

Summary Report of the Regional Training Workshop

Enhancing Capacities of Policymakers and Practitioners on Migration, Environment and Climate Change in sub-Saharan Africa



International Organization for Migration (IOM)

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International Organization for Migration (IOM)

Foreword

The International Organization for Migration (IOM) organized a regional training course entitled “Enhancing Capacities of Policymakers and Practitioners on Migration, Environment and Climate Change in Sub Saharan Africa” in Moshi, United Republic of Tanzania, from 11 to 13 March 2014. This event, the third of its kind after similar events held in the Republic of Korea in 2013 and Colombia in 2014, represents another step in the Organization’s efforts to offer to its Member States capacity-building support in the area of migration, environment and climate change.

Climate change and environmental degradation present us with new challenges in managing migration and population displacement. In response, IOM has developed, via policy, research, advocacy, international migration law, partnerships, dialogue and operational activities, a comprehensive framework on managing environmental migration.

In Moshi, IOM brought together 27 policymakers and practitioners from seven countries, two regional organizations, NGOs, universities and various IOM field missions and headquarters. Participants engaged in a regional policy dialogue and were each able to share their national perspectives, country experiences and practices. The present report provides an overview of human mobility, environment and climate related issues in the East African context and a summary of the key policy recommendations stemming from the training.

In light of the success of the event, IOM intends to continue offering training courses on a regular basis to meet the increased needs in policymaking on migration, environment and climate change.

Finally, I am deeply grateful to the Government Office for Science, United Kingdom (Foresight), which supported the training financially, and to the African Capacity Building Centre, which hosted the training. We will now be working to ensure a suitable follow-up to this event.

Yours sincerely,



Jill Helke
Director

International Cooperation and Partnerships Department
International Organization for Migration

Foreword

Policymakers in the East and Horn of Africa region are increasingly looking into the linkages between climate change, environmental degradation and human mobility as they witness more frequent events that impact the movements of people, such as changes in rainfall patterns, conflict over limited natural resources or catastrophic floods and droughts.

Working in close partnership with the government, notably through the African Capacity Building Center (ACBC) – an IOM facility hosted by the Tanzanian Regional Immigration Training Academy that offers capacity-building support to IOM’s African Member and Observer States – IOM in Tanzania supports national efforts to enhance migration governance. Within these efforts, climate-related migration, be it rapid urbanization or forced migration due to natural disasters, is a recent but growing area of concern for national authorities.

The training organized by IOM at the ACBC from 11 to 13 March 2014 was intended to support policymakers in expanding their knowledge and understanding of this complex issue to enable them to propose concrete policy recommendations. IOM is increasingly dedicating resources to raising awareness of the effects that climate change and environmental degradation have on human mobility and to building on a coherent programme of work at the policy and operational levels that can very concretely help Member States tackle this complex question.

The ACBC training represents not only a stepping stone in that respect but also paves the way for new and innovative partnerships and activities on a topic that will continue to be of relevance to the region in the coming years. The present report outlines some of the key opportunities, challenges and possible responses at the regional level. It is now our hope that we can continue building on the ACBC expertise and facilities to offer support in the area of migration, environment and climate change.

Finally, I would like to extend my thanks to the Tanzanian Regional Immigration Training Academy for their partnership in this event.

Yours sincerely,



Damien Thuriaux

IOM Tanzania

Chief of Mission

IOM – African Capacity Building Centre

Acronyms

COMESA	Common Market for Eastern and Southern Africa
DRR	Disaster risk reduction
EAC	East African Community
ECOWAS	Economic Community of West African States
ICPAC	IGAD Climate Prediction and Applications Centre
IGAD	Intergovernmental Authority for Development
OAU	Organization of African Unity
RCP	Regional consultative process on migration
SADC	South African Development Community
UNCCD	United Nations Convention to Combat Desertification
UNFCCC	United Nations Framework Convention on Climate Change
USAID	United States Agency for International Development

summary of policy
recommendations
drawn from the
workshop

Summary of Policy Recommendations Drawn from the Workshop

Recommendations gathered during the workshop are gathered in 15 key areas for policy action:

1. **Data.** There is a need for more complete and detailed data on existing environmental migration and displacement dynamics in East Africa (including cross-border), as well as on the implications of climate change for future movements. Reliable data represents a key policy tool for developing appropriate policy development and programming.
2. **Awareness.** Increased awareness of the migration–environment–climate nexus in the region, including awareness of the positive potential of migration in the context of adaptation to climate change, is needed at multiple levels (national policymakers, local authorities and communities, among others).
3. **Policy coherence.** There is a clear need for increased coordination and dialogue among relevant stakeholders (notably among the numerous ministries/agencies at the national level) in order to avoid incoherent approaches led by actors working in isolation.
4. **Land use policies.** A key policy area in relation to environmental migration, land use policies (and enforcement) and land management techniques have major implications on the sustainability of agricultural and pastoralist livelihoods in the context of climate change, but are also paramount in relation to urban areas.
5. **Pastoralist livelihoods.** Initiatives/policies are needed to facilitate cross-border movements of pastoralists, who in the context of climate change are being forced to move further in search of water and pasture.
6. **Rural–urban migration.** More data is required on this type of movement, which is predominantly internal. Further work may be done to reduce the need for rural inhabitants to migrate. To increase the chances that migration is used as a successful adaptation strategy when needed, policies which enhance training opportunities and skill development in rural areas should be pursued.
7. **Regional frameworks.** Pre-existing regional organizations and frameworks dealing with migration should be identified and empowered to take on environmental migration considerations.
8. **Trapped populations.** Environmental change can reduce the ability to migrate, as it erodes the financial or physical assets and capital that are required to finance migration. People trapped by poverty linked to climate change impacts on livelihoods should be of concern to policymakers.

9. **Migration as adaptation.** Efforts to integrate migration into climate change adaptation strategies must be clear as to whether the intention is to facilitate temporary or permanent movement.
10. **Disaster risk reduction (DRR).** Policies on disaster risk reduction should factor in human mobility matters, and communicating early warning information at the community level in a comprehensible format should be prioritized.
11. **Humanitarian border management/protection framework.** Policies and practical measures are needed to address the difficulties associated with cross-border movements linked to natural disasters, both in terms of legal protection and assistance needs. Existing legal frameworks that can be applied to environmental migration should be identified.
12. **Relocation.** Increased policy attention should be given to the possible relocation of populations affected by climate change and environmental degradation. Relocation should involve participation of all stakeholders in origin and destination areas, including private sector actors.
13. **Diasporas' and migrants' engagement.** With remittances representing a crucial source of national/household income for many countries in the region, possible ways of harnessing remittances for adaptation to climate change should be explored.
14. **Insurance.** The potential role of insurance (at both the micro- and macro-levels) in the climate change context should be further explored. Potential cultural barriers should be analysed.
15. **Funding.** Governments in the region need technical assistance from regional institutions to help them access international adaptation funding instruments, such as the Adaptation Fund of the United Nations Framework Convention on Climate Change (UNFCCC), and to develop project proposals that include a human mobility component.

Context of the Workshop

This document was produced within the framework of the IOM training workshop “Enhancing Capacities of Policymakers and Practitioners on Migration, Environment and Climate Change in sub-Saharan Africa,” held in Moshi, Tanzania from 11 to 13 March 2014. The workshop was hosted by IOM’s African Capacity Building Centre (ACBC) and held in partnership with the Foresight Programme of the United Kingdom (UK) Government Office for Science, drawing on the Foresight study “Migration and Global Environmental Change,” published in 2011. The training is part of IOM’s global capacity-building programme on environmental migration, developed based on the recommendations of the global IOM International Dialogue on Migration event held in Geneva in 2011. Building on the first regional Training on Migration, Environment and Climate Change, held in Seoul in 2013, the objectives of the training – the first of its kind in Africa – were as follows:

- (a) Build understanding on migration in the context of environmental degradation, natural disasters and climate change through the delivery of training modules and activities on terminology, regional dimensions, legal matters, policy processes, and transversal policy approaches, including adaptation, migration crisis and disaster risk reduction.
- (b) Facilitate the exchange of knowledge, information and practices among national, regional and international institutions and nongovernmental institutions on the topic of migration, environment and climate change.
- (c) Contribute to building regional dialogue and collaboration among representatives from national, regional and international institutions.
- (d) Contribute to the development of activities addressing the diverse facets of migration, environment and climate change.

The workshop focused on the broader East Africa region, including the Horn of Africa, and brought together participants from seven countries and regional institutions. Participants represented a variety of ministries having a “stake” in the issue – ranging from environment to foreign affairs – and included international experts and non-governmental representatives. The workshop spanned three days and was divided into modules, with a focus on interactivity and practical applications through group exercises and discussions.

This summary report first offers an overview of the policy recommendations drawn by IOM from the workshop discussions and exercises. It subsequently presents key challenges and recommendations identified by the participants, as well as country-level priorities and finally provides a non-exhaustive list of relevant regional policy frameworks.

The policy recommendations for further action in the region aim to inform ongoing processes such as UNFCCC, the United Nations Convention to Combat Desertification (UNCCD), the Intergovernmental Authority for Development (IGAD), the Nansen Initiative and IOM’s own programme development.

key challenges and
recommendations
as identified at the
workshop

Key Challenges and Recommendations as Identified at the Workshop

Participants identified a number of key issues or challenges to be addressed in terms of environmental migration management in the region. These include:

Data

Many participants highlighted the need for more complete and detailed data on existing population movement dynamics (including cross-border), and on the implications of climate change for future movements. The IGAD representative informed participants that IGAD is currently working with its Member States to develop migration profiles which would help address this gap, and that it would be important to include information on environmental migration within the profiles. IGAD also recently launched maps on disasters and highlighting disaster-prone areas. The IOM Uganda representative informed participants that Uganda recently released a migration profile (December 2013), which includes information on environmental migration/displacement.

Awareness (including awareness of the positive potential of migration in the context of adaptation to climate change)

Increased awareness of the migration–environment–climate change nexus is needed at multiple levels: national policymakers, local authorities and communities.

Policy coherence

As an issue which combines two cross-cutting elements (migration on the one hand and climate/environmental change on the other), participants recognized the need for increased coordination among relevant stakeholders (notably among the numerous ministries/agencies at national level), in order to avoid incoherent approaches led by actors working in isolation.

Land use policies

This was considered a key area by most participants. Land use policies (and enforcement) and land management techniques have major implications on the sustainability of agricultural and pastoralist livelihoods in the context of climate change, but are also key in relation to urban areas. With regard to the former, participants learned from the experience of CARE (Cooperation for Assistance and Relief Everywhere) Tanzania's community-based adaptation work, a large part of which focuses on sustainable management of agricultural land. With regard to the latter, clearing of natural buffers around cities (forests, wetlands and so forth) to make way for informal settlements has put many at risk of flooding – with the risk not limited only to the inhabitants of such settlements. Intra-urban displacement due to flooding is a significant risk within the region, as was seen in Dar es Salaam during the 2011 floods, for example.

Pastoralist livelihoods

In relation to facilitating cross-border movements of pastoralists, who are being forced to move further in search of water and pasture, the experience of the Economic Community of West African

States (ECOWAS) was mentioned. Lessons could be learned from ECOWAS' implementation of transhumance corridors and transhumance certificates for example. It was noted that IGAD had been developing a transhumance protocol which would reserve land for grazing.

Rural–urban migration

Participants noted the lack of data on this type of movement, but considered that much could be done to reduce the need for rural inhabitants to migrate. To increase the chances that migration is as a successful adaptation strategy when necessary, participants noted the need to enhance training opportunities/skills development in rural areas.

Migration as adaptation

It was noted that a key consideration with regard to integrating migration into adaptation strategies relates to whether the intention is to facilitate temporary or permanent movement. The discussions at the workshop confirmed the findings of the Foresight report, which state that “preventing or constraining migration is not a ‘no risk’ option” and that planned and well-managed migration can be one important solution for population of concern.”

Trapped populations

Environmental changes can reduce the ability to migrate, as it erodes the financial or physical assets and capital that are required to finance migration. People trapped by poverty influenced by climate change impacts on livelihoods should be of concern to policymakers. One of the important findings of the Foresight report published in 2011, and which was highlighted at the workshop, was that millions of people will be unable to move from locations where they are left extremely vulnerable to environmental change. Trapped populations are of equal policy concern.

Disaster risk reduction

The difficulty of communicating early warning information to the community-level was noted. Professor Oludhe of the IGAD Climate Prediction and Applications Centre (ICPAC) noted that Kenya is attempting to address this issue through the introduction of county-level meteorologists, and the translation of warning information into local languages such as Maasai. Examples of early warning/early action systems in the region were identified:

- (a) ICPAC, which releases quarterly climate forecasts and updates on evolving disasters;
- (b) Famine Early Warning Systems (also known as “FEWS NET”), which is USAID-funded and provides information and analysis on food security;
- (c) Conflict Early Warning and Response Mechanism (also known as “CEWARN,” IGAD’s conflict prevention/response mechanism), which has until recently largely focused on conflict among pastoralists.

Humanitarian border management/ protection framework

Participants noted the difficulties associated with cross-border movements linked to natural disasters, both in terms of legal protection and assistance needs. Existing border management tools, expertise and frameworks in the region should be identified to understand whether and how they can be applied in disaster, environmentally driven and climate-induced situations.

Relocation

Participants noted the need for increased policy attention to the possible relocation of populations affected by climate change/environmental degradation. Relocation should involve participation of all stakeholders in both origin and destination areas. The need to involve private sector actors was also highlighted.

Diaspora engagement

With remittances representing a crucial source of national/household income for many countries in the region, it was felt that options should be explored with regard to possible ways of harnessing remittances for adaptation to climate change. IOM's current project in West Africa, in partnership with the UNCCD, looks specifically at this area and could provide insights relevant for East Africa.

Insurance

The potential role of insurance in the climate change context was briefly discussed. A distinction is to be made between micro- and macro-levels. At the micro-level, farmers and pastoralists could use insurance to protect themselves from crop/herd failures. At the macro-level, governments might be able to work with large insurance and reinsurance companies to support the uptake of insurance against natural disaster at the country level (both urban and rural settings). Participants noted that there were potential cultural barriers to the use of insurance and a slow uptake of insurance among pastoralists in the region.

Funding

In regard to accessing international adaptation funding instruments such as the UNFCCC's Adaptation Fund, a participant highlighted the need for technical assistance from regional institutions to allow States in the region to successfully access funds.

country-level priorities

Country-level Priorities

Participants were asked, as a training exercise, to identify potential policy priorities for their respective countries. These participants also worked on identifying ideas for concrete activities for translating the policies into action and for developing activities post-training. The results of the exercise are summarized below. They are only an indication of potential activities based on the training modules and exercises.

Ethiopia

- (a) Review existing policies/institutional roles in relation to environmental migration such as the Climate Resilient Green Economy.
- (b) Make a part of diaspora policy the use of remittances for environmental protection and adaptation.

Kenya

- (a) Integrate environment/climate change/environmental migration into draft DRR documents through a participatory national assessment on environmental change and climate migration in order to influence policy and implement mainstreaming; and through national and county-level dialogues led by the National Environmental Management Authority, the National Drought Management Authority, the National Disaster Coordination Committee and other stakeholders.
- (b) Focus on the implementation of a national land policy that promotes integrated land use plans.
- (c) Finalize the Arid and Semi-Arid Land Policy.
- (d) Integrate migration into environmental management and coordination policy.

Mauritius

- (a) Include the environment–and–migration nexus in the post-MDG framework and develop time-bound programmes.
- (b) Ensure funding for relocation of coastal communities facing storm surges (immediate) and sea level rise (medium-term: 5–10 years).
- (c) Technology transfer to small island developing States for adaptation.

Somalia

- (a) Develop a national DRR policy through public consultation through the establishment of:
 - (i) a steering committee composed of government agencies and other stakeholders;
 - (ii) funding mechanisms;
 - (iii) early warning mechanisms; and
 - (iv) a camp coordination camp management (CCCM) framework.
- (b) Link DRR policy with security actors and a public awareness campaign.
- (c) Develop a national protection policy for internally displaced persons.

South Sudan

- (a) Conduct stakeholder mapping.
- (b) Mainstream environmental migration into migration policy through a stock-taking exercise of existing policy resources, taking into account internal and cross-border migration and the influence of climate change.
- (c) Raise awareness on migration and climate/environment.
- (d) Mainstream migration into the National Adaptation Plan, and the United Nations National Adaptation Programme of Action (NAPA).

Uganda

- (a) Institute a national assessment and monitoring plan on environmental change and environmental migration through a literature review; draft terms of reference for partners, fundraising and the preparation of a draft plan for sharing and validation.
- (b) Mainstream environmental migration into the National Adaptation Plan, national disaster plans and other policies.

United Republic of Tanzania

- (a) Improve the knowledge base and assess the integration of environmental migration in existing policies through a research study; contribute to the improvement of data by including environmental migration questions in household surveys and setting up an inter-ministerial knowledge sharing platform.
- (b) Improve policy coherence on environmental migration.
- (c) Take into consideration land use policy issues, particularly those affecting the pastoralist population.

Relevant Regional Policy Frameworks (Non-Exhaustive) as Identified during the Workshop:

Cooperation at the regional level will be crucial in tackling the challenges outlined in this report. There are already a number of existing frameworks in East Africa which either address aspects of environmental migration directly or flag it as an issue, as follows:

Climate change focus

- (a) East African Community (EAC) Climate Change Policy;
- (b) COMESA–EAC–SADC Joint Programme on Climate Change Adaptation and Mitigation in Eastern and Southern Africa Region.

Disaster risk reduction focus

- (a) Africa Regional Strategy for Disaster Risk Reduction (African Union), The New Partnership for Africa's Development, United Nations International Strategy for Disaster Reduction), adopted in 2004 (Programme of Action for Implementation adopted in 2005);
- (b) IGAD Disaster, Drought, Resilience and Sustainability Initiative;
- (c) EAC DRR and Management Strategy (2012–2016), adopted in 2012;
- (d) International Strategy for Disaster Risk Reduction regional platforms on disaster risk reduction.

Food security focus

- (a) The African Union's Regional Food Security and Risk Management Programme for Eastern and Southern Africa and the Regional Enhanced Livelihoods for Pastoral Areas Programme;
- (b) COMESA Policy Framework on Food Security in Pastoral Areas (draft).

Mobility focus

(a) Migration

- (i) African Union Migration Policy Framework, adopted in 2006;
- (ii) IGAD Regional Migration Policy Framework and the Migration Regional Consultative Process (RCP) Framework (2008);
- (iii) East African Community: In 2010 the EAC signed into force a Common Market Framework that seeks to establish "the free movement of goods, labour, services and capital" among the five EAC countries. However, as of 2013 none of these countries have updated their labour policies to reflect the free movement objectives of the Common Market Framework. Thus far, the EAC has only succeeded in implementing a free visa scheme for citizens of EAC countries;
- (iv) COMESA adopted the COMESA Protocol on the Free Movement of Persons, Labour, Services, and Rights of Establishment and Residence in 2001. However, thus far only Burundi has signed the protocol, which needs at least seven signatories to enter into force. COMESA recently launched an RCP on migration in September 2013.

(b) Displacement

- (i) Internal: 2009 Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention). The Kampala Convention came into force in December 2012, following ratification by 15 countries. States which are party to the convention are obliged to “protect and assist persons who have been internally displaced due to natural hazards or human made disasters, including climate change.” However, in the East Africa region, only Rwanda and Uganda have actually ratified this treaty;
- (ii) External: The OAU Convention Governing the Specific Aspects of Refugee Problems in Africa (1969), which extends the grounds for granting refugee status covered under the Geneva Convention (1951) to include those fleeing conflict.

(c) Pastoralists

- (i) African Union Policy Framework for Pastoralists (2010) and the Regional Enhanced Livelihoods in Pastoral Areas Programme (RELPA, 2013);
- (ii) Regional level: IGAD Livestock Policy Initiative;
- (iii) COMESA Policy Framework on Food Security in Pastoral Areas.

Training Participants, Moshi Tanzania. © IOM March, 2014.



