

SYNTHESIS REPORT: TECHNICAL STAKEHOLDER CONSULTATION ON HUMAN MOBILITY AND LOSS AND DAMAGE, IN SUPPORT OF UPCOMING POLICY AND ADVOCACY WORK UNDER THE UNFCCC

Prepared by the Platform on Disaster Displacement (PDD) Secretariat

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On 3 September 2024, stakeholders engaged in human mobility and climate change policy met to discuss and prepare for upcoming events and processes on Loss and Damage. These include the 21st meeting of the WIM Executive Committee (WIM ExCom 21) and its expert groups, which will take place on 9-13 September 2024 in Bonn, Germany, the ongoing review of the Warsaw International Mechanism, the 29th Conference of the Parties (COP29) of the United Nations Framework Convention on Climate Change (UNFCCC), which will take place on 11-22 November 2024 in Baku, Azerbaijan, as well as the processes towards the operationalization of the Santiago Network on Loss and Damage and the Fund for Responding to Loss and Damage. The technical consultation took place in hybrid format with 10 colleagues in person in Geneva, Switzerland and about 30 joining virtually from elsewhere.

The consultation was organized against the backdrop of the rapidly evolving Loss and Damage institutional landscape, with significant progress having been made under and outside the UNFCCC, especially following the last WIM Review in 2019 and the establishment of the Santiago Network. Stakeholders emphasized the need to continue to work on displacement and human mobility in the context of climate change both under and outside the UNFCCC. Advancing action to avert, minimize and address loss and damage is part and parcel of States' international human rights obligations, as recognized in the preamble to the Paris Agreement.

This report outlines the main advocacy points and priorities raised by stakeholders and provides an overview of the discussions and opportunities around relevant UNFCCC processes.

1. HUMAN MOBILITY, LOSS AND DAMAGE AND UNFCCC PROCESSES

Santiago Network for averting, minimizing and addressing Loss and Damage (SNLD)

The operationalization of the SNLD is progressing, and there is an understanding and expectation from Parties that relevant organizations, bodies, networks and experts (OBNEs) working on human mobility will also be contributing to formulating and responding to requests for technical assistance. Relevant issues and capacities should be integrated in the work around data, planning and preparedness, capacity building and responses that will be delivered through the Santiago Network. This will be an opportunity to build coherence among different workstreams: addressing durable solutions and loss and damage are complementary efforts, and there is a need to build capacities to address overlapping crises (climate, conflict, and fragility) and align peacebuilding and climate change response efforts (HDP nexus).

Leveraging data on displacement and human mobility for loss and damage assessments

The assessment of risks, needs and impacts will be a recurring area in which countries will seek technical assistance from the SNLD.

- Loss and damage assessments that do not account for displacement will be incomplete. While displacement and some of its outcomes are often hard to quantify, if no attempt is made at measuring them, they will fall outside the scope of loss and damage action.
- There is a need to integrate methodologies and tools that allow to estimate potential displacement, track its occurrence and understand its costs and impacts in relevant assessments.
 - These efforts need to capture both economic and non-economic losses and damages of displacement and other forms of human mobility.
- It is important to build on and bring together existing tools and methodologies.[\[1\]](#) Ongoing efforts that can help develop these approaches include:
 - OHCHR's work to assess the 'human rights harm' deriving from loss and damage;
 - ILO's work to assess the labor implications of loss and damage and human mobility, including economic and non-economic implications;

- IDMC's work to assess 'displacement risk', as well as the costs and socio-economic impacts of displacement, including depending on its severity;
 - IOM's work to capture occurrence of displacement, the needs of displaced persons and progress towards durable solutions;
 - IMPACT's work to understand the needs of displaced and affected persons and impacts of displacement on the wellbeing of communities.
- There is a need to articulate technical options to capture movements that are not necessarily recognized as displacement, particularly in the context of slow-onset processes, so that they do not fall outside of these kinds of assessments.
 - Working with national and local authorities to leverage low-visibility data that can support these assessments is particularly important.

Strengthening national and local capacities on human mobility

Readiness for population movements in the context of climate change is an area where countries will need capacity building in order to avert, minimize and address related loss and damage. This support needs to build on human rights and ecosystem-based approaches.

- Readiness for displacement and planned relocations needs to be integrated in all disaster risk management, early action and response and recovery frameworks, so that countries have the capacity to manage the specific impacts of population movements and meet the specific needs of all affected persons.
- Building solid institutional frameworks on displacement and planned relocations is the foundation to all efforts to build capacities for preparedness, response and durable solutions.
- It is particularly important to build capacities to link risk information, early warning and early action with the potential human mobility consequences of hazards and disasters.
- Capacity building efforts should support the integration of short and long-term responses to the needs of those displaced and relocated into social protection systems that are inclusive, portable and broad enough to address all climate risks.
- These efforts should pay specific attention to the rights of individuals and groups who can be particularly affected when they are forced to move, including Indigenous Peoples' rights to land and access to resources.
- Context-specific, adapted responses (and assistance) will be needed to address diverse types of (often interlinked) economic and non-economic loss and damage.

- Assessments of local capacities to integrate human mobility concerns in risk management efforts can provide a foundation to prioritize and implement relevant technical assistance.
- Options for technical assistance on human mobility and loss and damage need to be compiled and presented in a way that is easily understandable to the wider community at the global level and in countries.

[1] For a more detailed discussion on this topic, please refer to:

<https://www.lossanddamagecollaboration.org/publication/how-to-quantify-and-measure-loss-and-damage-associated-with-displacement>

Review of the Warsaw International Mechanism for Loss and Damage (WIM)

The Loss and Damage landscape has evolved significantly since 2019, and there are now three constituted bodies under the UNFCCC (WIM ExCom, SNLD, Fund). In light of this, in June this year, at SB60, the [terms of reference](#) on the scope of the 2024 WIM review were agreed. The process should progress through the consideration of submissions, the assessment of the progress against the workplan of the WIM ExCom, as well as the analysis of relevant strategies, plans and reports. This should lead to a decision at SB61.

Several participants shared that they are planning on submitting inputs to the review, by September 30.

- Overall, the WIM should be strengthened to be able to better address the full scale of the needs related to loss and damage.
- The WIM review provides an opportunity to enhance complementarity between the three constituted bodies working on Loss and Damage. Improved coordination will allow for stronger action in support of vulnerable countries through improved policymaking, and more effective assistance and finance.
- A key function of the WIM, going forward, will be to ensure that mechanisms can be established that support mutual learning among countries. This will be key to supporting vulnerable countries both in accessing loss and damage finance and obtaining relevant technical assistance in an effective manner.
- In order to inform action and monitor the effectiveness of relevant work on Loss and Damage, the WIM could produce an annual Loss and Damage status report, identifying progress and outstanding gaps.
- The WIM review provides an opportunity to streamline and ensure coordination between the work of the five Expert Groups under the WIM. The Expert Groups have the potential to contribute more systematically to the understanding of loss and damage and the identification of effective responses and should be fully leveraged to this end.
- The role of the Expert Groups can be strengthened by ensuring that they have the resources and ability to inform and orient the work on loss and damage at national level, through compilation of evidence and recommendations, and definition of standards, which can all support action and support provided to vulnerable countries.

- This work by the Expert Groups, as well as (more generally) enhanced consultation of relevant experts, will be key to promoting complementarity with the work being done outside the Convention under disaster risk reduction, human mobility, human rights and other processes.
- In particular, the WIM review provides an opportunity to highlight the continued relevance of the Task Force on Displacement (TFD)'s mandate and recommendations.
 - The TFD has been remarkably effective as a mixed space in which technical actors can convey messages into the policy sphere, and where policy priorities can shape action on the ground.
 - The 2018 TFD recommendations can provide a useful starting point to begin discussing the integration of human mobility approaches into loss and damage work at national and local levels. They should be re-energized for adoption and use by all stakeholders.
 - It will be important to continue to leverage the expertise of the TFD and its members to support the full operationalization of the SNLD and of the Fund and funding arrangements.
 - The review also provides an opportunity to discuss the composition and membership of the TFD, which has remained unchanged since 2016. Increasing the size of the TFD could help integrate additional voices and perspectives.
 - In particular, the TFD could provide a forum to achieve some form of active participation of migrants, refugees and displaced persons into decision-making on Loss and Damage, which has been called for in COP28 decisions.
- There is a need for the WIM review to be forward-looking, anticipating a rapidly evolving Loss and Damage policy, operational and financial architecture.

Fund for responding to Loss and Damage (the Fund)

Ongoing discussions on the Fund are primarily concentrating on procedural aspects. No major decisions on these aspects are expected at COP29, and advocacy efforts should rather target the work of the Board and the upcoming High-Level Dialogue.

There is however political momentum to progress on the overall finance architecture at COP29, including in terms of ensuring further commitments to contribute to the Fund by potential donor countries. At the same time, it is understood that no single funding source can be sufficient to avert, minimize and address loss and damage, and that relevant sources of funding must be additional and diversified beyond ODAs.

Pending progress on relevant issues, some key inputs have been highlighted already at this stage.

- The Fund must be simple to access for stakeholders in vulnerable countries. Access to finance needs to be complemented by guidance and capacity-building interventions, including at the subnational level. There is a need to strengthen the capacities of local governance systems to address loss and damage (including by accessing more timely and sizable finance) in alignment

with broad policy objectives at the national and global levels.

- Finance could be accessed through the Fund in pursuit of different objectives, including in anticipation of potential loss and damage, as a way to address incurred losses, or to restore conditions that prevent future impacts. This will influence what kind of interventions can be supported (including potentially what kind of technical assistance should be provided to recipient countries).
 - This has implications for human mobility programming, which includes efforts that span from technical assistance for improved preparedness for displacement to direct support to displaced persons.
 - Relevant work should be informed by just transition principles and be human right-based.
- Existing methodologies and tools can be leveraged to develop comprehensive and systematic loss and damage assessments that include considerations of displacement and human mobility, and their impacts on people on the move and their communities.
- From a human mobility perspective, it is particularly important to understand how non-economic losses and damages (NELDs) will be considered by the Fund, and what kind of approaches can be adopted to either restore lost or damaged non-economic values, or to create the material conditions for their recovery. Such considerations are key for comprehensive and effective responses to displacement.
- Given that Loss and Damage programs will be nationally owned, it will be important to ensure that these national mechanisms recognize and address the needs of marginalized communities, including (crucially) people on the move.
 - Direct access is essential to effective support that addresses loss and damage, but granting it to displaced persons, refugees and migrants will require addressing logistical, legal and administrative challenges that may hinder the effective provision of assistance.
- [Decision CP.28/CMA.5](#) on the operationalization of the new funding arrangements, including a fund, for responding to loss and damage calls for the Fund to “establish consultative forums to engage and communicate with stakeholders” including “climate-induced migrants” (paragraph 28). In order to ensure the participation of migrants, refugees and displaced persons, it will be important to focus on practical elements of participation such as capacity building, access issues, and the lack of a dedicated constituency. These issues are discussed further in a [paper](#) prepared by the Loss and Damage Collaboration and the Advisory Group on Climate Change and Human Mobility.

New Collective Quantified Goal (NCQG)

At this stage, human mobility is not a direct, explicit concern for the NCQG. It remains unclear whether and to what extent financing for Loss and Damage will be included under the NCQG. There is a strong push from Annex 1 Parties not to include Loss and Damage in the NCQG while other countries are strongly advocating for a sub-goal on Loss and Damage. While no decision has been made at this stage, the establishment of specific commitments on Loss and Damage is understood as instrumental to operationalizing sustainable and predictable finance to avert, minimize and address loss and damage, including by providing a clearer resource base for the Fund and funding arrangements, and making them viable in the face of growing climate impacts. That being said, the adaptation sub-goal will be relevant to addressing some human mobility considerations, in so far as interventions focused on human mobility are integrated in adaptation efforts at the national level.

For Parties and actors advocating for the inclusion of Loss and Damage under the NCQG, existing evidence on the occurrence, costs and impacts of human mobility is extremely useful.

- Displacement and other forms of mobility drive, diversify and extend the loss and damage communities suffer, leading to significant economic and non-economic consequences.
- These impacts (especially the longer-term, cascading ones) are rarely captured in loss and damage accounting systems and estimates, which therefore consistently underestimate the impacts faced by vulnerable countries.

The existing finance gap on Loss and Damage is further enlarged when considering the full costs and impacts incurred as a consequence of human mobility.

Integrate human mobility in adaptation

While over the last years the focus of discussions on human mobility and climate change has been primarily focused on the Loss and Damage track, human mobility considerations should also be fully integrated into adaptation efforts, as not all forms of human mobility in the context of climate change constitute loss and damage. Migration and planned relocation, in particular, include elements of both adaptation and loss and damage.

- Highlighting the adaptation potential and benefits of human mobility will be important in discussions around the Global Goal on Adaptation, as well as as part of work on the adaptation sub-goal under the NCQG.
- National adaptation plans (NAPs) provide a space to holistically address climate (im)mobility across both adaptation and loss and damage. They could, for example, be a process through which countries link migration, planned relocations or solutions to displacement with

interventions to support livelihood diversification and promote the creation of decent work.

- To this end, it is important that the process to develop NAPs at the country level are inclusive, by promoting the participation of migrants, refugees and displaced persons.
- National adaptation planning processes could be aligned with humanitarian response efforts. These response plans increasingly address climate change and systematically include human mobility data/needs, which could be a way to leverage existing data and approaches for loss and damage action.

2. CONCLUSION

The technical consultation provided an opportunity for stakeholders to exchange information and ideas in preparation for upcoming events and processes on Loss and Damage. Through both general and process-specific discussions, it reaffirmed the importance of continuing to support efforts to integrate human mobility considerations into all relevant global policy workstreams, both under the UNFCCC and all related processes.

Moving ahead, joint advocacy and common initiatives to discuss relevant issues and bring them to the attention of parties will be key to advancing towards this objective and ultimately create more inclusive and effective climate action.

Reach Out

For questions, comments, or suggestions, email the PDD Secretariat at info@disasterdisplacement.org.
