Cities, Climate and Migration

The role of cities at the climate-migration nexus

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C40 CITIES

Mayors Migration Council

AUTHORS

William Roderick, Benefits Research Officer, C40 Cities

Snigdha Garg, Senior Adaptation Research Manager, C40 Cities

Luisa Miranda Morel, Senior Manager, Inclusive Climate Action Forum and Academies, C40 Cities

Kate Brick, Deputy Executive Director, Mayors Migration Council

Maggie Powers, Head of Policy and Advocacy, Mayors Migration Council

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ACRONYMS AND ABBREVIATIONS

COVID-19	Novel coronavirus disease 2019
EU	European Union
GCM	Global Compact for Safe, Orderly and Regular Migration
GCR	Global Compact on Refugees
IDP	Internally displaced person
IOM	International Organization for Migration
MCR	Making Cities Resilient campaign
MICIC	Migrants in Countries in Crisis
MMC	Mayors Migration Council
NUA	New Urban Agenda
SDGs	Sustainable Development Goals
UK	United Kingdom
UCLG	United Cities and Local Governments
UNDRR	United Nations Office for Disaster Risk Reduction
UNHCR	United Nations High Commissioner for Refugees
UNFCCC	United Nations Framework Convention on Climate Change
U.S.	United States

ABOUT THIS PAPER

In 2020, C40 Cities Climate Leadership Group (C40) and the Mayors Migration Council (MMC) worked together to better understand and draw attention to the intersection of climate change and migration in cities, elevating how city leadership is responding to these forces to work towards climate resilience, inclusion and equity. Through this effort, and in consultation with cities and experts from around the globe, the partnership established a body of knowledge on:

- How climate change and migration – and the multifaceted ways in which they influence each other – are affecting cities;

- The role of mayors as leaders in addressing the pressing challenges and opportunities presented by climate and migration, intentionally and holistically; and

- What cities need from national and multilateral actors to do this work more effectively.

Informed by a consultancy effort led by HR&A Partners,[A] C40-led desk research and interviews with city officials and experts, this paper is the culmination of the partnership's work over the course of 2020 and into 2021. It seeks to provide cities and climate change and migration practitioners with a clearer understanding of how these complex dynamics play out in cities; to elevate best practices from around the globe; and to be a resource for advocacy efforts to influence decision-making and leverage national and international bodies to provide the financial, policy, data and capacity-building support necessary for cities to continue leading the way.

Mathura (India) - unsplash

A Contributions from Jeff Hebert, President; Juan Felipe Visser, Director; Hannah Glosser, Analyst and Ashley So, Research Analyst, HR&A Advisors.

01

INTRODUCTION: THE CONVERGENCE OF CLIMATE CHANGE AND MIGRATION IN CITIES

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Climate change has become a key driver of migration. In 2019, of 33.4 million new displacements, 24.9 million were disaster-related and 23.9 million of these were climate related, with the greatest contributors being storms and flooding.

The climate crisis is one of the world's greatest challenges and is fundamentally shaping the global landscape – including the places, conditions and ways in which people live. Rising sea levels, increasing resource scarcity, acute desertification and greater frequency and severity of extreme weather events are having complex and cascading impacts across the globe. One significant impact is human mobility.

Various push and pull factors contribute to human mobility. However, when analysing the root cause of this movement, it is clear that **climate change has become a key driver of migration**. In 2019, of 33.4 million new displacements, 24.9 million were disaster-related and 23.9 million of these were climate related, with the greatest contributors being storms and flooding.[1]

The International Organization for Migration (IOM) estimates that by 2050, there could be between 25 million to 1 billion people moving either within their countries or across borders for climate-related reasons[2] and the Institute for Economics and Peace estimates that within the next 30 years over 1 billion people could be displaced across the globe as a result of natural disasters alone.

Although global attention is often paid to international, cross-border movements, far more people are moving within the boundaries of their own countries. The World Bank projects that, by 2050, without significant climate and development action, up to 143 million people may move internally in Latin America, sub-Saharan Africa and South Asia.[3] In the United States, sea-level rise alone could displace 13 million people by the end of the century – the largest ever mass migration in North America. Worse still, entire nations in the Pacific Ocean are facing complete destruction and will have to relocate their entire populations.

Despite this, national governments are lagging in responding to the urgency of climate migration. Currently only 20 of state pledges to the 2015 Paris Climate Agreement reference human mobility. And while many international frameworks and agreements recognise the importance of acknowledging the role of climate in affecting migration and displacement patterns (section 4), there is no commonly agreed legal definition for those displaced by climate change. Consequently, international law has yet to offer adequate legal protections financial support to those facing these crises head-on – whether these are the people who are moving or the local authorities who are responsible for the safety and well-being of the populations they serve.

Cities are on the front lines, experiencing the myriad effects of a changing climate – from more frequent sudden-onset flooding, storms and wildfires to more gradual shifts, such as higher temperatures and rising seas. It is projected that by 2050, more than 570 low-lying coastal cities will face sea-level rise of at least 0.5 metres, putting more than 800 million people at risk from storm surges and other hazards.[4]

At the same time, cities of all sizes are at the centre of every aspect of human mobility related to climate change. Those who decide to or are forced to leave their homes will likely settle in cities as they search for more diverse income opportunities and better access to services, such as education and healthcare. This is especially true for people who have been forcibly displaced; as of 2016, 60% of refugees and at least 80% of internally displaced people (IDPs) lived in urban areas.[5]

Whether cities are the origin, transit point or destination for climate-induced migration, the intersection of climate change and migration is relevant to cities in two fundamental ways:

1. **Climate-induced flows** affect cities, their infrastructure and services and their socio-economic health. If not acknowledged and understood, planned for and well-managed, such rapid shifts in population sizes and urbanisation can not only make cities even more susceptible to climate shocks and stresses, but will also affect their ability to work towards a green, just and inclusive recovery from the global COVID-19 pandemic.

2. **Local actions to mitigate or adapt** to the climate crisis can either advance the inclusion of migrants and displaced people in cities or further entrench their marginalisation and exposure to inequality and risk. By delivering inclusive climate action that accounts for migrant and refugee populations, and by prioritising investments in areas that are home to particularly vulnerable populations, cities can promote greater social cohesion and economic opportunities.

Those who decide to or are forced to leave their homes will likely settle in cities as they search for more diverse income opportunities and better access to services, such as education and healthcare.

Sao Paulo (Brazil) - unsplash

Cities on the receiving end of climate-related migration are creating win-win scenarios for both newcomers and residents, harnessing the many cultural, social and economic benefits migrants bring.

Cities understand these dynamics and know that the urgent challenges at the climate-migration nexus demand a response that puts inclusion, equity and environmental justice at the heart of all urban decision-making. They also know that, with adequate planning and preparations, cities can also maximise the opportunities where climate and migration intersect.

Cities on the receiving end of climate-related migration (many of whom are small and medium-sized, rather than major urban centres) are creating win-win scenarios for both newcomers and residents, harnessing the many cultural, social and economic benefits migrants bring.[6,7] Cities of all sizes are responding proactively to increased pressures on infrastructure and services, leveraging migration as a resource for community revitalisation and growth, and ensuring that local policy frameworks – including those that govern climate action – create a welcoming, accessible and equitable environment for all.

Forward-thinking cities around the world are taking inclusive action to address climate change and migration holistically by developing integrated policy responses. These responses not only factor migration into climate strategies, but also incorporate localised climate resilience into inclusion strategies.

Of course, the authority of local governments varies across regional and national contexts. And, while cities are leading the way, they cannot address these issues alone, as we will explore in sections 4 and 5 of this paper.

There are, however, a number of key roles that cities should, can and are already playing at the intersection of climate and migration. Informed by interviews with city representatives and experts, this section highlights key examples that illustrate city leadership.

02
CITIES LEADING AT THE CLIMATE-MIGRATION NEXUS

2.1
CITIES AS INCLUSIVE AND INTEGRATED POLICYMAKERS

Cities are responsible for creating and implementing rules and regulations within their authority. An inclusive, integrated approach to policy design and analysis across city departments and across sectors can help to ensure that policies and actions have equitable outcomes – especially for those who are frequently underrepresented in decision-making processes and side-lined by urban services and systems. This is particularly important in the context of climate change and migration, given its intersectional dynamics, the invaluable contributions of migrants and their often-increased vulnerability to climate change impacts.
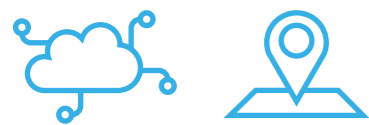
AN INCLUSIVE CROSS-SECTOR APPROACH

Tokyo (Japan) - unsplash

Anchorage, AK, U.S.

Welcoming Anchorage Roadmap, Resilience Strategy and Climate Action Plan

ANCHORAGE AT THE CLIMATE-MIGRATION NEXUS

2019 population:
288,000[8]

Annual population growth rate:
1%[9]

The climate in the Arctic is changing twice as fast as that of the rest of the United States. Over the past few decades, rural Alaska has witnessed eroding shorelines, changing terrains and habitats, wildfires, melting permafrost and receding glaciers at alarming rates. Alaska Native populations situated along the coast are particularly vulnerable. In 2009, 200+ Alaskan villages were at risk of flooding and erosion, 31 of which faced an imminent threat of displacement.[10]

As Alaska's largest community, the Municipality of Anchorage expects to face in-migration as slow-onset climate events displace these rural communities. At the same time, the percentage of foreign-born residents in the city grows, as Anchorage receives migrants and refugees from across the globe. In 2020, the city was home to more than 100 spoken languages.

Shaina Kilcoyne - Energy and Sustainability Manager - Solid Waste Services | Municipality of Anchorage (USA)

Anchorage recognises the benefits of an international and diverse population and is committed to resilience, equity and inclusion. To institutionalise this work, in 2015, the city launched an initiative to advance equal opportunity and service access for all residents – Welcoming Anchorage. As part of this initiative, the municipality embarked on a process to engage the Anchorage community in developing a Welcoming Anchorage Roadmap.

With a kick-off at the Alaska Native Heritage Centre, the city welcomed over the course of several months residents from across Anchorage to give input into the vision, values and vehicles of the plan, with proposed solutions ultimately voted on at a meeting of community members.[11]

The priority actions identified range from infrastructure improvements, such as enhanced public transit, to information awareness initiatives, to direct employment interventions such as encouraging local hiring and commitments to businesses owned by women and people from minority and other disadvantaged backgrounds. Building on this work, the city created a Resilience Strategy to make sure that, as the city works to address and prepare for chronic stresses and acute shocks, it does so with equity front and centre.

In 2019, the municipality adopted the Anchorage Climate Action Plan. The Climate Action Plan focuses on mitigation, adaptation, climate equity and co-benefits, and aims to be inclusive of all residents by evaluating the alignment with or unintended impacts of these efforts on racial and ethnic communities or individuals with limited English proficiency. To bring all of this together, the municipality created a Resilience Sub-Cabinet made up of department heads who meet quarterly to coordinate inclusion, resilience and climate action efforts.[12] This integrated approach is a strong example of a holistic policy that accounts for, among other things, the impact of climate change on migratory flows into the city, while also promoting inclusivity, equity and justice to increase the city's resilience.

Shaina Kilcoyne - Energy and Sustainability Manager - Solid Waste Services | Municipality of Anchorage (USA)

Freetown, Sierra Leone

Transform Freetown

FREETOWN AT THE CLIMATE-MIGRATION NEXUS

2019 metropolitan population:

1.2 million[13]

Annual population growth rate:

4.2%[14]

Freetown's population is expected to double over the next decade due to urban migration from all parts of Sierra Leone, where the impacts of climate change and extreme weather patterns have led to crop failures and pushed people to move to the city in search of alternative livelihoods.[15,16]

This unplanned population growth has put significant pressure on the city's already strained housing, sanitation and health infrastructure, and has led to the rapid expansion of informal settlements. Thirty-five percent of the city's population now lives in these more than 70 settlements,[17] which are dense and overcrowded, lack many basic services such as sanitation and water access, and are often situated in hazardous areas prone to mudslides, and flooding.[18]

Freetown (Sierra Leone) - unsplash

To address the gaps in its infrastructure and systems, in 2018 Freetown launched the Transform Freetown Plan,[19] a three-year vision for 'Resilience, Human Development, A Healthy City, and Urban Mobility'.

In developing the Transform Freetown Plan, the city undertook a comprehensive needs assessment that included more than 300 community meetings involving more than 15,000 residents. The city consulted residents on what service delivery meant to them, what their needs were and how they would prioritise these.

This city-wide consultation was the first of its scale in Freetown and it allowed the city to identify communities that were highly exposed to climate-related hazards and understand their specific needs. In response, the city has since established a consortium of partners including NGOs to develop and execute programmes within the plan in order to address these priorities.[20]

Within just a year of adoption, Freetown has completed 31 of 49 proposed initiatives. One example of an effective cross-cutting action that came about as a result of this inclusive policy design process is the Waste Management Micro-Enterprise Program. This programme simultaneously promotes improved economic livelihoods, sanitation and environmental resilience by working with migrant youth to strengthen and improve waste collection services in informal settlements. Since its launch, the city has extended its waste collection service from 8,000 households to 30,000 households.

Freetown (Sierra Leone) - unsplash

2.2
CITIES AS LEADERS OF INCLUSIVE COMMUNI-CATIONS AND COMMUNITY ENGAGEMENT STRATEGIES

Effective city leadership and governance requires inclusive and accessible communication and engagement with all city residents. Civil society engagement in driving both inclusivity and climate action is critical to achieving city goals, as is ensuring that city information, campaigns and services are accessible to all residents and available in multiple languages. This is especially crucial during emergencies such as climate-induced disasters or the current global pandemic, when sharing critical information and service provision is more important than ever to prevent anyone from being left behind.

COMMUNITY-DRIVEN COMMUNICATIONS

Hanoi (Vietnam) - unsplash

Bristol, UK

Black and Green Ambassadors

BRISTOL AT THE CLIMATE-MIGRATION NEXUS

Mid-2019 metropolitan population:

463,400[21]

Population growth from 2019 to 2020:

1.03%[22]

Like many cities, Bristol faces increasing vulnerability to climate change as a result of extreme weather that threatens its food systems and economy. The city's low-income communities are the most susceptible to these risks.[23]

Bristol also experiences considerable migration, which has seen the proportion of Bristol residents born outside the UK rise from 8% in 2011 to 15% in 2019.[24] The city's diversity is growing, having recorded over 187 countries of birth, over 91 languages and over 45 religions present among its residents in 2015.[25]

Greta Climate Bristol 2020 - CB Bristol Design - Bristol Design, Bristol City Council (United Kingdom)

Beginning in 2016, following Bristol's year as European Green Capital, city partners led by Ujima Radio and Bristol Green Capital Partnership developed and now co-deliver the Black and Green Ambassadors programme.[26] The initiative connects, empowers and celebrates diverse leadership and community action on environmental issues in Bristol and beyond.

The city invests in leaders – 'Ambassadors' – to support connections, challenge preconceptions and promote community leadership to create new opportunities and action ensuring the environmental movement is inclusive and representative of all communities. A key method of engagement is via the Ambassadors own radio show.[27]

The project recognises the intersection of climate resilience and engaging diverse populations, including migrants and refugees, in the city. It leverages the climate and integration angles to actively empower all residents to take actions that increase collective social resilience, drive individual and collective climate efforts, and ensure inclusion to build solutions that lead to an environmentally and socially just future for all.

City of Bristol (United Kingdom) - Olivia Sweeney, Roy Kareem and Asia Yousif (left to right)
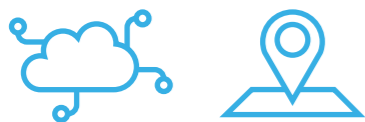
Houston, TX, U.S.

Language Access Plan and Living with Water initiatives

HOUSTON AT THE CLIMATE-MIGRATION NEXUS

2019 metropolitan population:

6.2 million[28]

Annual population growth rate:

2%[29]

The City of Houston is a hub for in-migration from across the United States and the globe. Nearly a quarter of the population of the Houston Metro Area was born outside the U.S.,[30] and more than half of the city's immigrant population comes from Latin America, a region where climate change impacts are expected to continue to drive migration northwards.[31]

Houston also became a temporary home to more than 250,000 people displaced by Hurricane Katrina in 2005, a fifth of whom took up permanent residence.[32,33] At the same time, the city is directly experiencing the impact of climate change and severe weather. In 2017, Hurricane Harvey displaced thousands of city residents, many of which were lower-income immigrant families living in flood-prone areas of Houston.

Houston (USA) - Hermann Park Conservancy Kite Festival

Language Access Plan

With an incredibly diverse population that hails from around the world, language barriers can be an obstacle for new residents to when it comes to accessing critical services and receiving information from the city. To ensure that city information and communications are accessible to every resident, Houston launched a Language Access Plan, which requires all city departments to specify how they will each support non-English speaking residents, and iSpeak Houston, an online portal for resources, information and media that promote public access to essential information and services in languages other than English.[34]

Living with Water

In 2020, in the aftermath of Hurricane Harvey and the devastation it caused for thousands of families displaced by flooding, Houston launched its Resilience Houston Strategy. One of 18 major targets within this strategy is to remove all habitable structures from floodways by 2030. This is particularly critical to protecting the health, safety and property of flood-prone neighbourhoods that are home to historically disadvantaged and socially vulnerable residents, thereby building their resilience and capacity to recover from future flooding and related climate, economic and health risks.

To achieve this goal, the city conducted 'living with water' and flood resilience workshops with international and local experts and community leaders for at-risk neighbourhoods. These workshops served to raise awareness about the potential hazards and introduce people to possible adaptation strategies, including the possible opportunities should they choose to move away from the flood risk zone. The workshop outcomes enabled the city to make both city-wide and neighbourhood-level recommendations.

As a result, Houston created a city-level programme that looked at a new approach called 'buy-in and buy-out' to align housing investments near at-risk neighbourhoods to provide additional choices for residents that live in the current floodways.[35]

Through these two initiatives, Houston shows that, by addressing different language needs and targeting areas of the cities in which migrants live, cities can use communication to develop collaborative approaches to addressing climate risks and prioritise migrant inclusion.

2.2
CITIES AS INCLUSIVE AND EQUITABLE SERVICE PROVIDERS

Cities must continually meet the needs of their constituents by providing basic city services. Migrants are often rapidly uprooted from their place of origin and must start from scratch in their receiving city, typically requiring immediate and even emergency support.

Migrant communities are often excluded from formal governance and service delivery systems – especially at the state level – for many different reasons. These include language barriers and a lack of accessible information, discrimination and xenophobia, and in many cases lack of legal status. Coupled with socio-economic constraints, the most vulnerable migrant populations therefore often tend to settle and become concentrated in areas most prone to climate risks and are further excluded from effective and appropriate service delivery.

Local government action can facilitate the protection and inclusion of all newcomers – including those moving or displaced for climate-related reasons – which in turn builds the resilience of the city overall.

LEAVE NO ONE BEHIND

Dhaka South, Bangladesh

Emergency Shelter for Migrants

DHAKA AT THE CLIMATE-MIGRATION NEXUS

2019 metropolitan population:

20.2 million[36]

Annual population growth rate:

3.6%[37]

During rainy season in Bangladesh, more than a fifth of the country can be flooded at once. A third of the country's population lives on the coastline, which is the first to be affected by flooding.[38]

An estimated 2,000 Bangladeshis migrate to Dhaka every day, most often from other coastal cities.[39] New arrivals often end up living or working in overcrowded slum areas with limited infrastructure and poor access to services and high environmental risks.

These informal settlements are home to 40% of all Dhaka residents, and are concentrations of extreme poverty, public health hazards and personal security risks such as human trafficking. They are also disproportionately vulnerable to climate risks such as flooding, air pollution and urban heat.

Dhaka itself is highly vulnerable to climate-induced impacts, such as extreme temperatures, soil salinisation, cyclones and heavy rainfall.

Dhaka (Bangladesh) - unsplash

Recognising the ever-growing inflows of climate-induced migration from across Bangladesh, Dhaka South City Corporation has developed a city-funded shelter, designed and dedicated to accommodating the needs of the city's migrants and to reduce their vulnerabilities.

The facility has six floors and can house up to 1,500 people at any given time. The space designates areas for men and women and offers recreational activities such as yoga, day-care services for children aged two to eight years old, and essential resources and services for those in need.

While this facility provides only temporary access to housing and services, it serves to explicitly welcome migrants, easing their transition into life in Dhaka and limiting their exposure to climate and security-related hazards while they establish themselves and their livelihoods in the city.

The creation of the emergency shelter demonstrates Dhaka's recognition of climate-induced flows to the city and the importance of anticipating these flows. It also facilitates city-level interventions that respond to these populations' different gender-specific, age-related and other needs.

Dhaka (Bangladesh) - unsplash

Sao Paulo, Brazil

Municipal Plan of Policies for Immigrants

SAO PAULO AT THE CLIMATE-MIGRATION NEXUS

2019 metropolitan population:

21.8 million[40]

Annual population growth rate:

0.9%[41]

Of all the cities in Brazil, Sao Paulo receives the greatest share of migrants and refugees.[42] As of 2019, Sao Paulo's total immigrant population was estimated at more than 360,000, [43] and is home to more than 198 nationalities.[44]

Following the 2010 earthquake in Haiti, between 2010 and 2016, over 72,406 Haitians moved to Brazil, nearly a of whom set up residence in Sao Paulo.[45] This was largely motivated by the Brazilian government issuing a temporary humanitarian visa, a policy that it then extended in 2013 to support people affected by the conflict in Syria.[46]

While the population in wealthier areas of Sao Paulo continues to decline, population growth in low-income areas, including informal settlements (favelas) is consistently growing.[47] International and internal, low-income migrants move to Sao Paulo's informal settlements – often located on steep hillsides and in floodplains – in search of low housing and living costs. These unplanned settlements are particularly problematic when it comes to safeguarding populations from climate hazards and ensuring access to the city's basic services and infrastructural systems.[48]

To address the increase in migrants fleeing humanitarian crises, in 2014, the City of Sao Paulo opened an emergency shelter, which hosted 2,349 migrants from 20 nationalities, mostly Haitians.

By 2016, four such reception centres had been created and the city drew together all actions and initiatives related to its migrant population into a Municipal Policy for the Immigrant Population, with which the Municipal Council of Migrants was also created. Sanctioned in law through a process of social participation, the Municipal Policy included structural actions to promote human rights, decent work, referral and assistance, the creation of the migrant reception centres and Portuguese classes for immigrants in Sao Paulo's municipal schools.

Building on this and other pre-existing policies to ensure immigrant inclusion, Sao Paulo published its **Municipal Plan of Policies for Immigrants for 2021–2024** in August 2020.[49] The plan provides a policy framework to protect migrants in the city and places the needs of displaced people living in Sao Paulo, at the heart of city policies. [50] Through this comprehensive plan, Sao Paulo is incorporating migrant and refugee inclusion in all aspects of governance and establishing targeted municipal policies that aim to support the delivery of universal healthcare, social programmes and access to education.[51]

During the 2020 COVID-19 pandemic, the city ensured that all residents were able to access city support, regardless of migration or refugee status. The City's Secretariat for International Affairs has been providing weekly updates on all measures taken to address the impact of COVID-19 on vulnerable communities, including migrants and refugees.[52]

Sao Paulo (Brazil) - Paulista Aberta

03

BEYOND LOCAL PRACTICE: THE LEGAL AND POLICY LANDSCAPE

London (United Kingdom) - unsplash

3.1 INCREASING RECOGNITION BUT NO ROBUST REGIME FOR ACTION

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International bodies, national governments and various non-governmental organisations acknowledge that national and international climate policies and frameworks need to incorporate climate-induced migration.

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As the previous sections illustrate, cities play a central role in addressing climate change and migration issues, and there are numerous examples of good city practices. But cities cannot tackle these interconnected challenges on their own: they need support at multiple levels – nationally and internationally.

Increasingly, international bodies, national governments and various non-governmental organisations acknowledge that national and international climate policies and frameworks need to incorporate climate-induced migration. These same actors are also recognising that climate change must be included in migration policies and frameworks. But there is much work left to be done for both fields to turn this recognition into practice.[53]

At the national level, there are areas of progress and a number of leading examples where governments (particularly those of Pacific Island countries) fully recognise the growing reality of climate-induced migration and are investing 'in building resilience and protecting migrants through targeted policy interventions at both source and destination sites'.[54] However, broadly speaking, national government policies that deal comprehensively with the intersectionality of climate change and migration are few and far between. Highlights of national governments that are making this connection, either through recognition or proactive policy and legislation, are included in section 4.3 and Annex 1).

At the international level, several frameworks and agreements explicitly recognise the connection between climate and displacement (section 4.4; Annex 1). These frameworks include the Global Compact for Safe, Orderly and Regular Migration (GCM)[55] and the Global Compact on Refugees (GCR);[56] the UN 2030 Sustainable Development Goals; the UNFCCC Task Force on Displacement;[57] the Nansen Initiative Protection Agenda, the Sendai Framework for Disaster Risk Reduction;[58] the UNFCCC Paris Agreement, the Cancun Adaptation Framework;[59] and the African Union Convention for the Protection and Assistance of Internally Displaced Persons (the 'Kampala Convention').[60] Although endorsed broadly, few of these agreements are legally binding or have measurable metrics, let alone metrics related to climate migration. There is no single specific global framework on climate migration. Nor is there a lead UN agency or body dedicated to climate migration and to coordinating the complex field of relevant agencies and actors. This has meant a scarcity of common definitions, international norms and policies, all of which are needed to form a robust and coordinated regime that protects those displaced by climate and supports the communities that receive them. It also leaves a significant gap in international protection, action and funding.

These legal and normative gaps, particularly around protection, have recently garnered greater attention. In January 2020, the United Nations Human Rights Committee ruled that persons displaced by climate-related factors should not be returned to their home country if their human rights would be in jeopardy.[61] The UN Refugee Agency (UNHCR) issued a statement in support of the ruling.[62] This landmark decision provides an expanded understanding of international protection and nonrefoulment, offering a formal acknowledgement that those displaced by climate-related factors can be included within existing legal regimes and programmes for refugees and displaced people.

These actions from the UN indicate a willingness to adapt and to close the legal and normative gaps on climate migration, but there is still great need to build national political will and to include local government perspectives in the creation of this new policy space. With a seat at the table in defining both national and international safeguarding mechanisms, cities can provide governing bodies with necessary local perspectives, elevating the growing and urgent need for high-level decision-making that has a direct impact on their ability to effectively take action on the ground.

3.2 LEVERAGING POLICY ENTRY POINTS TO ADVANCE CITY PROGRESS

The national policies and international frameworks and agreements that are in place – though far from comprehensive – provide cities with entry points to leverage further support for and advance progress in their efforts to address jointly address climate and migration challenges and opportunities. Sections 4.3 and 4.4 discuss these entry points in more detail.

By leveraging the relevant national and international entry points, cities can:

- **Endorse and create their own local implementation plans of global frameworks, ensuring they specifically address the issues of climate migration**, such Voluntary Local Reviews of the SDGs, or local implementation plans for the Global Compact for Migration and Global Compact on Refugees, the Sendai Framework for Disaster Risk Reduction, the Paris Climate Agreement and the New Urban Agenda.

- **Call for their national governments to incorporate the climate-migration nexus into existing and new national strategies and to consult cities in developing or revising those strategies**, thus promoting and strengthening coordination between those departments tasked with

climate, disaster preparedness, mobility, development, social integration and inclusion policymaking.

- **Advocate for national governments to join and actively implement existing global agreements**, for example by requesting that they sign or ratify agreements that enhance the protection of people who have been internally displaced by climate change in their regions,[63] and implement agreements that do speak to climate migration, such as the Global Compact on Migration's Objective 2 (section 4.4).

- **Elevate the need for robust frameworks that are informed by local perspectives, which provide guidance on how to practically ensure** that climate-induced migrants are safeguarded in their places of residence and address the root causes pushing individuals to flee in the first place.

3.3 RELEVANT NATIONAL POLICY ENTRY POINTS

Annex 1 provides a set of leading examples that cities can use to advocate for similar policies and legal frameworks in their own countries. From the list, two important recent state-level developments should be elevated:

YEAR
2021

TYPE OF POLICY

Financial investment, assessment and/ or support

United States, Executive Order on Rebuilding and Enhancing Programs to Resettle Refugees and Planning for the Impact of Climate Change

What is the entry point for cities?

In February 2021, the President of the United States announced an Executive Order that explicitly discusses climate change and its impacts on migration (section 6 of the Order). Within this, there is a specific request for a report to be produced on the impact of climate change on migration, including forced migration, internal displacement and planned relocation. This report will include proposals on how its findings should affect the use of United States foreign assistance to mitigate the negative impacts of climate change, and opportunities to work collaboratively with other international, national and local governments as well as non-governmental organisations to respond to migration resulting directly or indirectly from climate change.[64]

France, Extradition Hearing protecting a climate migrant from deportation

What is the entry point for cities?

In 2020, at the extradition hearing of a Bangladeshi man with asthma who faced deportation from France after the renewal of his residency permit 'for sick foreigners' was denied, a French court ruled not to deport him after his lawyer argued that he risked a severe deterioration in his condition, and possibly premature death, due to the dangerous levels of pollution in his home country.[65]

This case has fed into a growing agenda on declaring a human right to a healthy environment and has demonstrated how climate and human-rights-based legal frameworks and policymaking at this nexus might be applied in practice.[66,67] Particularly within the context of the 2020 ruling by the UN Human Rights Committee that it is unlawful for governments to return people to countries where their lives might be threatened by the climate crisis,[68] this case demonstrates how critical legal mechanisms at the climate-mobility nexus are to safeguard individuals affected by climate-induced displacement.

If successful, city advocacy at the national level can facilitate the critical role of local leaders at the intersection of climate and migration challenges and can contribute to raising national ambition in the delivery of more integrated climate and migration actions that leave no one behind.

3.4
RELEVANT INTERNATIONAL FRAMEWORKS

Several international frameworks speak to parts of the climate-migration nexus and provide insight into potential opportunities for cities to inform decision-making and advocate for more appropriate support.

From the non-exhaustive list set out in Annex 2, this section explores a number of such frameworks where there are clearly identified pathways for cities to engage as critical partners.

Bangladesh - unsplash

2018 GLOBAL COMPACT FOR SAFE, ORDERLY AND REGULAR MIGRATION (GCM) AND GLOBAL COMPACT ON REFUGEES (GCR)

INSTITUTION:

Endorsed by the UN General Assembly in 2018

TYPE OF FRAMEWORK:

Non-binding state agreements

Why are these frameworks relevant to the climate-migration nexus?

The **GCM** is the primary, global state agreement that seeks to promote international cooperation on migration governance. Through the Compact, states committed to meet 10 guiding principles and 23 objectives that holistically address all aspects of migration, including, for the first time, specific commitments to address climate change as a driver of migration and to protect those who move because of disasters or climate change.

Objective 2 of the GCM is to minimise adverse drivers of migration and it includes a section on natural-hazard related disasters, the adverse effects of the climate crisis and environmental degradation. It calls on Member States – working through multi-stakeholder and multi-dimensional partnerships with local authorities and other actors – to strengthen their resilience and adaptation strategies, ensure access to humanitarian assistance for those affected by natural-hazard related disasters, integrate displacement into disaster preparedness and undertake joint contingency planning.[69]

Building upon states existing legal commitments in international refugee law, the **GCR** aims to strengthen international cooperation and responsibility sharing for refugees in practice. It recognises climate change – both sudden onset natural-hazard related disasters and environmental degradation – as a contributor to forced displacement across borders.

How do cities engage as critical partners in these agreements?

Although the Compacts were adopted by national governments, cities were active in the negotiation of the both the GCM and GCR, ensuring their priorities were heard. This active participation and advocacy from cities ensured critical principles like migrant access to healthcare and education regardless of status – a principle all the more vital when facing a pandemic – remained in the final GCM agreement. When states decided to adopt two separate Compacts with different governance systems, city leaders pushed back. While recognising that there are valid legal distinctions between refugees and economic migrants, 64 cities adopted the Marrakech Mayors Declaration in which they endorsed and committed to implement the GCM and GCR in unison.[70]

Both Compacts are non-binding and are to be implemented through voluntary commitments to action or pledges from national governments, local authorities and other stakeholders that will be reviewed globally every four years. Cities are formally recognised as key stakeholders for implementation, follow-up and review of both Compacts and have the opportunity to report on their own progress towards implementation and make formal pledges to new action, including at the climate-migration nexus. Cities can submit pledges or good practices to implement the GCM and GCR through the Call to Local Action on Migration,[71] initiated by the Global Forum on Development & Migration (GFMD) Mayors Mechanism,[72] which is co-steered by the MMC, United Cities and Local Governments (UCLG) and the IOM. The Mayors Mechanism ensures these pledges and actions are submitted formally to both the GCM and GCR processes and reflected formally and GCM and GCR pledge and action review platforms.

Cities have also begun participating in formal review meetings hosted by the UN and states and advocating for more robust national action. The next Global Refugee Forum will be hosted in 2023. In 2020/21, the Mayors Mechanism secured city access to the regional review meetings of the GCM and plans to continue to unlock equal and direct access for cities to attend the 2022 global review meeting – the International Migration Review Forum.

Other opportunities for cities to be critical partners in and leverage these agreements

- **Cities could call on their national governments to create a national implementation plan for the GCM and GCR in direct partnership with cities and with a dedicated focus on climate migration and climate-induced forced displacement**, Dedicated structures could be developed to ensure national migration and refugee policy is co-created and designed in consultation with cities and that cities are consulted in GCM/GCR implementation strategies, review reports, and national delegations to review meetings.

- Cities could **submit a municipal pledge, good practice or implementation plan on the GCM/GCR, with a particular focus on the climate-migration nexus**, mirroring the voluntary local review reports that cities produce for the Sustainable Development Goals (SDGs). They can do this through the Mayors Mechanism's Call to Local Action on Migration.

- Cities could use the GCM and GCR as a tool to **advocate for their national government to fund basic services for all forms of migrants**, regardless of status, and recognise the needs of climate-migrants.[73]

- Cities could **participate in the follow-up and review meetings for the GCM and GCR and advocate for a dedicated focus on climate-migration in those meetings**, including the 2021 GCM Regional Review meetings, 2022 GCM International Migration Review Forum, 2023 GCR Global Refugee Forum, and annual events such as the GFMD.

Vienna (Austria) - unsplash

2016 UN-HABITAT III NEW URBAN AGENDA (NUA)

INSTITUTION:

Endorsed by the UN General Assembly in 2016

TYPE OF FRAMEWORK:

Non-binding state agreements

Why is this framework relevant to the climate-migration nexus?

Endorsed at the Habitat III conference in Quito, the NUA is a multi-stakeholder effort to localise the Sustainable Development Goals, particularly SDG 11 on Sustainable Cities and Communities. The framework calls for local and national governments to integrate migration into urban planning and promote the inclusion of migrants across urban systems. The agenda also pledges support to receiving cities of migrant populations to establish frameworks that enhance the positive, economic, social and cultural contributions of migrants to cities and strengthen rural-urban relationships. The NUA considers the concept of the right to the city, which includes 'the equitable use of cities according to principles of sustainability, democracy, equity and social justice'.[74]

How do cities engage as critical partners in this agreement?

The Global Task Force of Local and Regional Governments, chaired by UCLG and one of the convening bodies of the NUA, coordinated city input throughout the negotiation and development of the Agenda. Cities convened during the adoption of the NUA at the Second World Assembly of Local and Regional Governments where they committed to localise the NUA, SDGs and other global goals and to act to mitigate and adapt to climate change and reduce disaster risks.

Cities, alongside national governments and other stakeholders, are also invited to submit actions or provide updates on implementation progress towards the NUA through the Urban Agenda Platform,[75] implemented by UN-Habitat. The UN General Assembly will convene states, cities and other stakeholders for a full review of NUA implement in April 2022 at the Quito+5 meeting.

They have also played a critical role in informing UN-Habitat annual dialogues such

as the ninth and tenth sessions of the World Urban Forum (WUF9 and WUF10) in 2018 and 2020. These sessions were held with the focus on implementing the SDGs. .

Other opportunities for cities to be critical partners in and leverage this agreement

- Cities could **participate in and call for a dedicated focus on climate-migration nexus at the Quito+5** (April 2022) and **WUF11** (June 2022) global meetings.

- Cities can **use the NUA to advocate for resources and support**, given that the NUA calls on national governments to support receiving communities (e.g. cities).

- Cities could **advocate for the Global Task Force of Local and Regional Governments to make the climate-migration nexus a priority area for joint action, knowledge-exchange and research** among city networks and organisations to inform a wider set of global conversations around the NUA.

Mumbai (India) - unsplash

greater focus on advocacy, implementation, partner engagement and local action planning. Since its launch, more than 4,300 cities have joined[77] and it continues to be a platform for city advocacy to increase support to local governments to strengthen disaster and climate resilience and ensure the well-being and safety of their constituents.

The newest iteration of the MCR campaign – 'Moving to the Decade of Action' (MCR2030)[78] – focuses on the urgent need to accelerate progress in building resilience at the local level so that cities can meet their commitments under the Sendai Framework for Disaster Risk Reduction, the NUA, the Paris Agreement and SDGs by 2030. One of the campaign's key cross-cutting objectives is to foster city-to-city partnership and knowledge sharing, and to develop and strengthen vertical links with national governments and horizontal links among local partners in order to mainstream resilience across functions, services and actors.

UNDRR has also been engaging with capital cities in Central Asia to support them in reducing risks and advancing a holistic and integrated approach to urban resilience.[79,80]

Other opportunities for cities to be critical partners in and leverage this agreement

- Following the example of the Central Asian capitals, **cities in other regions could seek to engage with UNDRR** in similar ways.

- Cities could use **the MCR2030 for national-level advocacy** to hold governments accountable for providing the support that cities need to uphold the Sendai Framework.

2015 SENDAI FRAMEWORK FOR DISASTER RISK REDUCTION

INSTITUTION:

Endorsed by the UN General Assembly in 2015

TYPE OF FRAMEWORK:

Non-binding state agreements

Why is this framework relevant to the climate-migration nexus?

The Sendai Framework works in concert with other 2030 Agenda frameworks – including the 2015 Paris Climate Agreement, the NUA and the SDGs.

The Framework recognises the importance of migrants and their contributions to the resilience of communities and societies. It also recognises that migrant knowledge, skills and capacities can be useful in designing and implementing disaster risk reduction measures.[76]

How do cities engage as critical partners in this agreement?

Launched in 2010, the Making Cities Resilient (MCR) campaign, led by Sendai Framework's coordinating body the United Nations Office for Disaster Risk Reduction (UNDRR), aims to promote urban disaster resilience through local government authorities. Following the Sendai Framework's endorsement in 2015, UNDRR extended this campaign into a new phase, with a

Tokyo (Japan) - unsplash

2015 SUSTAINABLE DEVELOPMENT GOALS (SDGS)

INSTITUTION:

Endorsed by the UN General Assembly in 2015

TYPE OF FRAMEWORK:

Non-binding state agreements

Why is this framework relevant to the climate-migration nexus?

The SDGs are a set of 17 interlinked global goals and 169 targets to be achieved by 2030. Many of the SDGs are relevant to the issues of climate change and migration – most specifically SDG 10 on Reduced Inequalities, SDG 11 on Sustainable Cities and Communities, and SDG 13 on Climate Action.

The SDGs were universally adopted by all Member States in 2015 and efforts to nationalise the SDGs were kick-started the following year. This has involved state governments translating the Goals into national policy and action plans, and allocating budgets and resources for implementation. National governments have also built partnerships with local actors to implement and deliver the SDGs. In 2017, the UN General Assembly passed a resolution to make the SDGs more 'actionable', identifying 230 specific indicators to measure progress and success.

How do cities engage as critical partners in this agreement?

Many cities have engaged robustly with the SDGs, creating city staff positions for SDG implementation and translating the SDGs into municipal action plans. Since 2016, local authorities have submitted more than 40 Voluntary Local Review (VLR) reports to the UN on their progress.[81] Most SDG targets are a shared responsibility across all levels of government and 65% of all SDG targets cannot be delivered without the coordination and support of local and regional governments.[82] This is a clear mandate for cities and one that can be used as a platform to elevate the importance and urgency of acting at the climate migration nexus.

Other opportunities for cities to be critical partners in and leverage this agreement

- Cities could s**ubmit VLRs with a specific priority area on climate-related migration** as a cross-cutting issue to draw attention to how the delivery of the SDGs will be shaped by the challenges and opportunities at this nexus.

- Cities can **address and plan for the challenges and opportunities at the nexus of climate-migration within their local SDG implementation plans**.

- Cities could **engage with state counterparts responsible for national SDG implementation and Voluntary National Review (VNR) reports**, and advocate for attention to be paid to actions at the climate-migration nexus.

- Cities invited to speak at the UN's annual SDG review meeting, the High-level Political Forum (HLPF), could **raise the issue of climate migration and call for the HLPF to make this a dedicated focus**.

Hong Kong (China) - unsplash

2009 AFRICAN UNION KAMPALA CONVENTION

INSTITUTION:

Adopted by the African Union in 2009

TYPE OF FRAMEWORK:

Binding state agreement

Why is this framework relevant to the climate-migration nexus?

The African Union adopted the Convention for the Protection and Assistance of Internally Displaced Persons in Africa (the 'Kampala Convention') as the world's first legally binding continental instrument that mandates governments to protect migrants fleeing conflict, violence, disasters and human rights abuses. It seeks to address the causes of displacement while also offering protection to IDPs.It is endorsed and signed by 30 members of the African Union.[B]

The Convention emphasises the need for rules regarding the admission, stay, possible return or need for other solutions with respect to IDPs.[83] In the Convention, states parties agree they 'shall take measures to protect and assist persons who have been internally displaced due to natural or human made disasters, including climate change'.[84]

B Angola, Benin, Burkina Faso, Cameroon, Central African Republic, Chad, Democratic Republic of the Congo, Djibouti, Equatorial Guinea, Eswatini, Gabon, Gambia, Guinea, Guinea-Bissau, Ivory Coast, Lesotho, Liberia, Malawi, Mali, Mauritania, Niger, Nigeria, Republic of the Congo, Rwanda, Sahrawi Arab Democratic Republic, Sierra Leone, South Sudan, Togo, Uganda, Zambia and Zimbabwe.

The Convention's framing of climate migration and the mandate for states to protect all IDPs is particularly important in the context of sub-Saharan Africa, where it is estimated that by 2050 up to 86 million people will be internally displaced due to slow-onset climate change impacts, including water shortages, rising sea levels and decreased crop productivity, if action is not taken.[85] Those displaced are likely to move to cities – a critical point that can be used to leverage support from national governments that have signed up to the Convention.

Given that, in 2018, more than half of the sub-Saharan African urban population lived in informal settlements,[86] the projected influx of people by 2050 is a major concern to cities in the region. Unplanned population growth already threatens city and regional critical infrastructures and economic health.

How do cities engage as critical partners in this agreement?

- Signatories to the Convention are obliged to enact comprehensive national laws and policies on internal displacement.[87] Cities can **advocate for increased consideration of how these laws and policies can better support local governments**, given they are often on the front line of dealing with internal climate-induced migration and displacement.

- **Cities within countries that have not signed the Convention can lobby their national governments to sign or ratify it**, to enhance the protection of persons internally displaced by climate change in the region[88] but also to ensure they are proactively acting on the challenges that threaten their economic and societal stability.

Kampala (Uganda) - unsplash

04

REMAINING CHALLENGES IN SUPPORTING CITY ACTION

4.1
FEW MECHANISMS FOR ENFORCEMENT

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Without binding or formal agreements or frameworks that explicitly assign responsibility and accountability mechanisms for adopting the recommendations within, enforcement is reliant on voluntary commitments and maintaining political will of leaders.

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Of the international agreements that are in place and have been reviewed, this research identified only one legally binding regional instrument that addresses climate-induced internal displacement in a truly integrated way: the Kampala Convention. The fact that many of the 30 members of the African Union who are party to the Kampala Convention have either adopted domestic legislation or policies to enact its recommendations or are in the process of doing so at the time of writing [89] shows how critical it is that such agreements be legally binding. Without binding or formal agreements or frameworks that explicitly assign responsibility and accountability mechanisms for adopting the recommendations within, enforcement is reliant on voluntary commitments and maintaining political will of leaders. This can make it more challenging for cities to hold their national governments accountable for enforcing policy recommendations and to secure the needed resources to effectively implement global commitments.

For example, although the GCM outlines a comprehensive set of policy options and recommendations for addressing climate change and migration, it is a non-binding agreement that relies on the political will and mobilisation of stakeholders both within and outside the migration policy space. Likewise, the Platform on Disaster Displacement – the implementing body of the Nansen Initiative to which 109 states are signatories (see Annex 1) – serves only as an advisory platform and does not have the capacity to instigate and ensure policy implementation.[90] With this limited legally binding international apparatus, cities could instead focus their advocacy on demanding their national governments adopt formal legislation to implement these frameworks and address the climate-migration nexus.

4.2
LIMITED ACCESS TO RESOURCES

Finance

For many cities, access to finance is a significant barrier to taking meaningful action at the intersections of climate and migration. This has been exacerbated by the COVID-19 pandemic, which has increased budget shortfalls; it is predicted that, in 2021, local governments may lose between 15% and 25% in revenues because of the effect of COVID-19 on the economy.[91,92] Without a dedicated international finance mechanism for addressing the climate-migration nexus, these are insufficient to fully address local needs, and national governments in particular need to provide much greater support to cities in this regard.

Table 1 highlights several possible financing avenues for cities and includes examples of instances in which cities have accessed these funds.

Table 1 | Financing mechanisms with the potential to support cities

City Climate Finance Gap Fund[93]	Launched by the governments of Germany and Luxembourg together with the World Bank, the European Investment Bank and the Global Covenant of Mayors, in partnership with C40 and ICLEI, 'The Gap Fund' will provide financial support to city and local governments. The Fund highlights that many developing countries are experiencing rapid and extensive urbanisation, particularly in Africa, which will drive greenhouse gas emissions and increase climate vulnerability. In the absence of national and international support, the fund aims to improve the lives of those living in cities by accelerating projects to late-stage preparation and implementation.
Catastrophe bonds and weather derivatives[94]	These are new financial products being explored for financing migration linked to climate change. With catastrophe bonds, an investor receives a dividend if a natural-hazard related disaster does not occur but loses all or most of their capital investment in the event of a disaster. This could provide disaster insurance – especially to mega-cities. Singapore is one city seeking to grow the catastrophe bond market.[95] *Weather derivatives* could provide insurance against certain weather patterns. The owner of the derivative would receive a dividend while weather patterns remain within certain bounds, but would have to pay out when, for example, rainfall dropped below a certain level.
National-level climate adaptation and mitigation funds	As the costs of natural-hazard related disasters increase, national governments are making funds available to support disaster mitigation projects. For example, small island nations such as Fiji are beginning to plan for the likelihood of having to relocate their entire populations. In 2019, Fiji set-up the world's first-ever Climate Relocation Trust Fund for people displaced by climate change.[96] Another example is the U.S. Federal Emergency Management Agency established a $660 million fund for Flood Mitigation Assistance and Building Resilient Infrastructure and Communities. Many U.S. cities are seeking to access financing from this fund to address flooding damages.[97]
UN Migration Multi-partner Trust Fund[98]	The UN Migration Multi-Partner Trust Fund was established in 2019 to award funding towards project to implement the GCM. In October 2020 it announced financial support of a joint project to build local capacity in Santiago de Chile, Chile and Mexico City, Mexico to improve migrant workers and refugees' access to decent work and sustainable livelihoods. The $1.7 million project will be implemented over two years in partnership with national and local governments with technical assistance from the International Labour Organization, IOM, and UNHCR. Supporting city-level work directly in partnership with multiple levels of government and international organisations, this partnership marks a step forward in the way GCM implementation projects are designed and funded. Partnering with UN Country Offices (a requirement for eligibility), cities could put forward projects to implement GCM Objective 2, which speaks to minimising adverse drivers of migration and includes a section on natural-hazard related disasters, the adverse effects of the climate crisis and environmental degradation.
The UNCDF Local Climate Adaptive Living Facility (LoCAL)[99]	Launched in January 2020, this fund will mobilise $100 million to increase financing for, and investment in, climate change adaptation at the local level in developing Least Developed Countries.[100] The Facility achieves this by supporting local governments in mainstreaming climate change adaptation into decision-making processes, planning and resources allocation for policy implementation. The aim is also to elevate and showcase the critical role that local government play in efficient and effective investment in climate change adaptation and resilience. In doing so, the LoCAL seeks to increase the amount and frequency of climate change adaptation financing to local governments.

The International Municipal Investment Fund[101]	A joint initiative of the UN Capital Development Fund (UNCDF) and UCLG through the Global Fund for Cities Development (FMDV), developed within the framework of the Malaga Global Coalition for Municipal Finance, this fund aims to assist cities and local governments – mostly from developing and emergent countries – in accessing finance and mobilising public and private resources for sustainable capital investment, with a view to plugging the urban infrastructure gap and accelerating progress towards the achievement of 2030 Sustainable Development Agenda, the Paris Agreement and other global agreements.
Blue Peace Initiative[102]	The Blue Peace Initiative was launched by the United Nations Capital Development Fund (UNCDF), the Swiss Agency for Development and Cooperation (SDC) and Geneva Water Hub (GWH) to introduce an innovative way of financing transboundary and multi-sectoral water cooperation by creating new ways to access financial capital through a Blue Peace approach. In December 2020, the initiative announced a partnership with the Municipality of Freetown, Sierra Leone, to introduce this innovative financing approach to the local scale By demonstrating the power of water investments as a catalyst for the sustainable production and consumption of water in all its uses, the Freetown/Blue Peace initiative is looking to spur future water-related projects in Sierra Leone. Success in Freetown will lay the foundation for the Freetown City Council to work with the central government on scaling the Freetown/Blue Peace initiative at a national level.

Bangkok (Thailand) - unsplash

To take more ambitious and integrated action at the climate-migration nexus, cities need greater access to data to inform their planning and response efforts.

Data

To take more ambitious and integrated action at the climate-migration nexus, cities need greater access to data to inform their planning and response efforts. In particular, cities seek local-level projections of displacement inflows and outflows, baseline information on climate-induced people within countries, and qualitative data on how climate-displaced people experience and access city services upon arrival.

These requirements are reflected in the GCM, which has as one of its core objectives the collection and use of accurate and disaggregated data to facilitate evidence-based policymaking. The GCM also expresses the need for actors to strengthen their sharing and joint analysis of information so as to better map, understand, predict and address migration movements.

Critical research such as the World Bank's 2018 report, 'Groundswell: Preparing for Internal Climate Migration,' the recent New York Times/ProPublica collaboration to map climate migration flows across Central America, Mexico and the United States, efforts by organisations like the Platform for Disaster Displacement and the Internal Displacement Monitoring Centre, and resources such as the Satellite Applications Catapult and flowminder.org offer a strong starting point for increasing data on climate-induced migration flows. More efforts and investment into generating data of this kind will be very valuable for cities as they look to assess how climate migration will impact them. This type of data should be made available to local governments as it is critical in planning, preparing and adapting to these impacts. At the same time, given that cities are the entities on the ground often with the most accurate and nuanced understanding of how climate migration is taking place, they should be consulted in the collection of this data. Without this information, frameworks and actions at all scales will remain speculative and inadequate.

05
CONCLUSION:
A STARTING POINT
FOR CITIES

The compounding effects of climate change will drive migration flows over the coming decades. Migration and climate change both transcend city boundaries and influence not only cities' but also regional, national and international resilience. City leaders are seeing these transcendental and interrelated forces play out in their cities and taking action.

The kinds of city actions that are elevated in this paper, cross-sectoral, integrated and inclusive, demonstrate a deep understanding that the collective resilience, health and economic future of cities and nations hinges on ensuring an environmentally and socially just future for all. This means that every resident, regardless of migration status, must be protected and have the tools, resources and pathways to leverage the invaluable assets that they bring to their communities.

To successfully meet the challenges at the climate-migration nexus and to maximise the opportunities that come from the flows of new talent moving in and out of their boundaries, cities need to be further empowered, supported and involved in collaborative action. Cities must work holistically across government agencies to plan and uphold inclusive climate action, economic development and revitalisation, and just and equitable recovery and resilience-building efforts that are mutually reinforcing and coordinated.

MORE INTERNATIONAL MECHANISMS FOR ENFORCEMENT

Stronger and more coordinated cross-departmental strategies from national governments and international bodies are required for cities to do this work effectively. These strategies must provide appropriate resources, frameworks and enforcement mechanisms, informed by city experiences and local realities on the ground. Enforcement mechanisms – including legally binding frameworks – must be established to support people to engage in regular and dignified migration – climate induced or otherwise.[103]

GREATER RECOGNITION OF CITY ACTION

National governments must recognise that city action is essential to building enabling environments for, and advancing progress towards, national goals and ambitions. Mayors are already paving the way, making public statements and building political coalitions to facilitate climate change and migration action. However, increasingly they will need a greater mandate from national authorities over mitigation and adaptation action and policymaking to be able to address the climate risks facing front line communities in their jurisdictions.

Paris (France) - unsplash

FLEXIBLE FUNDING AND INVESTMENT OPPORTUNITIES

National and international funding mechanisms that address climate and/or migration should work to create funding streams that address their intersection and must include city governments as eligible recipients. This includes providing and facilitating investment opportunities and direct and flexible funding to cities to support capacity building, technical assistance and anticipatory planning, not only response and recovery.

LOOKING AHEAD

The findings in this report provide the foundations for a reinforced and further elaborated advocacy strategy with the leading cities at the nexus to encourage national and international stakeholders for greater support in line with the vital role that cities are playing at the forefront the climate-migration nexus.[C] This strategy, led by and for cities, will be developed throughout 2021 as a second phase of the partnership.

C To complement this paper, a leaflet with a set of key messages that cities can use to advocate for national and international support has been developed as a separate document and can be accessed on the C40 Knowledge Hub.

Hong Kong (China) - unsplash

ANNEX 1

Highlights of National Policies and Legal Frameworks

Effort	Country	Action	Year	Details
Policy	France	Court ruling on right to protection from environmental harm	2021	In 2020, at the extradition hearing of a Bangladeshi man with asthma who faced deportation from France after the renewal of his residency permit 'for sick foreigners' was denied, a French court ruled not to deport him after his lawyer argued that he risked a severe deterioration in his condition, and possibly premature death, due to the dangerous levels of pollution in his home country.[104] This case has fed into a growing agenda on declaring a right to a healthy environment. This case is critical, particularly given the 2020 ruling by the United Nations Human Rights Committee that it is unlawful for governments to return people to countries where their lives might be threatened by the climate crisis.
Legal	Somalia	Linking climate change and migration	2019	Somalia's National Policy on Refugee-Returnees and Internally Displaced Persons recognises the government's responsibility and commitment to prevent and protect its citizens from displacement, including displacement caused by natural hazard-related disasters and climate change. In response to this, the policy calls for national contingency plans and for early warning mechanisms to be put in place to prevent the causes of displacement or mitigate its consequences, and to search for durable solutions to displacement that are sustainable and that respect the priorities and aspirations of displacement-affected communities.[105]
	Peru		2018	Peru's Climate Change Framework Law created an institutional framework to address climate change, articulating in a single instrument the scope of existing national policies, including those set out in the 2014 National Strategy on Climate Change (ENCC) and requires government planning aimed at preventing and addressing forced migration and temporary displacement due to climatic changes and other environmental impacts.[106]
	Ghana		2016	Ghana's National Migration Policy is quoted in its National Adaptation Plan Framework (2017–2021) and makes reference to climate adaptation.[107] The policy elevates the increased frequency of migration in the country and important opportunity that if managed well, migration can contribute to building resiliency. As a result, the policy calls for migration to be included into national development planning and the National Climate Change Policy (NCCP).[108]
	Finland		2013	Finland recognises natural-hazard related disasters and events linked to the climate crisis in its 'Government Resolution on the Future of Migration 2020 Strategy'.[109] The strategy calls for more active and forward-looking policymaking that is responsive to growing mobility and changing demographics of Finnish society, with reference to the fact that migrants be included in the process of building a shared future.[110]
Legal	Tuvalu	Draft resolution for climate migrants	2019	Tuvalu has submitted a draft resolution – 'Providing Legal Protection for Persons Displaced by the Impacts of Climate Change' – to the UN General Assembly that, if tabled and adopted, would kick-start a process to develop a legally binding international instrument to protect the people of 'sinking islands' and other climate migrants.[111]

Effort	Country	Action	Year	Details
Legal	30 African Union Member States	National legislation implementing the Kampala Convention	2012	Many of the 30 Member States of the African Union Kampala Convention have adopted domestic legislation or policies to implement its provisions or are currently undergoing this process. Several states have taken concrete initiatives that have improved the lives of IDPs in their communities.[112]
Legal	Sweden and Finland	Protection measures in immigration policy	2009	Sweden and Finland included protection measures for people who cannot return to their country of origin due to environmental disasters into their national immigration policies.[113]
Legal	Tuvalu and Kiribati	National Adaptation Programmes of Action	2007	Both island state nations are projected to disappear by 2050. They have thus developed National Adaptation Programmes of Action (NAPAs) that outline measures to creating new ways to harvest crops, water storage, relocating inland from the coast and changing governmental policies on climate change.
Legal	New Zealand	Recognised Seasonal Employer scheme	2019	New Zealand established the Recognised Seasonal Employer scheme with the Pacific Islands to meet the seasonal labour needs of employers in New Zealand, while also contributing to positive economic development in the Pacific Islands. The scheme has been evaluated as a triple-win labour migrations scheme, generating benefits for employers, workers and communities of origin.[114]
Policy	Unites States	Financial investment, assessment and/or support	2021	Section 6 of the Biden Administration's Executive Order (February 2021) on Rebuilding and Enhancing Programs to Resettle Refugees and Planning for the Impact of Climate Change discussed Climate Change and Migration explicitly. Within this, there is a specific request for a report to be produced on the impact of climate change on migration, including forced migration, internal displacement, and planned relocation. This report will include proposals on how its findings should affect the use of United States foreign assistance to mitigate the negative impacts of climate change; and opportunities to work collaboratively with other international, national and local governments as well as non-governmental organisations to respond to migration resulting directly or indirectly from climate change.[115]
Policy	United Kingdom		2021	The United Kingdom, host of the COP26 in 2021, stated they are 'working to ensure migration is included in our climate work,' within their October 2020 submission to the Global Compact for Migration Europe Regional Review. The government recognised that 'climate extremes and environmental degradation are frequently amplifiers of other principal migration drivers (economic, social and political).' They committed to doubling their financial contribution to address climate change to £11.6 billion between 2021 and 2026, and to commissioning new research on the intersection between climate and migration, building the evidence base and identifying effective policy actions to respond.[116]
	Fiji		2019	Fiji has established the world's first-ever Climate Relocation Trust Fund for communities displaced by climate change. Some entire communities, particularly Indigenous communities whose ancestral lands[117] have been entirely flooded are beginning to be relocated and will benefit from this Act.[118] Countries like New Zealand have made donations to this fund.[119]

Effort	Country	Action	Year	Details
Policy	Ethiopia	Productive Safety Net Programme	2018	The programme provides income support to migrants, including climate migrants, to support their integration into their receiving city.[120]
Policy	Fiji	Consultative relocation	2018	The Fijian government takes a consultative approach to relocating communities that are vulnerable to climate risks, although it considers relocation[121] to be a last resort. When no other option is viable, the national government gives communities the opportunity to voice their concerns and to make the final decision on relocation. This approach also includes guidelines for transitional support, considerations for host communities and livelihood restoration, and is a leading example of a national framework devised for the protection and support of people threatened by climate-change relocation.
Policy	Kiribati	Migration with Dignity policy	2015	The Government of Kiribati recognises the important role of labour migration in addressing the lack of employment opportunities, promoting economic and social development, alleviating poverty and adapting to climate change. It also recognises that labour migration will become an increasingly important strategy for permanent migration and population control. Kiribati has no sustainable long-term internal migration option as there is simply no higher ground to move to, with most islands being less than three metres above sea level. The country's leaders have therefore attempted to develop new opportunities for its citizens to migrate abroad.[122] The 'Migration with Dignity' policy articulates the importance of training I-Kiribati labourers to take up skilled labour migration opportunities in response to climate change threats to livelihoods at home.[123]
Policy	Costa Rica	Temporary work visas	2007	Costa Rica grants permission to around 40,000 Nicaraguan migrants – many of whom are no longer able to farm at home due compounding climate impacts of drought, land degradation and sudden storms – to work in coffee, agriculture and construction industries.[124]

ANNEX 2

Highlights of International Frameworks that Acknowledge the Intersection of Climate Change and Mobility

Year	Framework name	Framework type	Endorsing Institution	Why is this framework relevant to the climate-migration nexus?	How might cities approach advocacy at this agreement?
2019	Resolution 2307 on a legal status for climate refugees	Non-legally binding state agreement	Council of Europe	The resolution results from a Parliamentary Assembly that recalled previous resolutions and recommendations made on the basis that environmentally induced migration and displacement is a 21st century challenge. On this basis, the Assembly recognises and considers that the absence of a legally binding definition of "climate refugees" does not preclude the possibility of developing specific policies to protect people who are forced to move as a consequence of climate change.	The resolution states that the Council of Europe Member States should take a more proactive approach to the protection of victims of natural and human-made disasters and improve disaster preparedness mechanisms, both in Europe and in other regions. It calls for local, national and international actions to increase local community thresholds of resilience and that the number of cities and human settlements adopting and implementing integrated policies for inclusion, efficient use of resources, and mitigation of and adaptation to climate change must be substantially increased. Cities can use this resolution to lobby Member states for greater support, particularly as the Assembly call on national governments to: • ensure that preparedness strategies include the protection of people affected by disasters induced by climate change that force displacement. • enhance coordination, mediation and funding and for international human rights law to be taken into account with a view to strengthening overall protection of human mobility following environment related disasters of climate change.
2018	European Parliament resolution on women, gender equality and climate justice	Non-legally binding state agreement	European Parliament	This Resolution refers explicitly to climate-induced migration, requesting that it be placed on the international agenda and that countries strengthen international cooperation to ensure collective climate resilience. The Resolution also calls for the creation of a panel of experts to explore the issue at the international level.	Cities play a crucial role in implementing EU policies.[125] Municipalities also manage the majority of domestic public investments, and municipal administrations represent an important part of the 'state-at-work' in many EU Member States. Such a position can be leveraged by cities, drawing on their experiences, knowledge and practical understanding to elevate what elements of this Resolution are technically feasible with existing resources and policies and what elements can only be achieved with greater financial, political and legal support from national and international bodies.
2018	UN Global Compact for Safe, Orderly and Regular Migration (GCM)	Non-legally binding state agreement	UN General Assembly	**(See more detail in section 4.4)** The GCM is the primary global state agreement that seeks to promote international cooperation on migration governance. The agreement marks the first time that states endorse specific commitments to address climate change as a driver of migration and to protect those who move because of disasters or climate change.	**(See more detail in section 4.4)** The GCM provides a blueprint for states to address migration flows through multilateral cooperation and developing national implementation plans. Cities are recognised a key stakeholder in the GCM implementation, follow-up and review mechanisms, occurring regionally and globally every four years. The first regional reviews are occurring between 2020 and 2021 and the first global review, the International Migration Review Forum, will occur in the beginning of 2022. In the lead up to those events and on a rolling basis, cities can submit GCM implementation progress and pledges to the Mayors Mechanism's Call to Local Action on Migration. The Mayors Mechanism – co-steered by MMC, UCLG, and IOM – facilitates cities access to global and regional review meetings and support cities reporting on local GCM implementation.

Year	Framework name	Framework type	Endorsing Institution	Why is this framework relevant to the climate-migration nexus?	How might cities approach advocacy at this agreement?
2018	UN Global Compact on Refugees (GCR)	Non-legally binding state agreement	UN General Assembly	**(See more detail in section 4.4)** The GCR aims to strengthen international cooperation and responsibility sharing for refugees. The Compact recognises climate change – both sudden onset natural disasters and environmental degradation – as a contributor to forced displacement across borders.	**(See more detail in section 4.4)** Cities are recognised as key stakeholders in the GCR implementation, follow-up and review mechanism, occurring globally every four years. The next global review, the Global Refugee Forum, will occur in 2023. In the lead up to that event and on a rolling basis, cities can submit GCR implementation progress and pledges to the Mayors Mechanism's Call to Local Action on Migration. The Mayors Mechanism – co-steered by MMC, UCLG, and IOM – facilitates cities access to the global review and preparatory meetings and support cities reporting on local GCR implementation.
2016	UN-Habitat III New Urban Agenda (NUA)	Non-legally binding state agreement	UN General Assembly	**(See more detail in section 4.4)** The NUA calls for local and national governments to integrate migration into urban planning and promote the inclusion of migrants across urban systems. The agenda also pledges support to host cities of migrant populations to establish frameworks that enhance the positive, economic, social and cultural contributions of migrants to cities and strengthen rural-urban relationships.	**(See more detail in section 4.4)** Cities are mobilised through the Global Task Force of Local and Regional Governments (chaired by UCLG), which was set-up to bring local perspectives to the New Urban Agenda alongside the SDG and Climate Agendas.
2016	UNFCCC Task Force on Displacement Warsaw International Mechanism for Loss and Damage	Expert group	UN General Assembly	This Task Force gathers a range of stakeholders in order to make recommendations to governments and international bodies on ways to avert, minimise and address climate-induced displacement.[126] The Task Force views displacement as a form of loss and damage, placing the onus on those countries that have contributed most significantly to the climate crisis to take responsibility and compensate those suffering from climate change impacts.	The challenge with addressing migration and displacement through the lens of loss and damage is that there is currently no mechanism to quantify, allocate or enforce accountability and compensation. Cities could join calls for the creation of an enforcement mechanism to hold to account countries that have contributed significantly to the climate crisis. Cities could also seek to be represented in the Task Force, so its recommendations (and data) draw from cities' expertise and better reflect their priorities.

Year	Framework name	Framework type	Endorsing Institution	Why is this framework relevant to the climate-migration nexus?	How might cities approach advocacy at this agreement?
2015	UNFCCC Paris Agreement[127]	Binding state agreement	UN General Assembly	The adoption of the Paris Agreement during the 21st Conference of Parties in Paris (COP21), brought significant international political visibility to climate migrants, as the climate change treaty to integrate migration and displacement concerns. COP21 mandated the creation of a Task Force on Displacement (TFD) to develop recommendations for integrated approaches to avert, minimise and address displacement related to the adverse impacts of climate change.[128] The UNFCCC's annual COP events serve as a formal meeting of UNFCC Parties to assess their progress on addressing climate change and since 2015, to meeting the goals of the Paris Agreement. Since COP14 in 2008, international organisations such as the International Organization for Migration (IOM) have advocated for the recognition of migration and displacement dimensions in policy discussions on climate change.	COP26 in 2021 will bring together over 30,000 delegates to agree coordinated action to tackle climate change. In this space, parties are expected to finalise the rules of implementation of the Paris Agreement and submit enhanced national commitments. Cities could play a critical role in run-up to and at COP26 in to showcase leadership on inclusive and ambitious climate action and migrant inclusion. There is a big opportunity here for cities to use their leadership to influence national post-COVID 19 recovery plans.
2015	UNFCCC Sendai Framework for Disaster Risk Reduction	Non-legally binding state agreement	UN General Assembly	**(See more detail in section 4.4)** The Framework recognises the importance of migrants and their contributions to the resilience of communities and societies. It also recognises that migrant knowledge, skills and capacities can be useful in the design and implementation of disaster risk reduction measures.	**(See more detail in section 4.4)** The United Nations Office for Disaster Risk Reduction – the Framework's coordinating body – has been engaging with capital cities in Central Asia to support them in reducing risks and advancing a holistic and integrated approach to urban resilience.[129] Additionally, the campaign Making Cities Resilient Campaign (MCR) led by UNDRR and launched in 2010 aims to promote urban disaster resilience through local government authorities. Following the release of the Sendai Framework in 2015, this campaign was extended into a new phase with a greater focus on advocacy, implementation, partner engagement and local action planning.
2015	Sustainable Development Goals (SDGs)	Non-legally binding state agreement	UN General Assembly	**(See more detail in section 4.4)** The SDGs provide a common set of 17 global goals to be achieved by 2030. Many of the 17 SDGs are relevant to the issues climate change and migration, most specifically Goal 10 on Reduced Inequalities, Goal 11 on Sustainable Cities and Communities, and Goal 13 on Climate Action.	**(See more detail in section 4.4)** Many cities have already robustly engaged with the SDGs, creating new officers for SDG implementation and translating the SDGs into municipal action plans. For example, since 2016 local authorities continue to submit Voluntary Local Review (VLR) reports formally to the UN.

Year	Framework name	Framework type	Endorsing Institution	Why is this framework relevant to the climate-migration nexus?	How might cities approach advocacy at this agreement?
2014	Migrants in Countries in Crisis (MICIC)	State-led effort	International Organization for Migration (IOM)	The MICIC Guidelines protect migrants caught up in countries experiencing natural-hazard related disasters or conflict. This Initiative aims to improve the ability of countries and other stakeholders to prepare for, respond to and protect the lives of migrants settling in locations within their jurisdiction.	Within the MICIC Guidelines, there is guidance specifically for local authorities for the protection of migrants in emergency situations.[130] Following these guidelines, the Joint Migration and Development Initiative (JMDI) developed an online toolkit for local authorities to support the integration of migration into local governance.[131] Cities can use this guidance and could advocate to help inform, review and improve it as they continue to experience and collect lessons learnt and best practices at the nexus.
2012	Nansen Initiative	State-led consultative process	Primarily funded by governments of Switzerland and Norway	The Nansen Initiative aims to build consensus among national governments and international organisations on a protection agenda that addresses the needs of people displaced across international borders in the context of natural-hazard related disasters and the effects of climate crisis.	Cities could look to engage with the Platform on Disaster Displacement that was formed to support the implementation of the Nansen Initiative's Protection Agenda.[D] Additionally, Nansen Initiative's Regional Consultations repeatedly identified the need to develop new and innovative tools to generate better data, research and analysis on cross-border disaster displacement.[132] Cities could use the results from these consultations to advocate to national and international bodies, elevate their needs for such data and demonstrate how it can be used in innovative ways to address the challenges at the climate-migration nexus.
2010	UNFCCC Cancun Adaptation Framework	Non-legally binding state agreement	UN General Assembly	This framework recognises that migration, displacement and relocation are part of adaptation, and it calls for technical cooperation between states. It places significant responsibility on climate change affected nations to take proactive measures to address climate migration flows. However, many have been reluctant to implement policies that prioritise migration as a climate adaptation measure because they ultimately view migration as a failure of resilience-building efforts and believe that relocating people away from their homes is a final measure.[133,134]	The migration policies of most receiving states offer no legal channels that would establish international migration as a means of climate adaptation. Because of the lack of these legal channels, climate migrants are not protected nor are receiving communities supported appropriately to address and accommodate climate migrant influxes. Given the impact of this on migrants and receiving communities – who are most often residing in cities – cities could lobby national governments to establish legal channels that include climate migrants as being subject to forced migration and thus requiring additional human rights protection and financial support.
2009	Kampala) Convention for the Protection and Assistance of Internally Displaced Persons in Africa	Binding state agreement	African Union	**(See more detail in section 4.3)** The Convention emphasises the need for rules regarding the admission, stay, possible return or need for other solutions with respect to internally displaced persons.[135] The Kampala Convention states that States Parties 'shall take measures to protect and assist persons who have been internally displaced due to natural or human made disasters, including climate change'. [136]	**(See more detail in section 4.3)** Signatories to the Convention are obliged to enact comprehensive national laws and policies on internal displacement.[137] Cities can advocate for increased consideration of how these laws and policies can better support them, given they are typically on the front line of dealing with internal climate-induced migration and displacement.

D The Mayors Migration Council joined the Advisory Committee of the Platform on Disaster Displacement in 2020, and through that role can help elevate entry points for city engagement

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