

IT'S TIME FOR SOLUTIONS!
ADDRESSING DISPLACEMENT AND OTHER HUMAN MOBILITY CHALLENGES IN THE CONTEXT OF CLIMATE CHANGE LOSS AND DAMAGE

Loss and Damage and the Challenges of Human Mobility and Displacement Working Group

Advisory Group on Climate Change and Human Mobility

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PREFACE

Climate related displacement profoundly affects human rights, well-being and development, particularly in vulnerable developing countries with limited resources to address its impacts. In fragile contexts, displacement can amplify poverty, conflicts and other risks.

'Durable solutions'[1] approaches to displacement are generally considered a "gold standard" for resolving displacement due to conflicts, violence and environmental disasters and addressing the adverse safety, health, socioeconomic and other impacts of displacement on affected individuals and communities. Traditional durable solutions frameworks, expanded to address the unique challenges of displacement, have the potential to be a vital part of comprehensive responses to the losses and damages that both drive and result from displacement and other forced and erosive mobilities.

This brief advocates for a 'durable solutions' approach within the UNFCCC to averting, minimising and addressing displacement in the context of the adverse effects of climate change. It builds on the messages in the 2023 publication, Loss and Damage and Displacement: Key Messages on the Road to COP 28, which highlighted both the risks to human rights and well-being associated with displacement and the need to prioritise displacement in the Loss and Damage fund's scope. With the Fund for Responding to Loss and Damage (FRLD) subsequently operationalised at COP 28 and the commitment to providing finance for displacement, relocation and migration enshrined in the FRLD's scope, **this new brief calls on the Fund for Responding to Loss and Damage and all stakeholder bodies, expert groups and organisations to support, prioritise and mainstream 'durable solutions approaches' in policy and practice.**

Part I of the brief describes the multifaceted relationship between climate change, displacement and loss and damage and explains why a durable solutions approach to displacement must be integral to efforts to avert, minimise and address loss and damage induced by climate change. It also argues that durable solutions approaches must evolve to address the growing challenges posed by climate change.

Part II aims to shape how the Fund for Responding to Loss and Damage, the Santiago Network for Loss and Damage, the Warsaw International Mechanism for Loss and Damage and its Task Force on Displacement and Expert Group on

[1] For displacement contexts within a country, durable solutions are 'achieved' when internally displaced persons (IDPs) (1) "no longer have any specific assistance and protection needs linked to their displacement and can enjoy their human rights without discrimination on account of their displacement" (IASC, 2010) and (2) have returned to their places of origin, integrated in their place of displacement or resettled elsewhere in the country. This brief argues that traditional durable solutions approaches need to be expanded to reduce exposure to climate-related hazards, build climate resilience and address the underlying socioeconomic vulnerabilities that lead to displacement (see "Creating Solutions to Displacement and other Mobility Challenges Associated with Loss and Damage" (p.12) in Part I.

Non-Economic Losses each understands, prioritises and responds to the needs of people affected by displacement and other mobility challenges related to loss and damage. The section offers some initial avenues for integrating durable solutions and other good practices into their respective workstreams.

Part III spotlights what needs to be accomplished at COP 29 and beyond to build a more robust framework for averting, minimising and addressing displacement and other forms of human mobility related to loss and damage. Accomplishing the goals in this section will be foundational to supporting a durable solutions approach to displacement within the UNFCCC.

Concrete action is urgently needed given the adverse consequences of displacement and other forced or erosive mobilities on climate-vulnerable individuals, communities, particular social and demographic groups and even entire countries. The individuals and organisations behind this advocacy brief strongly believe that "It's Time for Solutions".

This advocacy brief was developed by the Loss and Damage and the Challenges of Human Mobility and Displacement working group and the Advisory Group on Climate Change and Human Mobility. Both groups are coalitions of practitioners, researchers, lawyers and activists working on human mobility at local, national and global levels. Representing a broad cross-section of voices, perspectives and interests, participants in these groups share the conviction that displacement occurring in the context of climate change must be central to efforts to assess and address loss and damage impacts, including cascading and intergenerational impacts on individuals, communities, societies and ecosystems. Its members gather regularly to analyse empirical data on human mobility and loss and damage, identify existing 'good practices' and develop operational, policy and funding recommendations for policymakers and practitioners.

KEY MESSAGES

Why 'Durable Solutions'?

- Displacement in both sudden-onset and slow-onset disaster scenarios undermines human rights, well-being and development, frequently leading to a broad range of adverse impacts on individuals, communities and countries. Displacement and other human mobility challenges,[2] such as the need to relocate or involuntary immobility, may result from losses and damages induced by climate change and may themselves be forms of loss and damage. **If not addressed, displacement may become protracted and erosive, leading to further losses and damages for climate-vulnerable people and host communities, including adverse impacts on human rights.**

- **Addressing displacement in the context of climate change needs to be a top priority in action and support to avert, minimise and address loss and damage within the UNFCCC.** To be comprehensive and effective, approaches to addressing losses and damages must provide equitable and human rights-centred solutions that fully consider displacement and other human mobility challenges.

- Durable solutions approaches to displacement, considered by some a "gold standard" for evaluating when displacement has been fully resolved, are predicated upon comprehensively addressing all the adverse effects of displacement. **The multifaceted criteria used in durable solutions frameworks – which include safety and security, housing, WASH, livelihoods, access to services and legal and human rights – comprise a valuable framework for identifying and developing responses to economic and non-economic loss and damage related to displacement.**

- **Durable solutions criteria can provide an important entry point for interventions to address loss and damage.** Particularly when used for area-based and community-based assessments involving participatory approaches, durable solutions criteria can be employed to identify the losses and damages incurred by affected persons – and their humanitarian and development priorities and needs.

- **Durable solutions approaches, however, should evolve in response to the unique and diverse challenges of climate change and the complexity and fluidity of human mobility and related loss and damage.**

[2] "Other mobility challenges" is used in this advocacy brief in references to other forced, erosive or survival mobilities in the context of climate change, including involuntary immobility, planned relocation, survival migration (permanent or seasonal) and disruption to translocal lives. The intent behind this is to draw attention to the complexity, diversity and needs associated with a range of mobilities in the context of climate change. In referencing this, however, the authors do not intend to diminish "internally displaced persons (IDPs)" as a vitally important "category of special concern" (Betancur, P. et al., 2024).

Government, humanitarian and development actors pursuing durable solutions for IDPs should develop complementary programming to meet the needs of *all* people compelled to move in the context of sudden-onset and slow-onset climate events – and their host communities. They should also recognise and respond to the needs and wishes of those within the same affected communities who might be unable to leave or choose to stay, such as older people, people of differing abilities, Indigenous Peoples with deep cultural ties to 'place' and women and girls who, in particular social and cultural contexts, might face gendered mobility constraints.

- **In the context of climate change, ensuring the 'durability' of solutions requires anticipating and building resilience to future climate risk.** This, in turn, requires closer integration of disaster risk reduction and management (DRR/DRM) practices into durable solutions approaches and, conversely, the better application of human mobility and durable solutions lenses in DRR/DRM practices.

- **Inclusive, values-based and community-led approaches to protecting human rights and responding to the needs and aspirations of diverse cultures, communities and individuals must be central to all efforts to avert, minimise and address displacement and associated losses and damages.**

- **Human mobility should be recognized as a cross-cutting concern to both Adaptation and Loss and Damage workstreams in the UNFCCC.** Adaptation efforts to protect communities from climate impacts must be 'stepped up' through increased political commitments and plans, funding and responses. Technical assistance and finance to avert, minimise and address loss and damage must also be scaled up and made accessible to affected communities. Integrating an understanding of human mobility and immobility, both forced and voluntary, into relevant global, national and subnational level processes is critical to the success of all related efforts.

UNFCCC Policy, Institutional and Financial Requirements

- ***The Fund for Responding to Loss and Damage (FRLD):*** The FRLD and other funding arrangements are vital to addressing and resolving displacement and its impacts in the context of climate change. **Finance should be made available through long-term recovery windows that allow those living in displacement or facing other mobility challenges to receive adequate resources.** This requires identifying and addressing the specific legal, administrative and logistical challenges people living in displacement face when accessing assistance and support. (Page 21)

- ***The Santiago Network for Loss and Damage (SNLD):*** Durable solutions can be meaningfully integrated into the technical assistance catalysed through the SNLD. **Loss and damage assessments should systematically integrate comprehensive data on the risk, occurrence and impacts of displacement, and sufficient efforts should be directed to building capacities for anticipating, responding to and addressing displacement and achieving durable solutions.** Relevant bodies, networks and experts (OBNEs) working on displacement can play an essential role in formulating requests for assistance and delivering support. (Page 23)

- ***The Warsaw International Mechanism for Loss and Damage (WIM ExCom):*** **The WIM Excom needs to develop standards and common approaches for averting, minimising and addressing displacement and providing durable solutions**, including the development of voluntary guidelines to inform the preparation of biennial transparency reports (BTRs) and the development of thematic technical guidelines. Specifically, this means identifying practices, approaches and tools that can help promote coherent work within the UNFCCC on durable solutions. To achieve this objective, the WIM ExCom's expert groups must play a key role.

    - ***The Task Force on Displacement*** **needs to facilitate a better understanding within the UNFCCC of the value of durable solutions approaches to displacement.** It should also articulate how durable solutions assessment methodologies can be integrated into guidelines for quantifying, averting, minimising and addressing loss and damage.

    - ***The Expert Group on Non-economic Losses and other relevant expert groups*** **should systematically identify how solutions to displacement fit within their research, policy and operational guidance work on climate hazards and loss and damage.** (Page 25)

Outcomes Needed at COP 29 and Beyond

- ***The Third Review of the Warsaw International Mechanism for Loss and Damage (WIM):*** **The third review of the Warsaw International Mechanism for Loss and Damage must strengthen the WIM's policy, strategy and coordination role within Loss and Damage governance.** This includes clarifying and strengthening WIM's role in shaping the policies and priorities of the Fund for Responding to Loss and Damage (FRLD) and the Santiago Network for Loss and Damage (SNLD).

    - The WIM should promote and coordinate coherent human rights and equity-based approaches that respect the dignity of all people on the move. In particular, this requires promoting integrated approaches

that address all phases of displacement in a durable, sustainable manner.

    - **The WIM needs to advocate for durable solutions and other 'good practice' approaches to addressing displacement and other human mobility challenges to be integrated into all relevant workstreams of the FRLD and the SNLD.** (Page 23)

- ***The High Level Dialogue (HLD) of the Fund for Responding to Loss and Damage (FRLD) on complementarity and coherence:*** The launch of the HLD must set out a clear vision for how the FRLD will reach the overall scale of Loss and Damage finance needed by developing countries — currently US$ 400 billion a year for economic loss and damage alone. The HLD should also call for new pledges in the billions of dollars to the FRLD and for existing pledges to be paid into the Fund. **Implementing a solutions approach to loss and damage associated with displacement and other human mobility challenges cannot happen without adequate and sustained overall finance.**

- ***The New Collective Quantified Goal on Climate Finance (NCQG):*** **Loss and Damage must be included in the NCQG with the establishment of a dedicated Loss and Damage Sub Goal. The NCQG should provision public, grant-based, new and additional Loss and Damage finance at US$725 billion per year (high ambition) to flow through the Loss and Damage architecture under the UNFCCC**, including the Fund for Responding to Loss and Damage, the Warsaw International Mechanism and its Executive Committee, the Santiago Network for Loss and Damage and entities outside the UNFCCC within the international financial, climate, humanitarian, disaster risk reduction and development architectures.

I

WHY WE NEED A ‘DURABLE SOLUTIONS’ APPROACH TO DISPLACEMENT IN THE CONTEXT OF CLIMATE CHANGE LOSS AND DAMAGE

AN OVERVIEW OF LOSS AND DAMAGE AND DISPLACEMENT

The Loss and Damage and Displacement Nexus

Countless people, communities, and entire societies are feeling the effects of climate change as sudden-onset and slow-onset disasters and other environmental stresses increasingly challenge the human ability to adapt, manage risks and enhance resilience, particularly in developing countries. As floods, cyclones, droughts, and rising sea levels force people from their homes, displacement has become one of the clearest examples of the losses and damages experienced by affected populations (IPCC, 2022). Other forms of forced mobility can also result in loss and damage, as forced migration and planned relocation can disrupt livelihoods, lead to loss of cultural heritage and erode well-being. In the process of displacement, people might face human rights violations, including gender-based violence and the lack of basic services and healthcare.

The connections between displacement and loss and damage are multifaceted, as displacement can simultaneously be a manifestation, a driver and an indicator of loss and damage (PDD, IDMC and IOM, 2022):

- **Displacement is a form of loss and damage**. Displacement often results in the loss of dignity, security, human rights and agency, stripping individuals of the freedom to choose where to live, sustain livelihoods and enjoy the universal right to an adequate standard of living. Displaced people endure additional adverse outcomes both during and in the aftermath of their displacement, such as limited access to basic services, healthcare, education

and financial resources. The impacts are highly gendered and affect marginalised groups and individuals disproportionately. Beyond tangible losses and damages, such as destroyed homes or lost assets, displacement can also lead to non-economic impacts, including psychological distress, family separation, diminished education opportunities and disrupted social networks, further undermining people's ability to maintain previous standards of living (Cazabat, 2022).

- **Displacement is also a driver of further loss and damage** as it can heighten vulnerability to climate change and trigger both direct and cascading impacts on affected populations (IPCC, 2022). The effects of displacement ripple through multiple aspects of life, undermining an individual's ability to generate income and contribute to the local economy. It also creates the need for housing, healthcare, education and security, impacting displaced individuals and host communities, those left behind and, in some cases, the broader economy.

- **The scale and frequency of displacement is an indicator of the severity of both economic and non-economic losses and damages** faced by communities experiencing climate change impacts. It is a tangible illustration of the limits to adaptation, occurring when individuals are compelled to move as a last resort due to overwhelming risks. These risks typically arise when recurrent and severe disasters or the degradation of habitable areas intersect with people's limited ability to anticipate, cope with or recover from their impacts. Between 2008 and 2023, disasters triggered over 402 million internal displacements worldwide, with nearly 90 per cent attributed to weather-related hazards such as storms, floods or droughts (IDMC, 2024).

Displacement as a Matter of Human Rights and Climate Justice

Displacement profoundly affects human rights such as the rights to food, water and sanitation, health, housing, well-being, development and peace among others, particularly in vulnerable developing countries with limited resources to address its impacts. Also, in the context of climate change, displacement is a widespread climate mobility injustice (L&DC and RID, 2023; Farbotko et al., 2023). Any comprehensive approach to addressing losses and damages induced by climate change must prioritise efforts to avert, minimise and provide equitable, just and human rights based solutions to the adverse impacts of displacement.

Countries, communities and individuals already grappling with poverty, limited access to education and information, a lack of decent work and social marginalisation are more likely to be displaced and remain displaced for longer periods. They also face the risk of further deteriorating conditions should displacement take place (IDMC, 2022; IOM, 2019).

Certain demographic groups, including women and girls, children and youth, people of differing abilities, Indigenous Peoples and minority communities, are

especially vulnerable to displacement and its impacts. Human mobility in the context of disasters is highly gendered. The risk of sexual and gender-based violence increases significantly in the context of disaster displacement (Braun et al, 2023). For instance, the mortality rate of women in disasters is 14 times higher than that of men. Displaced children with disabilities are more likely to drop out of school than other children, while displaced women often experience a more pronounced decline in mental health compared to men (Cazabat, 2022). Additionally, in many contexts, individuals from ethnic minority backgrounds encounter barriers in accessing assistance from authorities to address and resolve their displacement.

The majority of people already displaced by persecution, conflict and violence reside in areas highly vulnerable to climate-related hazards, placing them at increased risk of repeated and prolonged displacement. In 2023, 42 out of 45 countries and territories reporting internal conflict displacement also reported disaster displacement (IDMC, 2024). This situation has led to an increase in the number of people facing severe ecological threats and related humanitarian crises, including water risk and food insecurity and increased risk of conflict. The most affected populations require targeted interventions and support, so recognising these differentiated impacts is crucial for accurately measuring and responding to loss and damage associated with displacement.

Efforts aimed at averting, minimising and addressing losses and damages can lead to negative outcomes if they are not inclusive or fail to respect the agency of affected communities – people 'on the move', people who have resettled and their hosts. For example, poorly managed planned relocation can undermine the psychosocial well-being of relocated communities, particularly when affected people are coerced or insufficiently involved in decision-making. They might also be exposed to discrimination and social exclusion. In contrast, relocation processes initiated and led by displaced and host communities often yield better outcomes than those driven solely by government authorities. Most importantly, the right of communities to determine their own adaptation futures, by moving or by staying, must be respected and made central to all solutions to displacement associated with loss and damage. Ensuring community participation in the design and implementation of decisions affecting their lives is essential to safeguarding their agency and ensuring that action and support to address loss and damage align with their priorities, values and needs (L&DC, 2024).

In addition, creating dignified conditions for affected populations during their displacement or after their resettlement is essential to reducing the losses and damages suffered. Ensuring access to basic needs, such as adequate shelter, healthcare, education and decent employment opportunities, can, for instance, help displaced populations rebuild their lives more effectively. Moreover, fostering environments that provide legal protection, promote social inclusion and respect human and cultural rights can mitigate the psychological and societal damages that

can result from displacement.[3] In turn, this supports long-term resilience, prevents further disempowerment and enables communities to recover with dignity, thereby minimising both economic and non-economic losses and damages.

Unfortunately, interventions that deliver lasting solutions to displacement associated with loss and damage remain rare. Often, efforts to avert, minimise and address displacement are insufficiently comprehensive and too short-lived, falling short of what is considered a 'durable solution'.

CREATING SOLUTIONS TO DISPLACEMENT AND OTHER MOBILITY CHALLENGES ASSOCIATED WITH LOSS AND DAMAGE

What is a Durable Solution?

The concept of a 'durable solution' originated in refugee protection to envisage the point at which refugee status has effectively been resolved (Bower and Ferris, 2024), including when refugees have fully restored their fundamental rights. For displacement contexts within a country, durable solutions are 'achieved' when internally displaced persons (IDPs) (1) "no longer have any specific assistance and protection needs linked to their displacement and can enjoy their human rights without discrimination on account of their displacement" (IASC, 2010) and (2) have returned to their places of origin, integrated into their place of displacement or resettled elsewhere in the country. Solutions to displacement are considered comprehensive and lasting only when displaced persons have overcome all of the vulnerabilities associated with displacement.

A durable solutions approach to addressing internal displacement is multifaceted, usually covering safety and security, housing, livelihoods, an adequate standard of living, access to services, and human and legal rights. To be comprehensive in the context of climate change, durable solutions must also address underlying structural vulnerability and exposure to environmental hazards and related risks. These can lead to and exacerbate displacement and trigger other human rights violations. Because of the complex, multidimensional causes and consequences of displacement,

[3] Deprivation of access to legal and social protections or the exercise of cultural rights constitutes a violation of international human rights law and the UN binding conventions stemming from the 1948 Universal Declaration of Human Rights, including the 1966 International Covenant on Civil and Political Rights and the 1966 International Covenant on Economic, Social and Cultural Rights. Protecting these rights in all circumstances and for all population groups would mitigate some of the serious damages caused by displacement.

delivering solutions is understood to be an iterative process or progression, often requiring development work over several years. While vital, short-term humanitarian efforts during and in the aftermath of a disaster do not themselves lead to durable solutions.

Box 1: Delivering Durable Solutions

A durable solution is achieved only when a displaced person:

- Is able to return home, integrate in the location of displacement or resettle to a new location
- Has fully overcome the vulnerabilities and protection needs associated with displacement

Solutions approaches are multifaceted, addressing risk exposure, the adverse effects of displacement and the underlying vulnerabilities that add to displacement risk. Progress toward durable solutions is generally measured across multiple criteria including:

- Safety and security
- Housing and WASH
- Livelihoods, decent work and an adequate standard of living
- Access to services, including education and healthcare
- Legal and human rights and inclusive governance, with participation of displaced individuals in public affairs

Though not always explicit in durable solutions criteria, the reduction or elimination of the structural inequalities that lead to vulnerability and exacerbate displacement is also a critical component of a solution.

Because of the complex and often protracted nature of displacement, achieving solutions is usually an iterative process or progression. Predictable and sustained funding over multiple years is required.

The Relevance of Durable Solutions to Climate Change Induced Loss and Damage

Because of the rapid global increase in displacement stemming from protracted armed conflicts and the adverse impacts of environmental disasters, including those related to climate change, there is growing activity around 'durable solutions', most notably through the UN Secretary General's High-Level Panel on Internal Displacement (2021) and the subsequent Action Agenda on Internal Displacement (United Nations, 2022) coordinated by the Office of the Special Advisor on Solutions to Internal Displacement. Additionally, there is renewed academic interest and

promising new institutional undertakings intended to refine durable solutions approaches across diverse contexts. However, much of the recent and current work on durable solutions is directly concerned with displacement related to conflict, not displacement in the context of disasters and climate change.[4]

Applying a durable solutions approach to displacement in the context of climate change is an underexploited opportunity. Potential benefits of integrating 'durable solutions' into efforts to avert, minimise and address loss and damage include:

- **Aligned and mutually-supportive goals:** The conventional understanding of a 'solution' – overcoming all the vulnerabilities associated with displacement – aligns well with complementary efforts to respond to both economic and non-economic loss and damage (NELD). If losses and damages aren't addressed, there cannot be solutions. If solutions are not comprehensive and durable, displaced people and communities will continue to experience loss and damage. Applying a loss and damage lens can help better identify and support interventions towards durable solutions. Understanding how human mobility relates to loss and damage, including NELD, can beneficially shape approaches to addressing loss and damage.

- **Durable solutions as multifaceted:** The causes and consequences of displacement and other forced movements in the context of climate change are multidimensional, impacting not only where people can live but also undermining livelihoods, safety and security, health and psychosocial well-being, education, culture and the enjoyment of other human and legal rights. Impacts can differ significantly across environmental and displacement contexts and vary across and within socioeconomic and demographic groups. The multifaceted approach central to durable solutions frameworks equally benefits efforts to avert, minimise and address loss and damage associated with displacement.

- **Valuable tools and resources**: A rich suite of detailed and practical measurement tools and guides has been developed around the IASC Framework on Durable Solutions to Internal Displacement (IASC, 2010). These include the JISP interagency Durable Solutions Indicator Library and the Durable Solutions Analysis Guide. Ongoing work for the Periodic Report on the State of Global Solutions for IDPs (PROGRESS) (IOM, 2023), spearheaded by IOM and Georgetown University, and the IDMC's Internal Displacement Index that measures progress to address internal displacement, both promise to deliver additional insights and refinements benefitting efforts to avert, minimise and address displacement in the context climate change.

[4] Where disaster displacement has been taken up in solutions initiatives, it is usually part of more complex contexts involving both conflict and environmental disaster. For example, only one of the fifteen pilot countries in the Action Agenda, Vanuatu, is developing a durable solutions roadmap solely dedicated to displacement in the context of climate change. The other nations included in the Action Agenda are developing durable solutions roadmaps to address conflict displacement or displacement contexts involving both conflicts and environmental disasters.

- **Durable solutions as a 'process' or 'progression':** Displacement and other forced mobilities can become protracted, erosive and worsen over time (Adger et al., 2021), leading to further loss and damage including egregious human rights violations, particularly as climate risks increase The 'long-view' of a durable solutions approach – which includes the availability of predictable, multi-year funding – must be central to efforts to address displacement and loss and damage in the context of climate change.

Box 2: Duty-bearers

Rooted in international legal frameworks and norms, an important durable solutions principle is that States hosting internally displaced populations are "duty-bearers", holding primarily responsibility for delivering solutions to IDPs (Kälin, 2023), though international humanitarian and development actors do have complementary roles (Norwegian Refugee Council, 2019).

In the context of climate change Loss and Damage and under the UNFCCC's principle of 'common but differentiated responsibilities and respective capabilities' (CBDR) (United Nations, 1992), the concept of duty-bearers may also extend to major polluting nations, recognizing their responsibility for contributing to climate change and its adverse impacts. This recognition foregrounds the obligations of developed nations to finance restorative solutions to those unjustly affected by climate change.

Reimagining 'Solutions' in Approaches to Address Loss and Damage

The IASC Framework on Durable Solutions for Internally Displaced Persons (2010) identified eight criteria for measuring the attainment of a durable solution.[5] Based on the original eight IASC criteria, IOM's Progressive Resolution of Displacement Situations (2018) framework established four programmatic pillars for addressing and measuring solutions: (1) Protection, safety and security (legal safety and physical and material security); (2) Adequate standard of living (sustained access to adequate food, water, housing, health services and basic education); (3) Sustainable livelihoods and decent work/employment (enabling individuals and households to meet their own daily needs and live in dignity); and (4) Inclusive governance (individuals participation in decisions and processes of public affairs).

[5] These include: (1) Long-term safety, security and freedom; (2) An adequate standard of living, including at a minimum access to adequate food, water, housing, health care and basic education; (3) Access to employment and livelihoods; (4) Access to effective mechanisms that restore their housing, land and property or provide them with compensation; (5) Access to and replacement of personal and other documentation; (6) Voluntary reunification with family members separated during displacement; (7) Participation in public affairs at all levels on an equal basis with the resident population; and (8) Effective remedies for displacement-related violations, including access to justice, reparations and information about the causes of violations (IASC, 2010: pp.27-44).

Although the criteria and the programmatic pillars were developed, tested and refined primarily in conflict contexts, they were also intended to address disaster displacement. They are, indeed, directly relevant to efforts to address loss and damage related to displacement in the context of climate change. To take just one example, in much of the Global South, rural residents forced from their homes and off their land in the context of climate change frequently undertake survival migration or are displaced to informal urban settlements. Access to safe housing, water and sanitation are fundamental challenges in these new locations, but so are safety and security, livelihoods, nutrition and access to health and education. Legal residency may be a requisite for protection against various forms of exploitation and discrimination and for gaining access to social and health services, education and training.

Durable solutions criteria can serve as an important entry point for interventions. Particularly when used for area-based and community-based assessments involving participatory approaches, durable solutions criteria can be employed to identify losses and damages, protection gaps, development and humanitarian needs and the priorities of affected people.

Durable solutions frameworks, however, must be further developed to address loss and damage. The adverse impacts of climate change that undermine resilience and lead to displacement continue to impact people's well-being during and after displacement. Worsening climate impacts, environmental degradation and habitability risk can erode or reduce the availability of safe and sustainable options for return, local integration or resettlement. Disaster risk reduction and management (DRR/DRM) practices, therefore, must better inform durable solutions approaches. All interventions to deliver durable solutions – including safety and security, housing, WASH, livelihoods and access to services – should aim to promote long-term resilience in the context of climate change. They should also include protection or restoration of access and rights to local natural resources on which local communities traditionally depend.

Conversely, disaster risk reduction and management practices would greatly benefit from applying stronger human mobility and durable solutions lenses.[6] The recognition that addressing displacement is a long-term process and not a one-off event needs to inform investments, capacity building and disaster planning, response and recovery. Pre-disaster interventions that incorporate long-term planning around possible displacements, and post-disaster interventions that integrate durable solutions into recovery and efforts to 'build back better', are essential.

[6] Mosneaga (2022) and others observe: "[F]ew national DRRM frameworks place an explicit spotlight on displacement in relation to disasters (Yonetani, 2018; IDMC, 2021). Even those that do refer to some form of human mobility in this regard, primarily mention short-term evacuations (Yonetani, 2018), while they 'remain silent on finding durable solutions' (Kälin, 2020: p.21)."

Durable solutions must also address non-economic loss and damage (NELD) associated with displacement in order to guarantee a decent and dignified life. Some types of NELD are identified and prioritised in existing durable solutions frameworks, such as reduced access to education and healthcare, loss of political representation and the reduced safety and security of women, children and other groups. However, not all displacement-related NELD is explicitly called out in durable solutions frameworks. For example, preventing, minimising and addressing the loss of ancestral lands, culture and identity must become a central component of durable solutions approaches. Relatedly, because both economic and non-economic loss and damage can be particularly detrimental to some groups experiencing displacement, such as Indigenous Peoples, a values-based approach to understanding and addressing loss and damage is essential for adequately responding to the adverse impacts of forced mobility.

Box 3: Reimagining 'Solutions' for Climate Change Induced Loss and Damage

If initiatives to deliver 'durable solutions' are to be just, restorative and fully address loss and damage, they must:

- Build lasting resiliency against increasing climate change impacts
- Address the impacts on host communities
- Be voluntary, inclusive and community-led, using a values-based approach to loss and damage
- Address economic and non-economic loss and damage associated with displacement and other forced mobilities
- Reflect and address the aspirations of different demographic and social groups within communities

Durable solutions should be part of an integrated approach to mobility in the context of climate change that also supports 'migration with dignity' and 'the right to stay'.

Durable Solutions, Displacement and the Aspirations of Communities

A durable solutions approach must endeavour to understand and respond to local and Indigenous hopes and aspirations related to human mobility. Human mobility preferences and patterns vary considerably across societies and geographies. They can be deeply rooted in culture, such as the connections to ancestral lands of Pacific Peoples, the seasonal movements of nomadic pastoralists or the important translocal ties and movements of diasporas.

Return is not necessarily the best or only option for finding durable solutions for displaced people, particularly in the context of growing climate risks and increasingly mobile/translocal lives. Bower and Ferris highlight the need for practitioners and policymakers to "incorporate onward, continuous mobility into solutions or relocations", cater to those who choose not to return home when that is deemed viable, and support those whose mobility preferences change over time (2024: p.4). Durable solutions should also support translocal links and mobilities, which contribute to family well-being and climate resiliency (Sakdapolrak et al., 2024; Bower and Ferris, 2024). These may be disrupted in the context of climate change to the detriment of families and communities (Sakdapolrak et al., 2023).

Some scholars and human rights advocates warn of a potential bias toward mobility in the delivery of solutions – of how "the humanitarian impulse to move people out of harm's way" can lead to "overriding the right of affected communities to the exercise political agency…when solutions are devised" (Farbotko et al., 2024: p.6). Well-planned and supported voluntary mobility in the context of climate change can, of course, be an effective means of minimising loss and damage. But that may also be true for well-planned and supported voluntary immobility. Context and the aspirations of those experiencing loss and damage matter significantly. When mobility "solutions" are forced upon communities and individuals, they can become another form of loss and damage – and an affront to agency, dignity and human rights. Supporting the 'right to stay', informed by local knowledge and values, should be integral to durable solutions frameworks and efforts to avert, minimise and address NELD.

Box 4: Migration with Dignity

In Bangladesh, the NGO BRAC and the International Centre for Climate Change Adaptation and Development (ICCCAD) are piloting an initiative to give people forced to migrate in the context of climate change rights-affirming alternatives to resettlement in overcrowded and precarious informal urban slums.

With support from the Global Centre on Adaptation (GCA) and in partnership with municipal officials in peri-urban centers and towns, the Climate Resilient Migrant-Friendly Towns (CRMFT) initiative supports government capacity building and locally led approaches to the development of climate-resilient WASH, housing, infrastructure, security, support services and livelihood opportunities for those relocating due to climate change. Mongla was chosen as the first pilot town because of its potential to support migrant livelihoods as a growing economic hub. The pilot project is being expanded to other areas of Bangladesh and should serve as an important example for government planners and development actors, locally and in other climate-vulnerable nations.

Box 5: Supporting the 'Right to Stay'

Char in Bangladesh are sandbar islands that form, erode and frequently disappear as a result of river flow, flooding and erosion. Many people from poor and marginalized communities, lacking land rights elsewhere, inhabit *char* as an alternative to living landlessly in other rural areas or being forced to move to informal urban settlements.

The NGO Friendship in Bangladesh has supported *char* communities for years, promoting community-initiated and community-based disaster risk reduction, healthcare, education, nutrition and livelihood diversification programs. Friendship also provides legal rights education and counselling to *char* residents as well as programs to promote the empowerment of women and girls. As climate change risks have increased, Friendship has been at the forefront of building climate-resilient community settlements – refuges where people can live, work, house their livestock and attend schools during the flooding seasons. Friendship's efforts are reducing the frequency and severity of displacement among the *char* people they serve and minimizing adverse impacts when displacement does occur. Their work allows people who lack viable, rights-supporting migration or relocation pathways, or who otherwise can't or don't want to move, the ability to stay and live in dignity.

Durable Solutions as an Integrated Approach to Loss and Damage and Displacement

To summarise, efforts to avert, minimise and address displacement need to embrace the core tenets of a durable solutions framework if they are to adequately respond to the losses and damages associated with forced movement. Guiding tenets or principles include a multi-faceted approach to addressing displacement across security, health, economic, legal, social and human rights dimensions and the recognition that 'solutions' are a long-term process requiring sustained and predictable funding. At the same time, for durable solutions to be effective in the context of climate change, durable solutions frameworks need to expand and evolve to include long-term environmental risk planning, acknowledgement of the complexity, fluidity and variability of human mobility patterns and preferences and recognition of the unique and cascading challenges of climate change impacts, including those resulting from sudden and slow onset events. Without that, efforts to address displacement are less likely to lead to the conditions required for solutions but might instead contribute to loss and damage.

Box 6: Why Adaptation Matters: Human Mobility as a Cross-cutting Concern

Adaptation can generally be thought of as a pre-emptive action to avert or minimise the adverse impact of climate change. Adaptation is not a limitless

process, however, and when adaptation efforts are insufficient or maladaptive, or when adaptation limits are reached, losses and damages resulting from climate change will occur. Displacement can be a manifestation, a driver and an indicator of loss and damage, as described above. Pre-emptive responses through adaptation could help avoid more significant subsequent losses and damages. However, many preemptive responses, including mobility options such as planned relocation, are not always preferred by affected communities. In planning for adaptation, thus, Parties and the UNFCCC must optimise the balance between these pre-emptive and reactive responses, driven by stakeholder consultations with affected communities.

Within the UNFCCC, both the Adaptation and Loss and Damage work streams are rapidly evolving – through the development of indicators for the Global Goal on Adaptation, the third iteration of Nationally Determined Contributions (NDC 3.0) to be launched at COP29 and the new Loss and Damage ecosystem. Within these, human mobility must be seen as a cross-cutting concern such that Parties address it appropriately within their planning processes and policy development. One way to encourage this would be through a dialogue on human mobility as a cross-cutting issue such that work streams across the UNFCCC could consider and mainstream human mobility into policy and practice.

By clearly articulating the link between climate change and human mobility, UNFCCC financial mechanisms — the Green Climate Fund (GCF), Adaptation Fund (AF), Least Developed Countries Fund (LDC), and Fund for Responding to Loss and Damage (FRLD) — will be able to respond more appropriately in support of national efforts. As NAPs are the primary instrument through which countries plan for adaptation, increased financial support for adaptation to allow communities to stay safely in place is needed to prevent forced displacement and 'low agency' mobility. In cases where mobility might be chosen by a community or unavoidable due to the impacts of climate change, such scenarios should be planned for collaboratively with affected communities and supported by NAPs.

Eighty-five per cent of existing NAPs reference human mobility, with 65% including actions as to how they will address it (SLYCAN Trust 2024). While an excellent sign that mobility is being considered, most NAPs are still insufficiently granular to be actionable and frequently do not address the full range of mobility challenges occurring in the context of climate change (Link et al., 2024). Moreover, proposed actions are not necessarily developed with the input of affected communities, and often, there is little or no consideration as to how one community's adaptation efforts may be maladaptive or increase the vulnerability of another community. Current efforts that prioritise short-term versus long-term planning and responses can result in maladaptation or future displacement. Additionally, many NAPs remain underfunded and thus have not yet been implemented. There is an urgent need to fill the gap in funding for NAPs and

explore innovative new financing mechanisms, including support for mobility-related initiatives in NAPs.

As climate change worsens and its impacts become more pronounced, the need for adaptation to respond to these actions will grow. Climate-induced and disaster displacement are projected to increase as well. By 2030, it is expected that up to $300 billion per year will be needed for adaptation alone (UNEP 2024).

II

DELIVERING A SOLUTIONS-FOCUSED LOSS AND DAMAGE MECHANISM: A POLICY ROADMAP

The objectives of durable solutions approaches overlap with Loss and Damage work. Achieving durable solutions is fundamental to averting, minimising and addressing losses and damages. Moreover, a durable solutions framework can provide a means for identifying, anticipating and confronting present and potential losses and damages that communities might suffer. In light of these interconnections, it is essential that the loss and damage architecture being developed and operationalised within the UNFCCC fully integrate 'durable solutions' as an approach and a goal.

The following section breaks down the relevance of 'durable solutions' to the bodies and expert groups that comprise the Loss and Damage landscape.

What is Required from the Fund for Responding to Loss and Damage?

The Fund for Responding to Loss and Damage (FRLD) was established at COP27 and operationalised at COP28. The Fund's Secretariat will be hosted for an interim period of 4 years by the World Bank as a Financial Intermediary Fund. The Fund's Board convenes regularly as it progresses towards becoming a fully functioning governing body. Key issues that the Board must address include access modalities, fund eligibility, fund allocation, resource mobilisation and financial instruments. Starting in 2025, the Board of the FRLD will also convene an annual High-level

Dialogue (HLD) on complementarity and coherence to ensure that the Fund's activities complement those of other climate funds and work coherently with country-level programming. A durable solutions perspective can inform and influence decisions on the following topics:

- ***Access Modalities:*** Affected local communities have major obstacles accessing critical international policy processes and vital sources of funding even though access is required to support people-centred local solutions. Delivering direct grant-based budget support to developing countries, frontline communities and people on the move should be a priority of the Fund as "direct access" is the most straightforward funding arrangement. The Fund should ensure that a community access window is established and made accessible to people on the move and those who choose or are forced to stay. Additionally, resources to avert and minimise displacement and achieve solutions should be accessible in the different funding windows created under the Fund – addressing needs before, during and after disasters. Achieving solutions, in particular, means ensuring that finance can be accessed through a window supportive of long-term recovery.

- ***Funding Accessibility*:** People living in situations of displacement need to overcome various obstacles to access finance directly from the Fund. Displacement presents challenges related to lack of documentation, relocation to new administrative areas or countries, possible lack of legal and social entitlements and potential discrimination. Overcoming such challenges is a precondition to accessing Loss and Damage finance and, therefore, a key step in progressing towards durable solutions

- ***Scale of the Fund*:** Discussions on the scale of the FRLD need to ensure that the costs of achieving solutions for people displaced in the context of climate change are accounted for when assessing the financial needs of affected countries, recognising that displacement, when not resolved effectively, is an economic and non-economic burden for people, communities and countries.

- ***Other Financial Instruments:*** Through its annual high-level dialogue and relevant workstreams, the Fund should coordinate the integration of Loss and Damage finance into ongoing efforts to assist displaced persons towards durable solutions (e.g., by supporting social security systems that are inclusive of displaced persons across the various sectors required for a 'solution').

- ***Meaningful Participation:*** Ensuring the meaningful participation of displaced persons in the work of the Board of the FRLD, as indicated in the COP28 decision on the Fund, is a critical requirement. Displaced and other affected persons themselves are best-placed to shed light on their needs and the obstacles to achieving durable solutions.

What is Required from the Santiago Network for Loss and Damage and its Organisations, Bodies, Networks and Experts?

The Santiago Network for Loss and Damage (SNLD) was established at COP 25 as part of the WIM. Its mandate is to catalyse the technical assistance of organisations, bodies, networks and experts (OBNEs) to implement approaches for averting, minimising and addressing loss and damage in developing countries that are particularly vulnerable to the adverse effects of climate change. The SNLD was fully operationalised at COP 28, and its Secretariat is hosted today by the consortium of the United Nations Office for Disaster Risk Reduction (UNDRR) and the United Nations Office for Project Services (UNOPS). Since COP28, the Advisory Board of the SNLD has been working to define its procedures, including membership of OBNEs and how to welcome submissions and respond to requests for technical assistance. Durable solutions, as discussed above, require a multifaceted approach. As countries seeking technical assistance from the SNLD might specifically request support for implementing durable solutions approaches, ONBEs, must possess the knowledge, data and capacity to provide effective guidance on durable solutions.

- OBNEs working on displacement and durable solutions need to be centrally involved in the formulation of requests for technical assistance and the delivery of relevant support to vulnerable countries.
- The assessment of the scale and impacts of displacement need to be integrated into methodologies countries can leverage to assess the loss and damage they incur. To determine associated costs and likely outcomes, comprehensive assessments must include information on the occurrence and duration of displacement and progress made towards durable solutions. Such efforts should capture both the economic and non-economic losses and damages people suffer in displacement prior to the achievement of solutions.
- Capacities to anticipate climate impacts need to include preparedness for responding to and addressing displacement. This requires ensuring that countries and communities have the coordination mechanisms, knowledge base, resources and processes needed to work on displacement (beyond the immediate occurrence of disaster and relief assistance to evacuees) in order to progress rapidly towards durable solutions.

What is Required from the Executive Committee of the Warsaw International Mechanism for Loss and Damage?

The Executive Committee (ExCom) of the Warsaw International Mechanism for Loss and Damage (WIM) guides the implementation of the work on Loss and Damage under the UNFCCC. Established at COP 19, WIM operates according to a five-year rolling work plan. As part of its ongoing 2024 review, Parties will consider progress in implementing the functions of the WIM. The following priorities should be

implemented to ensure that work under the ExCom can meaningfully include durable solutions approaches:

- The ExCom is developing voluntary guidelines for enhancing the collection and management of data and information to inform the preparation of biennial transparency reports (BTR) on Loss and Damage. Such guidelines (and the relevant reports) must include recommendations to account for and leverage existing data on the occurrence, duration and impacts of displacement. This requires encouraging and facilitating the adoption of methodologies that track progress toward durable solutions.

- To enhance the availability of information on displacement and its impacts, the ExCom should recommend that the Intergovernmental Panel on Climate Change issue a special report on Loss and Damage. This recommendation should also highlight the need to feature loss and damage associated with displacement, leveraging existing evidence including data from humanitarian and recovery practitioners.

- The ExCom needs to facilitate a shared understanding of approaches to addressing displacement to ensure coherence in the work of the SNLD and FRLD. This should include promoting and supporting the integration of durable solutions approaches in financial and technical assistance responses to loss and damage, including relevant good practices, standards, blueprints and assessment tools.

What is Required from the Task Force on Displacement?

The Task Force on Displacement (TFD) was established in 2015 at COP 21 under the WIM ExCom. It aims to enhance understanding of the impacts of climate change on human mobility, facilitate the uptake of integrated approaches to human mobility and loss and damage and facilitate stakeholder engagement for further action. The 2024 review of the WIM, and the development of the WIM's next five-year work plan, represent a key opportunity for the TFD to better integrate durable solutions in its approaches.

- The TFD should play a key role in highlighting the centrality of durable solutions approaches for the work of other constituted bodies and, in particular, for the operationalisation of the FRLD and the SNLD. To this end, the TFD needs to identify viable options, assessment tools and good practice responses from countries and communities.

- To better address climate risks and assess, avert, minimise and address NELD and loss and damage related to slow onset events, the TFD needs to collaborate with other expert groups to ensure that issues associated with displacement and its impacts and effective responses that advance solutions are integrated into all workstreams.

- The TFD needs to consider and propose how to include 'people on the move' in decision-making processes related to loss and damage, in line with decisions 1/CP.28 and 5/CMA.5. This might require the modification of the

composition of the TFD membership.

- As a key component of its work on human mobility and loss and damage, the TFD should play a central role in producing and disseminating information on the availability of technical assistance to resolve displacement situations. This would require the development of materials understandable and accessible across communities, linking the work of the SNLD with actors outside the UNFCCC.

What is Required from the other Expert Groups of the WIM ExCom?

Under the 2024 review of the WIM and as all the Expert Groups look towards their next five-year work plan, there is a window to better integrate displacement and durable solutions meaningfully in their upcoming work.

- Work on NELD should systematically include displacement and other forms of human mobility as both a form of loss and damage and a potential driver of NELDs. It should also position 'durable solutions' as essential to averting, minimising and addressing NELDs. This could be achieved through the commissioning of a technical paper on local-level interlinkages between NELDs and displacement and how both could be addressed through the delivery of durable solutions.

- Affected communities must take the lead in identifying and prioritising non-economic losses and damages in their communities to inform durable solutions objectives, programming, compensation and other restorative measures.

- Work on slow onset events should both account for the mobility consequences of resulting environmental degradation and investigate the extent to which slow onset events reduce the availability of durable solution options for displaced persons. Relevant knowledge needs to be made available through technical assistance approaches and inform related finance decisions.

Box 7: Quantifying and Measuring Loss and Damage Associated with Displacement

Quantifying and measuring loss and damage associated with displacement requires breaking down several existing typologies across types of losses and hazard categories.

- **Economic vs. non-economic:** Economic losses refer to direct costs associated with the impacts of climate change, including property damage, loss of income and increased expenditures. Non-economic losses refer to impacts that are more complex to quantify in economic terms,

such as mental health impacts, loss of cultural heritage, loss of social cohesion, or loss of biodiversity.

- **Slow onset vs. sudden onset events:** Slow onset refers to hazards that develop over a longer period, such as droughts, desertification, sea level rise and glacier melt. Sudden onset refers to hazards that manifest over short periods of times and have immediate impacts on people, assets and ecosystems, such as storms and wildfires.

Figure 1: Examples of Loss and Damage – Economic vs. Non-economic

	Economic Loss and Damage	Non-Economic Loss and Damage
Sudden-Onset Events	A displaced household loses their house following a large scale flood	A displaced household faces mental health issues following a relocation after a cyclone
Slow-Onset Events	A displaced household loses their livestock after multiple years of droughts	A displaced household loses ancestral land of significant cultural value as a result of sea level rise

Following large-scale disasters triggered by extreme weather events, the United Nations, World Bank, European Union and affected Governments deployed post-disaster needs assessments (PDNA). These assessments seek to quantify and measure loss and damage associated with large-scale disasters (for example, from the 2022 floods in Pakistan). They gather data from a variety of sources (national statistics, earth observations and surveys) to estimate sectoral and cross-sectoral recovery needs, including those of displaced persons. As of 2018, more than 70 PDNAs had been implemented in more than 40 countries, with the process usually led by affected countries and technical support provided by the World Bank, theEuropean Union and the United Nations. Other sources of information include the World Bank's Global Facility for Disaster Reduction and Recovery (GFDRR) Global Rapid-post-disaster Damage Estimation (GRADE), which estimates damages following large scale disasters. While PDNAs and GRADEs capture some of the loss and damage associated with displacement, especially after large scale events, over the same period, there were 3,400 climatic, hydrological and meteorological disasters recorded in EM-DAT. This significant discrepancy highlights the importance of developing robust databases to locate and measure loss and damage as accurately as possible via nationally-owned, systematic approaches.

At the global level, UNDRR, UNDP and WMO are developing a new disaster loss and damage tracking system that builds on past experience with the disaster information management system Desinventar to ensure that smaller-scale disasters are recorded and tracked in a harmonised approach by Governments. Since 1993, the platform has been an open source database which lists disaster related losses and damages across sectors, including displacement data on the number of people evacuated and relocated. Approaches to measure and quantify loss and damage associated with displacement should, therefore, focus on how to capitalise on existing data flows and systems in countries affected by climate change impacts and how to complement them with new data collection activities that seek to overcome current gaps in the data loss and damage data ecosystem. Below is a short overview of various displacement information types disaggregated by existing data collection mechanisms and by type of risk (the list is not exhaustive).

Figure 2: Overview of Existing Data Source by Type of Risks Relevant to Displacement Related Loss and Damage

Information Type	Intensive (triggered by low probability, high impact events such as category 5 cyclones)	Extensive (triggered by high probability, low impact events such as small scale flooding)
Flows and Stocks	IOM Displacement Tracking Matrix UNHCR Protection Monitoring IDMC	Desinventar (to be replaced by the disasters loss and damages tracking system) IDMC Data
Humanitarian Needs	Humanitarian Needs Overview (HNO)	Desinventar (to be replaced by the disasters loss and damages tracking system) Humanitarian Reports (OCHA, UN Agencies)
Recovery Needs	Post Disaster Needs Assessment Global Rapid-post-disaster Damage Estimation (GRADE)	Desinventar (to be replaced by the disasters loss and damages tracking system)

As the table above shows, various tools are available to assess loss and damage following intensive events (cyclones, earthquakes, large scale flooding). However, there is much less effort going into tracking extensive events. And while intensive events have more significant short term economic and non-economic impacts

compared to extensive events, over time, their cumulative impact can significantly erode development gains. Therefore, a major challenge to better quantifying displacement related loss and damage, will be ensuring that small-scale disaster events (including both sudden and slow-onset events) that do not trigger any state or non-state assessment exercise due to their smaller scale and lower visibility are somewhat captured and quantified on a systematic basis. While there are multiple ongoing efforts to reinforce government capacities at multiple levels (regional, national and local) to collect and store this important information, data collection capacities need to be reinforced, especially in communities that are highly exposed to climate change impacts.

III

BUILDING THE FOUNDATIONS FOR 'DURABLE SOLUTIONS' AT COP 29 AND BEYOND

What do we need from COP 29?

The 29th Conference of the Parties (COP29) will be held in Baku, Azerbaijan, from the 11th to the 22nd of November 2024. Key agenda items that are relevant to Loss and Damage, human mobility and displacement and which can contribute to a solid foundation to support 'durable solutions' include the following:

- The 2024 review of the Warsaw International Mechanism for Loss and Damage (WIM)
- The New Collective Quantified Goal on Climate Finance (NCQG)
- The report of the Board of the Fund for Responding to Loss and Damage to the COP and Conference of the Parties serving as the Meeting of the Parties (CMA)
- The joint report of the Advisory Board of the Santiago Network for Loss and Damage and the WIM to the COP

- The launch event of the first annual High-Level Dialogue on coordination and complementarity with representatives from the Fund for Responding to Loss and Damage and the principal entities of the Loss and Damage Funding Arrangements.

Notably, the 2024 reviews of the WIM and NCQG offer significant opportunities to advance work to address displacement and other human mobility challenges at COP 29 under the United Nations Framework Convention on Climate Change (UNFCCC) and its Paris Agreement and the 6th Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA 6). Climate Adaptation will continue to remain a critical issue.

The 2024 review of the WIM

The review of the WIM takes place every five years. The 2024 review, which will be informed by the terms of reference agreed at the 60th Session of the Subsidiary Bodies in Bonn in June 2024, is an opportunity to strengthen the WIM and the implementation of its three functions:

- Enhancing knowledge and understanding of comprehensive risk management approaches to address loss and damage

- Strengthening dialogue, coordination, coherence and synergies amongst relevant stakeholders

- Enhancing action and support, including finance, technology and capacity building to address loss and damage

The 3rd review provides an opportunity to strengthen the WIM, taking into account recent developments in the landscape of Loss and Damage governance, including the operationalisation of the Fund for Responding to Loss and Damage (FRLD) and the Santiago Network. Opportunities to strengthen the WIM, including its policies and approaches to averting, minimising and addressing loss and damage associated with displacement, include:

- Better coordination and complementarity across the new landscape of Loss and Damage, in line with the second function of the WIM. Achieving this would help ensure that the loss and damage needs of countries, communities and people on the move are met. In this regard, Parties should recommend the following:

    - Recognising that efforts to adequately protect and assist those on the move in the context of the adverse effects of climate change are still lacking or are insufficiently coordinated, the WIM should advocate for coherent, human rights-based and equity-based approaches that respect the dignity of all people on the move. In particular, this

requires promoting integrated approaches that address all phases of displacement in support of durable solutions.

- The WIM should advocate for 'good practice' approaches to displacement and other human mobility challenges, such as durable solutions approaches, to be prioritised and supported in all the relevant work streams of the Fund and the SNLD.

- Other initiatives to enhance coordination amongst SNLD, the Fund and the WIM must be developed. Strengthening synergies is vital to improving policy coherence, more efficient allocation of resources and integrated responses to loss and damage including durable solutions approaches to displacement.

- To enhance the third function of the WIM, on action and support, Parties should recommend the establishment of a standing agenda item on Loss and Damage finance under the COP and CMA within the 2024 review of the WIM. This agenda item should recognise the urgent need to scale up loss and damage finance significantly, including in support of durable solutions to displacement. An important goal for such an agenda item would be to ensure the delivery of 'on-demand' technical assistance under the Santiago Network and grant-based finance via the Loss and Damage Fund scaled to meet the needs of developing countries.

- To enhance work across all three functions of the WIM, Parties should recommend that a Loss and Damage Gap Report be prepared yearly by the United Nations Environment Programme (UNEP). This report should cover all loss and damage gaps related to displacement and other human mobility challenges, human rights, finance and implementation. When developing the report, UNEP should aim for complementarity with UNEP's Adaptation Gap Report and Emissions Gap Report.

- For the WIM to be able to enhance the effectiveness of national Loss and Damage focal points, Parties should make specific recommendations that will enable the WIM to strengthen its capacity to address challenges related to displacement and human mobility and promote solutions. Key areas to address include:

    - Providing targeted training and resources to enhance the technical expertise of national focal points on displacement and human mobility and the provision of durable solutions. This includes building knowledge on climate data analysis, loss and damage assessment, early warning systems, disaster risk management, appropriate financial mechanisms and the multifaceted criteria for implementing durable solutions and measuring their progress. Access to the latest tools and technologies will enable focal points to better anticipate,

minimise and respond to loss and damage -related displacement and other mobility challenges.

- Establishing platforms for regular interaction among national focal points to facilitate knowledge sharing, peer learning, and the exchange of best practices on addressing loss and damage related displacement and other forced or erosive mobilities. This can be achieved through regional workshops, virtual forums and multi-country collaborative initiatives, allowing focal points to remain updated on emerging issues and solutions in loss and damage.

- Encouraging focal points to work closely with government ministries, civil society, academia, and international organisations to create holistic and integrated approaches to addressing loss and damage related displacement and other forced or erosive human mobilities. Strengthening collaboration across sectors will help streamline efforts, prevent duplication and promote more effective use of resources.

- Providing guidance and support to focal points on accessing available financial and technical support resources to address loss and damage-related displacement and human mobilities. Such guidance should include accessing the FRLD, the Santiago Network, the Green Climate Fund and other relevant international finance mechanisms. Building national capacity to navigate complex funding and technical support landscapes will ensure timely and effective implementation of loss and damage interventions, including durable solutions to displacement.

- Equipping focal points with the skills needed to effectively advocate for national and international funding and technical support for loss and damage-related displacement and other human mobility challenges. This entails the development of communication strategies to engage with policy makers, communities, and international bodies to push for more decisive climate actions and policies.

- Support in establishing robust monitoring, reporting and verification systems to track progress on loss and damage initiatives, including durable solutions that address loss and damage related to displacement and other forced or erosive mobilities. This will improve accountability and transparency, allowing for better assessments of the impact of interventions and the identification of remaining gaps.

- Mainstreaming durable solutions approaches to displacement related to loss and damage into national planning, including National Adaptation Plans and Nationally Determined Contributions.

- Strengthen the TFD's mandate to include providing guidance to the FRLD and the Santiago Network on matters related to averting, minimising and

addressing displacement and other mobility challenges. The strengthened mandate should include the promotion of 'good practices' including durable solutions.

- Gaining a better understanding of loss and damage continues to be a core need for countries. It is a precondition for all forms of action, and the facilitation of greater knowledge of loss and damage must be a key goal of technical assistance. Much remains to be done to promote comprehensive and inclusive forums that systematically bring together all relevant stakeholders. Supporting learning among countries, including for capacity building and access to finance, will also be increasingly important as the SNLD and the Fund become fully operational.

    - People on the move and other human mobility stakeholders should be part of all relevant dialogues and coordination mechanisms, and human mobility interventions and considerations should be integrated into all loss and damage assistance and in all funding windows and arrangements on loss and damage.

    - Through a specific look at displacement and the obstacles and progress towards durable solutions, the TFD can and should contribute more systematically to a comprehensive understanding of loss and damage, identifying effective responses and defining standards that can underpin prioritisation and decisions on technical assistance and finance.

    - The mandate of the TFD should be enhanced to track and inform work on loss and damage taking place at national levels. The ompilation of evidence and experiences on durable solutions can help define standard methodologies for assessments and technical assistance, better enabling action and support for vulnerable countries.

Establishing a New Collective Quantified Goal (NCQG) on Climate Finance

The New Collective Quantified Goal on Climate Finance (NCQG) is set to be agreed at COP29. To date, the NCQG has seen 11 Technical Expert Dialogues and three meetings under the Ad Hoc Work Program to advance a Co-Chairs elements paper intended to structure a draft negotiating text ahead of COP29.

To date, it is unclear to what extent loss and damage, the UNFCCC's third pillar of climate action, will be included as a dedicated subgoal, despite advocacy from the Group of 77 and China. However, the inclusion of Loss and Damage in the NCQG and the establishment of a Loss and Damage subgoal is instrumental to the provision of sustainable and predictable finance to address loss and damage at the scale required in all developing countries. A Loss and Damage subgoal should provide public, grant-based, new and additional finance of US$725 billion per year

(high ambition). The funds should flow through the Loss and Damage architecture under the UNFCCC, including the Fund for Responding to Loss and Damage, the Warsaw International Mechanism and its Executive Committee and the Santiago Network for Loss and Damage and through the international financial, climate, humanitarian, disaster risk reduction and development architectures outside the UNFCCC (Loss and Damage Collaboration 2024).

Integrating a 'human mobility, displacement and durable solutions' perspective should be a prerequisite for any Loss and Damage subgoal under the NCQG. In particular, available evidence on the occurrence, costs and impacts of displacement, as well as the adverse outcomes displacement brings to affected communities, should be part of this conversation. Displacement drives and exacerbates the losses and damages communities suffer, leading to significant economic and non-economic consequences. Loss and damage assessments must account for these. Since data on protracted displacement and challenges to achieving solutions are rarely estimated in such exercises, the actual scale of loss and damage that countries incur is grossly underestimated, thereby further widening finance gaps.

Climate Adaptation

Those concerned with human mobility in the context of climate change should continue to press for increased adaptation funding and an understanding of the importance of integrating human mobility into Nationally Determined Contributions (NDCs) and National Adaptation Plans (NAPs), notwithstanding the importance of support for Loss and Damage. Human mobility should be recognized explicitly as a cross-cutting concern to both Adaptation and Loss and Damage work streams in the UNFCCC. NDCs and NAPs could also serve as excellent vehicles to advance integrated and compelling visions for how human mobility and immobility, both forced and voluntary, could be addressed holistically across both Adaptation and Loss and Damage (Link et al., 2024).

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IMAGE CREDIT

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