforts to assist with cross-border disaster displacement, which includes their efforts in the wake of the Haiti earthquake where they provided tents to the citizens of Haiti crossing into the Dominican Republic.¹³³ In addition, UNHCR recently conducted a Training Workshop on Disaster Risk Reduction given to government officials and other actors engaged in this issue to improve their operational capacity.¹³⁴

The Nansen Initiative is a state-led consultative forum that created the Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change.¹³⁵ The agenda promotes efforts to reduce and mitigate the effects of disaster displacement and the enhanced protection of migrants through humanitarian action, awareness, and data collection.¹³⁶ The Nansen Initiative also discusses current practices states are utilizing and solutions in the gaps of those practices.¹³⁷ The Platform for Disaster Displacement (PDD) was created in 2016 to implement the recommendations in the Nansen Initiative Protection Agenda.¹³⁸ To this end, the PDD supports the recent creation of the Guide to Effective Practices for RCM Member Countries, which was adopted by the Member States of the Regional Conference on Migration.¹³⁹ The PDD and the IOM also attended the 2017 Global Platform for Disaster Risk Reduction, which included discussions on intervention in areas impacted by disaster displacement, DRR strategies in society engagement, and the collection of disaster displacement data at local and regional levels.¹⁴⁰

During the 2016 World Humanitarian Summit, the UN Secretary-General stressed the need for national and regional institutions to come together in addressing cross-border disaster displacement.¹⁴¹ The World Humanitarian Summit recognized the need to shift from reacting to cross-border disaster displacement to reducing risk and increasing financing and planning for natural disasters.¹⁴² In addition, one of the products of the 2016 World Humanitarian Summit, the report of the Secretary-General (71/353), emphasized the need for the international community to bolster its responsibility in protecting persons impacted by cross-border disaster displacement, especially women and children.¹⁴³

The International Committee of the Red Cross (ICRC) is one example of a non-governmental organization that has undertaken efforts to assist cross-border migrants during and after environmental crises.¹⁴⁴ The ICRC has provided

¹²⁹ IOM, *Annual Report for 2016*, 2017, p. 14.

¹³⁰ *Ibid.*

¹³¹ UNHCR et al., *A Toolbox: A Planning Relocations to Protect People from Disaster and Environment Change*, 2014, p. 3.

¹³² UNHCR, *Climate Change and Disaster Displacement: An Overview of UNHCR's role*, 2017, p. 4.

¹³³ *Ibid.*, p. 5.

¹³⁴ UNHCR, *2017 Global Platform for Disaster Risk Reduction UNHCR Statement from Commitment to Action*, 2017, p. 1.

¹³⁵ The Nansen Initiative, *Agenda for the Protection of Cross-border Displaced Persons in the Context of Disasters and Climate Change: Volume I*, 2015, pp. 10-15.

¹³⁶ *Ibid.*

¹³⁷ UN General Assembly, *Outcome of the World Humanitarian Summit (A/71/353)*, 2016, p. 11.

¹³⁸ Environmental Migration Portal, *Platform on Disaster Displacement*.

¹³⁹ *Ibid.*

¹⁴⁰ Platform on Disaster Displacement, *Reporting back – the Platform on Disaster Displacement and the 2017 Global Platform for Disaster Risk Reduction in Cancun, Mexico*, 2017.

¹⁴¹ UNEP, *World Humanitarian Summit Must be Turning Point in Cooperation to Tackle Crisis*, 2016.

¹⁴² UN General Assembly, *Outcome of the World Humanitarian Summit: Report of the Secretary-General (A/71/353)*, 2016, p. 11.

¹⁴³ *Ibid.*, p. 3.

¹⁴⁴ ICRC, *ICRC Comment on the Global Compact for Safe, Orderly and Regular Migration*, 2017, p. 7.

protection to vulnerable migrants and restores family links for displaced persons.¹⁴⁵ Recently, the ICRC has reunited families in the case of the 2016 Ecuador earthquake and has provided food and shelter in the Somalia's current drought crisis.¹⁴⁶

Supporting the Protection of Migrants During Relocation Efforts

Between 2008 and 2015, 15 million people annually were relocated or evicted from their country of origin because of the direct impacts of a natural disaster.¹⁴⁷ When migrants are evicted or voluntarily relocate from their country of origin across international borders due to a natural disaster, they do so in search of safety and security.¹⁴⁸ When migrants relocate across borders to another country, they stand to lose their cultural, psychological, and community ties and attachments.¹⁴⁹ When relocation occurs, either initiated by migrants or by the government through planned relocation, migrants may also lose livelihood opportunities due to different markets or lack of opportunity in their new host state.¹⁵⁰ In the case of slow-onset disasters, such as rising sea levels, governments are more likely and able to utilize planned relocation strategies.¹⁵¹ For example, in the Mekong River Delta in Viet Nam where the rise in sea level resulted in the degradation of agriculture lands, the government was able to resettle people with the government's "Living with Floods" program; the program was successful through the cooperation of local communities, country of origin, and neighboring countries of destinations.¹⁵²

Where planned relocations are not in effect, migrants often face significant challenges at borders.¹⁵³ Since climate-induced migrants cannot claim refugee status, they are often deemed inadmissible to other states at the border.¹⁵⁴ At state's borders, cross-border displaced individuals may encounter issues like not meeting visa requirements, barring them entry into the country.¹⁵⁵ Where migrants are able to enter the country with official authorization, their access to services may be curtailed due to their status within the state.¹⁵⁶ In these cases, migrants may face significant barriers in finding adequate housing, education, health services, and employment opportunities.¹⁵⁷

Some states have sought to overcome these challenges by granting temporary visas; in the case of the 2010 Haiti earthquake, Brazil allowed affected residents to apply for humanitarian visas that spanned from two months to five years.¹⁵⁸ Even with these visas, in 2012 Brazil was receiving a large influx of irregular migrants from Haiti, indicating that the needs of migrants outweighed the number of approved humanitarian visas.¹⁵⁹ In response, Brazil's National Council expanded the program and improved the terms of the visas, lasting up to five years and allowing holders free movement in and out of Brazil.¹⁶⁰ However, humanitarian visas are not always similarly equipped with

¹⁴⁵ ICRC, *ICRC Comment on the Global Compact for Safe, Orderly and Regular Migration*, 2017, p. 7.

¹⁴⁶ ICRC, *Ecuador Earthquake Reuniting Families*, 2016; ICRC, *Somalia: A Family without Food sees drought turn to disaster*, 2017.

¹⁴⁷ Shade et al., *Climate Change and Climate Policy Induced Relocations: A Challenge for Social Justice*, 2015, p. 2.

¹⁴⁸ IOM, *Civil Society & NGOs*.

¹⁴⁹ *Ibid.*

¹⁵⁰ The Nansen Initiative, *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change: Volume I*, 2015, p. 38; Entzinger & Scholten, *Relocation as an Adaption Strategy to Environmental Stress: Lessons from the Mekong River Delta in Viet Nam*, 2015, p. 5.

¹⁵¹ Entzinger & Scholten, *Relocation as an Adaption Strategy to Environmental Stress: Lessons from the Mekong River Delta in Viet Nam*, 2015, p. 3.

¹⁵² *Ibid.*

¹⁵³ Migrants in Countries in Crisis Initiative, *Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster*, p. 33.

¹⁵⁴ UNHCR, *Convention and Protocol Relating to the Status of Refugees*, 2011, p. 3; The Nansen Initiative, *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change: Volume I*, 2015, p. 22.

¹⁵⁵ Migrants in Countries in Crisis Initiative, *Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster*, 2016, p. 33.

¹⁵⁶ Serna, N., *Human Mobility in the Context of Natural Hazard Related Disasters in South America*, 2015, p. 24

¹⁵⁷ The Nansen Initiative, *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change: Volume I*, 2015, p. 28.

¹⁵⁸ The Nansen Initiative, *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change: Volume II*, 2015, pp. 46-47.

¹⁵⁹ *Ibid.*, p. 45.

¹⁶⁰ *Ibid.*, p. 47.

full protections and rights.¹⁶¹ In some cases, humanitarian visas may limit the right to work and curtail access to humanitarian assistance.¹⁶² IOM assists cross-border disaster displaced persons in many ways, including in supporting the visa process.¹⁶³ After the 2010 Haiti earthquake, IOM, with the assistance of the Brazilian embassy in Port-au-Prince, opened a Humanitarian Application Centre to assist Brazil's National Council with counseling migrants on receiving humanitarian visas.¹⁶⁴ This case is just one example of a successful initiative due to the close cooperation between IOM and Member States.¹⁶⁵

Enhanced Protection for Women Crossing Borders

Some vulnerable migrant groups are more likely to be subject to marginalization and abuse in cross-border relocations.¹⁶⁶ During natural disasters, the human rights of migrants are more likely to be violated which makes them vulnerable to violence, human trafficking and smuggling, and discrimination.¹⁶⁷ This can especially be said for women, particularly in regions where women have less access to wealth, education, and other resources.¹⁶⁸ Increased environmental degradation, reduced access to natural resources, and the general effects of natural disasters are often factors in a woman's decision to migrate across international borders.¹⁶⁹ Women migrate more frequently than men and face an increased likelihood of being exploited and trafficked while traveling across international borders to their destinations.¹⁷⁰ While crossing borders, women are also more susceptible to sexual and gender-based violence.¹⁷¹ Additionally, some women may not have access to direct aid and assistance during and after traveling across borders, and when they do, the assistance may not appropriately meet the needs of women, such as temporary relief camps that lack in adequate safety and health services.¹⁷²

IOM utilizes the principles and guidelines in the MICIC and IOM's Governance Framework to provide protection and assistance to vulnerable migrants.¹⁷³ IOM has implemented its Regional Programs and Protection and Assistance to Vulnerable Migrants, which particularly provides aid to women.¹⁷⁴ Within each program, IOM engages with relevant states and Civil Society Organizations in aiding migrants, and each regional program is unique and assists in counteracting specific issues in that region.¹⁷⁵ For example, the Mesoamerica program involved the training of 35 counter-trafficking specialists to address the trafficking of migrants, including training on how to identify victims and survivors of human trafficking.¹⁷⁶ IOM's regional Programs of Protection and Assistance to Vulnerable Migrants also promotes the coordination of states, governments, and organizations in providing migrants protection.¹⁷⁷ However, similar programs may be difficult to establish or implement in the future, as the term

¹⁶¹ The Nansen Initiative, *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change: Volume I*, 2015, p. 27; Serna, N., *Human Mobility in the Context of Natural Hazard Related Disasters in South America*, 2015, p. 24.

¹⁶² Ibid.

¹⁶³ IOM, *IOM Opens Brazil Humanitarian Visa Application Centre in Haiti*, 2015.

¹⁶⁴ Ibid.; The Nansen Initiative, *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change: Volume II*, 2015, p. 45.

¹⁶⁵ The Nansen Initiative, *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change: Volume II*, 2015, p. 45.

¹⁶⁶ UN General Assembly, *In Safety and Dignity: Addressing Large Movements of Refugees and Migrants: Report of the Secretary-General (A/70/59)*, 2016, p. 21.

¹⁶⁷ IOM, *Issue Paper*, 2016, p. 2.

¹⁶⁸ The Nansen Initiative, *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change: Volume I*, 2015, p. 37; Chindarkar, *Gender and Climate Change-induced Migration: Proposing a Framework of Analysis*, 2012, p. 1; Women Watch, *The Need for Gender Sensitive Responses to the Effects of Climate Change*.

¹⁶⁹ Chindarkar, *Gender and Climate Change-induced Migration: Proposing a Framework of Analysis*, 2012, p. 2.

¹⁷⁰ Ibid.; UNDP, *Human Trafficking and HIV: Exploring Vulnerabilities and Responses in South Asia*, 2007, p. 51.

¹⁷¹ Chindarkar, *Gender and Climate Change-induced Migration: Proposing a Framework of Analysis*, 2012, p. 3.

¹⁷² Ibid.

¹⁷³ IOM, *Protection of the Human Rights and Fundamental Freedoms of Migrants and the Specific Needs of Migrants in Vulnerable Situations*, p. 3; IOM, *Migration Governance Framework*, 2015, p. 3.

¹⁷⁴ IOM, *Regional Programs of Protection and Assistance to Vulnerable Migrants*, 2017.

¹⁷⁵ Ibid.

¹⁷⁶ Ibid.

¹⁷⁷ Ibid.

“vulnerable migrant” has not yet been clearly defined internationally.¹⁷⁸ While women experience particular vulnerabilities, the definition of “vulnerable migrant” will likely also be inclusive of the diverse forms of vulnerabilities to specific exploitations and abuses, such as indigenous populations and persons with disabilities.¹⁷⁹

Advancing Disaster Risk Reduction

The risk of being displaced because of a natural disaster has increased at twice the rate of population growth since the 1970s.¹⁸⁰ Since the mid-1980s, the number of mega-events, which are natural disasters that displace more than three million people, has increased and is responsible for the growing rate of cross-border disaster displacement, a trend that is predicted to continue.¹⁸¹ DRR and resilience-building can assist in reducing climate-induced migration by establishing proactive solutions for people living in areas that experience the adverse effects of climate change, environmental degradation, and natural hazards.¹⁸² In DRR programs, states are responsible for anticipating disasters, including identifying disaster-prone areas and assessing the impact of natural disasters and hazards on affected populations; by doing so, states can reduce vulnerability and exposure, and thereby enhance resilience.¹⁸³ The same development policies that enhance resilience can also strengthen the capacity of states to host cross-border disaster displaced persons without overburdening their resources and infrastructure.¹⁸⁴

While these processes are important, many current policies do not reflect the realities of disaster displacement, causing states to enact inadequate plans and policies.¹⁸⁵ Additionally, there is a serious lack of investment in these initiatives in many states due to constrained resources, lack of understanding, or more pressing priorities.¹⁸⁶ Another challenge is the current gap between DRR and development policy in many developing countries.¹⁸⁷ By isolating these actions, states operate in a binary framework where DRR and development initiatives may be framed competitively, when in fact they are complementary and may be most effective when pursued together.¹⁸⁸

IOM has been advancing DRR since the 1990s, starting with one of IOMs largest operations in providing humanitarian assistance in Central America in the wake of 1998’s Hurricane Mitch.¹⁸⁹ Over time, IOM developed a migration management cycle framework to help guide action in emergency and post-crisis situations, including prevention, protection and assistance, and development and adaptation facets.¹⁹⁰ In implementing DRR activities, IOM embodies the following two approaches: prevention and reconstruction projects such as community-based disaster risk management and mainstreaming risk reduction, and resilience-building projects that support communities and vulnerable populations.¹⁹¹ In addition, IOM heavily relies on the community to advance DRR initiatives and prevent forced migration.¹⁹² In response to community needs, IOM establishes community stabilization projects and provides disaster preparedness assistance through building resilience to hazards, guiding national authorities, conducting field assessments and studies on communities, and supporting capacity building.¹⁹³

¹⁷⁸ IOM, *International Dialogue on Migration 2017 Understanding Migrant Vulnerabilities: A Solution-based Approach Towards a Global Compact that reduces Vulnerabilities and Empowers Migrants*, 2017, p. 31.

¹⁷⁹ *Ibid.*

¹⁸⁰ Ginnetti, *Disaster-Related Displacement Risk: Measuring the Risk and Addressing its Drivers*, 2015, p. 8.

¹⁸¹ *Ibid.*

¹⁸² IOM, *Issue Paper*, 2016, p. 3; The Nansen Initiative, *Agenda for the Protection of Cross-border Displaced Persons in the Context of Disasters and Climate Change: Volume I*, 2015, p. 47.

¹⁸³ The Nansen Initiative, *Agenda for the Protection of Cross-border Displaced Persons in the Context of Disasters and Climate Change: Volume I*, 2015, p. 34.

¹⁸⁴ *Ibid.*, p. 35.

¹⁸⁵ *Ibid.*

¹⁸⁶ UN General Assembly, *Sendai Declaration and Framework for Disaster Risk Reduction 2015-2030 (A/RES/69/283)*, 2015, p. 18.

¹⁸⁷ The Nansen Initiative, *Agenda for the Protection of Cross-border Displaced Persons in the Context of Disasters and Climate Change: Volume I*, 2015, p. 35.

¹⁸⁸ *Ibid.*

¹⁸⁹ IOM, *Disaster Risk Reduction, Climate Change Adaption and Environmental Migration*, 2010, p. 7; IOM, *Operational Activities*.

¹⁹⁰ IOM, *Disaster Risk Reduction, Climate Change Adaption and Environmental Migration*, 2010, p. 7; IOM, *Cycle*, p. 4.

¹⁹¹ IOM, *Compendium of IOM Activities in Disaster Risk Reduction and Resilience*, 2013, p. 53.

¹⁹² IOM, *Operational Activities*.

¹⁹³ *Ibid.*

Conclusion

In 2018, the agreed-upon outcomes for the global compact for safe, orderly, and regular migration described in the New York Declaration will be adopted.¹⁹⁴ The significance of this adopted document, specifically annex II, will guide the international community's response to important migration issues including their intersection with climate change. In particular, the declaration may help the international community provide enhanced protection for vulnerable migrants, and provide more legal pathways to migration and resettlement.¹⁹⁵ Member States' commitment to the global compact for migration will also be evident by actions taken to enhance to DRR resilience-building efforts in regards to mitigate climate migration and cross-border disaster displacement.¹⁹⁶

Further Research

As delegates begin their research, the following questions should be considered: Why are cross-border disaster displaced persons not legally codified in international law? How can IOM address the lack of legal protections for cross-border migrants fleeing natural disasters? How can IOM provide cohesive protections for migrants across borders? How can IOM strengthen the relationship between communities and governments to improve protections and services for vulnerable climate migrants? How can IOM promote that states adopt a plan that is inclusive of communities, migrants and neighboring countries during relocation efforts? How can IOM assist states, governments, stakeholders, citizens and Civil Society Organizations in implementing DRR strategies at the community level?

Annotated Bibliography

Flavell, A. (2014). *IOM Outlook on Migration, Environment and Climate Change*. International Organization for Migration. Retrieved 20 August 2017 from: http://publications.iom.int/system/files/pdf/mecc_outlook.pdf

This publication discusses the role and approach of IOM in dealing with the issue of climate change migration. The goal of the publication is explain what IOM perceives as climate migration and how it addresses related challenges. This is a great source of knowledge for delegates as they begin to understand how IOM addresses and perceives climate migration and cross-border displacement and the measures taken at the prevention, management, and resettlement approach in regards to environmental situations. The publication also describes IOM's actions and operational efforts, which may inform delegates' proposed solutions.

International Organization for Migration. (2017). *Environmental Migration Portal* [Website]. Retrieved 21 August 2017 from: <http://www.environmentalmigration.iom.int/#home>

The Environmental Migration Portal, created by IOM, is a website and database that provides research data on the intersection between migration and climate change. The portal also provides great information about partnerships and initiatives such as the Migration, Environment, and Climate Change: Evidence for Policy, which has made great strides bridging the nexus between migration and climate change regionally. Delegates will find this website useful in their preliminary stages of research as they try learn about specific actions taken by IOM and IOM's partners regarding to complex migration and environmental issues such as degradation.

Migrants in Countries in Crisis Initiative. (2016). *Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster*. Retrieved 22 August 2017 from:

https://micicinitiative.iom.int/sites/default/files/document/micic_guidelines_english_web_13_09_2016.pdf

These guidelines were created by a state-led initiative of the United States and the Philippines and assisted by a working group comprised of various governments and organizations including the International Organization for Migration. This document gives a step by step guide on how

¹⁹⁴ UN General Assembly, *New York Declaration for Refugees and Migrants (A/RES/71/1)*, 2016, p. 12.

¹⁹⁵ IOM, *International Dialogue on Migration 2017 Understanding Migrant Vulnerabilities: A Solution-based Approach Towards a Global Compact that reduces Vulnerabilities and Empowers Migrants*, 2017, p. 31; Chindarkar, *Gender and Climate Change-induced Migration: Proposing a Framework of Analysis*, 2012, p. 3.

¹⁹⁶ The Nansen Initiative, *Agenda for the Protection of Cross-border Displaced Persons in the Context of Disasters and Climate Change: Volume I*, 2015, p. 35.

various different actors should address the needs of migrants affected by natural disasters. The document also describes many practices that could be implemented to help facilitate climate migration such as the consolidation of databases on cross-border movements, which may help delegates as they outline solutions and strategies on this issue.

The Nansen Initiative. (2015). *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change: Volume I*. Retrieved 6 August 2017 from: <https://nanseninitiative.org/wp-content/uploads/2015/02/PROTECTION-AGENDA-VOLUME-1.pdf>

This agenda examines the current practices of addressing climate migration and cross-border disaster displacement through adaptation, management, mitigation, and disaster risk reduction. This agenda discusses the current state of strategies including DRR, planned relocations, vulnerable migrants, and humanitarian assistance, and provides recommendations for the international community to consider in addressing cross-border disaster displacement. Some of those practices include linking effective policies and actions, assessing the impact of a natural disaster on an individual, and integrating cross-border disaster displacement into state laws and policies. Delegates can use this source to identify pressing issues and begin canvassing solutions for their future working papers.

The Nansen Initiative. (2015). *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change: Volume II*. Retrieved 18 September 2017 from: <https://www.nanseninitiative.org/wp-content/uploads/2015/02/PROTECTION-AGENDA-VOLUME-2.pdf>

The Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change describes current state practices on cross-border disaster displacement. This includes states practices in regards to DRR, planned relocations, and providing protections for vulnerable migrants through the exploration of case studies and state programs. This Agenda also describes recommendations for the future for states to follow in addressing cross-border disaster displacement. Delegates can find this useful as it explores state programs and practices on certain cross-border disaster displacement issues. Delegates can use this source to compare and contrast successful programs and practices between different states.

United Nations, General Assembly, Sixty-ninth Session. (2015). *Sendai Declaration and Framework for Disaster Risk Reduction 2015-2030 (A/RES/69/283)*. Retrieved 22 August 2017 from: <http://undocs.org/A/RES/69/283>

This framework explicitly focuses on DRR to substantially reduce the amount of damage caused to communities, lives and livelihoods, and the environment as a result of natural disasters. The Sendai Framework discusses goals and recommendations on advancing disaster risk reduction at the international, national, and local level. The Sendai Framework also focuses future efforts on the changing needs of the individuals and communities involved in man-made hazards and natural disaster. Delegates can use this source as a current model on how the international community is working to reduce the negative and adverse impacts of natural disasters on individuals.

United Nations, General Assembly, Seventieth session. (2015). *Transforming Our World: The 2030 Agenda for Sustainable Development (A/RES/70/1)*. Retrieved 21 August 2017 from: <http://undocs.org/A/RES/70/1>

Transforming Our World: The 2030 Agenda for Sustainable Development lists concrete 15-year goals on relevant climate change and migration-related issues including discrimination, poverty, protection, assistance, and disaster risk reduction. The specific goals and targets outlined in the 2030 Agenda may help guide delegates' understanding of key international goals and allow delegates to place their recommendations within this larger framework. Delegates can also use other related goals to strengthen their proposals and provide more holistic support to migrants, including reducing poverty, empowering women, and ensuring health and well-being.

United Nations, General Assembly, Seventieth session. (2016). *In Safety and Dignity: Addressing Large Movements of Refugees and Migrants: Report of the Secretary-General (A/70/59)*. Retrieved 21 August 2017 from: <http://undocs.org/A/70/59>

This report discusses global trends in the large movements of migrants in the international community. The report includes the opinion of the Secretary-General who calls upon the international community to act upon pressing alarming in international migration. The Secretary-General also states that the rise of climate change and environmental degradation will continue to

force migrants to move from rural areas to cities and from areas with great environmental risk. The Secretary-General recommends that Member States protect migrants in transit, address the root causes of migration, combat discrimination and xenophobia, and protect the dignity and human rights of migrants.

United Nations, General Assembly, Seventy-first session. (2016). *New York Declaration for Refugees and Migrants (A/RES/71/1)*. Retrieved 22 August 2017 from: <http://undocs.org/A/RES/71/1>

The New York Declaration for Refugees and Migrants sets out agreed-upon principles and issues facing refugees and migrants in the international community. In hopes of preventing large movements of migrants, the Declaration also discusses states' need to combat the negative impacts of climate change and natural disasters by establishing effective responses to climate migration. Delegates will find this resolution useful as they explore international efforts in adopting the goals mentioned in the resolution including addressing the root causes of migration, enhancing the rights of migrants, and promoting international cooperation in implementing border control and immigration procedures.

United Nations, General Assembly, Seventy-first session. (2017). *Follow-up to Review of the Communities of the New York Declaration: Report of the Secretary-General (A/71/978)*. Retrieved 22 August 2017 from: <http://undocs.org/A/71/978>

This report discusses the work and implementation efforts that have already taken place under the New York Declaration for Refugees and Migrants. The report discusses the partnerships and agencies that have started to implement goals set out in the New York Declaration, including IOM's efforts in training governments and NGOs in 41 countries on migrant rights, and training in 100 countries on countering trafficking in persons, exploitation, and abuse. Delegates will find this useful as they explore current actions taken by their state in addressing their commitments laid out in the New York Declaration.

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