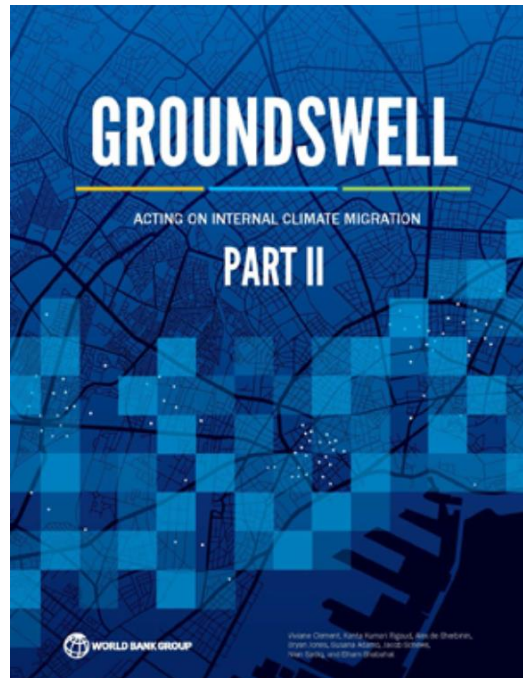


National and regional responses to climate mobilities in the Pacific region

Naoyuki Okano, Policy Researcher, Adaptation and Water Area

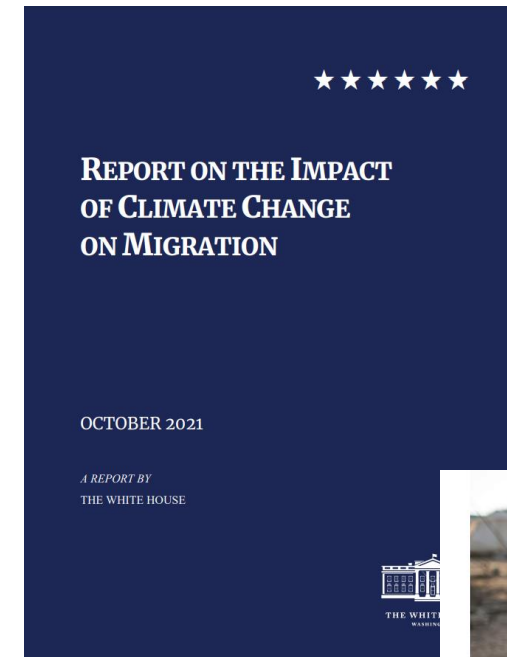
Human mobilities as a security issue

- Since the debates on environmental refugees in 1970s to the recent debates on climate refugees, **human mobilities induced by environmental factors has been one of the central topic** in security discourses related to environmental problems. While there is a challenge in estimation, the World Bank estimates **216 million people could move within their own countries due to slow-onset climate change impacts by 2050.**



Plurality in conceptualizing migration and security

- There is a plurality in the relevant conception of migration and security.
- **National security:** Some see it as a national security issue caused by the increasing number of migrants. This view typically discusses sovereignty, border controls, and immigration policies.
- **Human security:** However for many, it is a matter of survival/human security issues caused by extreme as well as slow-onset climate impacts. Policy measures such as planned relocation are discussed from this viewpoint.
- **International security:** There is a growing recognition of this issue as one of international security. However, human mobilities are also trapped by global governance—the polycentricity of the forums that govern it is another issue that makes it complicated.



The United Nations Secretary-General's Action Agenda on Internal Displacement

Follow-Up to the Report of the UN Secretary-General's High-Level Panel on Internal Displacement

JUNE 2022



Purpose, research questions, methods

Purpose

- Our research group aims to provide policy recommendations on how to better prepare for climate mobilities through national, bilateral, and regional approaches.
- (Our research makes inputs to the Ministry of Foreign Affairs, Japan.)

Research questions

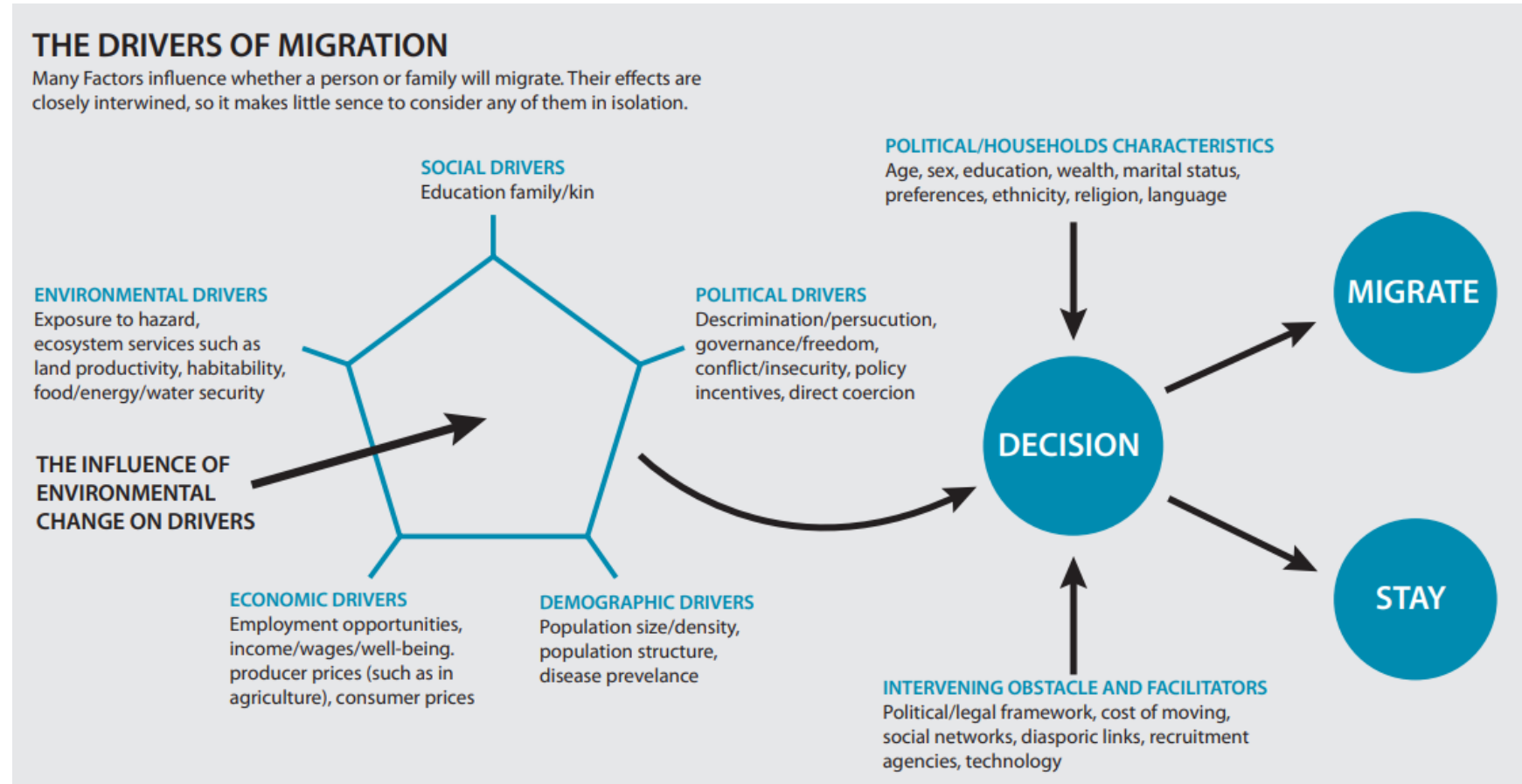
- **What is the current shape of multi-level governance of climate-induced migration? What are the dominant ideas behind the governance landscape, and what are the key gaps?**
- (not in this presentation) What are the national and regional experiences of climate-induced migration, and what are the policy approaches to deal with it? We take case studies in Bangladesh and Fiji.

Method

- We conduct a desktop review of relevant legal and policy documents
- We interview policy-makers and relevant stakeholders to understand the background of such policy instruments

Conceptual understanding: drivers behind migration and non-migration

- This multifaceted nature of migration makes policy approaches challenging.
- Furthermore, the issue of climate-induced migration is marked by the absence of unified governance architecture



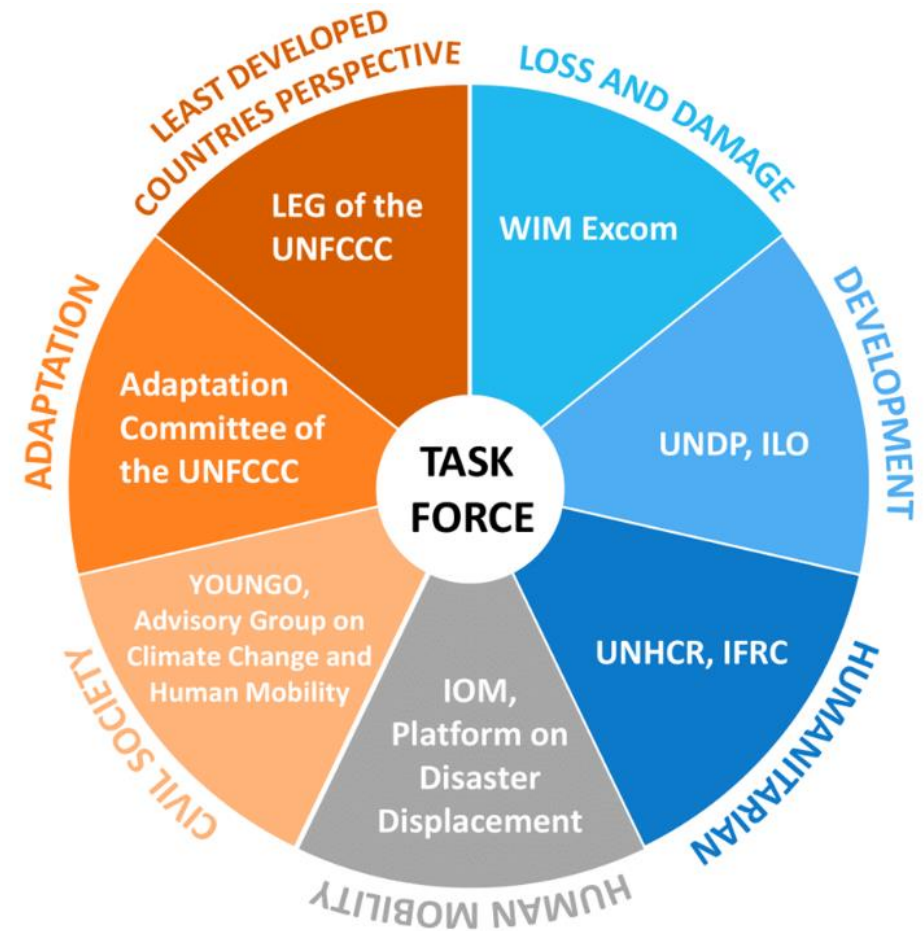
Source: Black et al. 2011

Mapping of policy approaches (excerpt)

Security layers	Science and Policy Interface	Laws/Norms/Policies	Projects/Activities
International security	IOM's Global Migration Data Analysis Centre IDMC's Global Report on Internal Displacement WB's Groundswell Report	Geneva Convention Relating to the Status of Refugees (1951) Guiding Principles on Internal Displacement (1998) The New York Declaration for Refugees and Migrant (2016) Global Compacts on Migration (2018) and Refugees (2018) UNSG's Action Agenda on Internal Displacement (2022)	IOM appointment of a new special envoy for migration and climate action UNHCR strategic framework and appointed a special advisor on climate action in 2021 UNFCCC, Task Force on Displacement Platform on Disaster Displacement IFRC, Planned Relocation in the Context of Disasters and Climate Change, 2022
Regional security	UNESCAP Asia-Pacific Risk & Resilience Portal 2.0	Boe Declaration on Regional Security (Pacific) Pacific Regional Framework on Climate Mobility (2023) Australia-Tuvalu Climate and Migration Agreement (2023)	IOM, Enhancing Protection and Empowerment of Migrants and Communities Affected by Climate Change and Disasters in the Pacific Region (PCCMHS), (2019-2021)
National security	National Adaptation Planning Process	US White Paper on Climate Refugees Planned relocation guidelines in Fiji Standard Operating Procedures for Planned Relocation in the Republic of Fiji	

International governance: emerging coordination by the UNFCCC regime?

- Task Force on Displacement (TFD) established 2015 is in charge of developing “recommendations for integrated approaches to avert, minimize and address displacement related to the adverse impacts of climate change” (Decision 1. CP21). The Executive Committee of the Warsaw International Mechanism for Loss and Damage (WIM Excom) is entrusted by the COP to operationalize it.
- Given limited resources and capacities, roles and functions of TFD: setting the agenda, fostering common awareness, and functioning as a platform for collaboration.



Approach of the task force on displacement

Regional approaches in the Pacific

Boe Declaration on Regional Security, PIF 2018

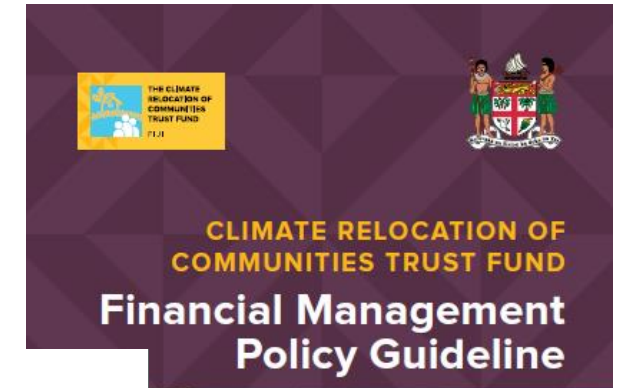
“We reaffirm that climate change remains the single greatest threat to the livelihoods, security and wellbeing of the peoples of the Pacific and our commitment to progress the implementation of the Paris Agreement;”

Pacific Regional Framework on Climate Mobility, PIF 2023

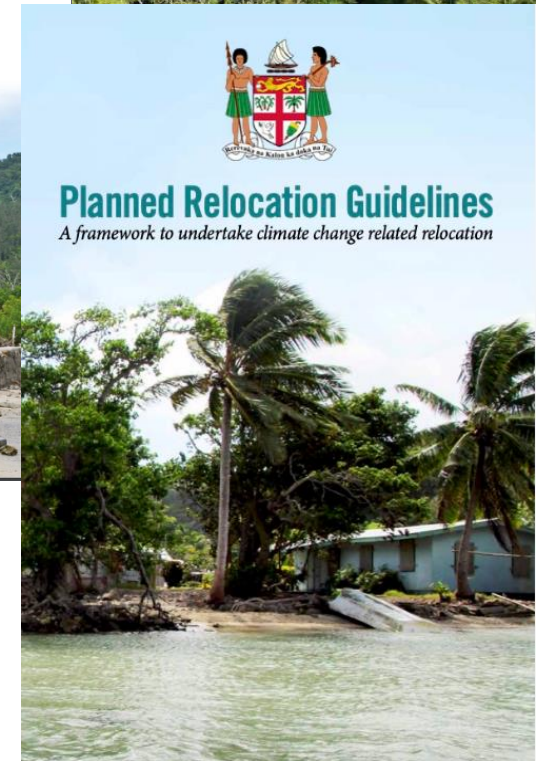
- Commitments to address different forms of migration, including:
 - Planned relocations
 - Migration
 - Displacement (Evacuations, Internal Displacement, and Cross-border Displacement)
 - Stranded migration
- According to PIF, the key functions of these documents are:
 - (1) enhanced coordination among Pacific countries and**
 - (2) strengthened Pacific’s voice to the international community**

National policies in Fiji

- Interviews in Fiji took place in March 2024 (we talked to Climate Change Division, PIF, GIZ, UNDP, IOM, and civil society organizations, among others).
- Climate Change Act 2021 – “The Minister, with the assistance of the Fijian Taskforce on Relocation and Displacement, must operationalize the Fijian Planned Relocation Guidelines through developing standard operating procedures...”
- Planned relocation is regarded as a last-resort measure in Pacific islands.
- Key functions of these policy instruments are (1) to stabilize the process of relocation and prevent unwanted migration, and (2) **to provide higher predictability for donor organizations that those relocations are safe to fund.**
- Remaining gaps include **limited funding and capacity, coordination between DRR and CC divisions, monitoring of planned relocations.**



Standard Operating Procedures
for Planned Relocation
in the Republic of Fiji



Tentative summary and way forward

- Currently, no international organization has a clear institutional mandate to cover climate-induced mobilities. Arguably, the UNFCCC process plays a role in coordinating responses to climate-induced mobilities.
- Many relevant stakeholders point out that the key remaining gaps are a lack of finance and resources. In the context of Fiji, policy instruments are almost ready, and they need to be implemented.
- However, they see difficulty in accessing international support, and **further analysis of this gap is needed for the multi-level governance to better function.**
- We also observe that many regional and national policy instruments have dual functions: **one addresses national policy gaps, and the other interacts with international governance.**
- Also, apart from the multi-level governance perspective, early experience in Fiji (and Pacific countries) on planned relocations could be good lessons for other countries/regions.



Vunidogoloa village, Fiji
photos by the author

ご清聴ありがとうございました。
Thank you very much for your attention.