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Parliamentary strategies to strengthen peace and security against threats and conflicts resulting from climate-related disasters and their consequences

***Draft resolution submitted by the
Standing Committee on Peace and International Security****

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The 142nd Assembly of the Inter-Parliamentary Union,

- (1) *Recalling* the 2015 Paris Agreement, including its goals to strengthen the global response to climate change and to enhance adaptive capacity, increase resilience and reduce vulnerability to climate change; the outcomes of the Climate Change Conferences in Marrakesh (COP 22), Bonn (COP 23), Katowice (COP 24) and Madrid (COP 25), emphasizing the appeal in the “Chile Madrid Time for Action” to elaborate and implement measures to avert, minimize and address the adverse impacts of climate change, as well as the IPU resolutions of the corresponding Parliamentary Meetings in Marrakesh, Bonn, Krakow, and Madrid,
- (2) *Recalling also* the IPU resolutions *The role of parliaments in ensuring sustainable development through the management of natural resources, agricultural production and demographic change* (adopted at the 124th IPU Assembly, Panama, April 2011), *Towards risk-resilient development: Taking into consideration demographic trends and natural constraints* (adopted at the 130th IPU Assembly, Geneva, March 2014), *Sustaining peace as a vehicle for achieving sustainable development* (adopted at the 138th IPU Assembly, Geneva, March 2018), the Hanoi Declaration: *The Sustainable Development Goals: Turning Words into Action* (132nd IPU Assembly, Hanoi, April 2015), and *Addressing climate change* (141st IPU Assembly, Belgrade, October 2019),
- (3) *Guided by* the UN 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs), which emphasize that climate policy, sustainable development, poverty reduction and universal peace are all inextricably linked,
- (4) *Mindful of* UN Security Council (UNSC) resolutions and UNSC presidential statements addressing the adverse effects of climate change on international stability, peace and security, such as UNSC Resolutions 2349 (2017), 2408 (2018), 2423 (2018), 2429 (2018), 2431 (2018), 2457 (2019) and 2558 (2020), and appreciating the fact that the Security Council has repeatedly discussed the impact of climate change, including of climate-related disasters, on international peace and security,

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(5) *Mindful* also of UNSC Resolutions 1325 (2000), 2467 (2019) and 2493 (2019) highlighting the impact on women of war, conflicts and displacement as well as strengthening the role of women in conflict management and women's involvement in peace and security issues; and of UNSC Resolutions 2250 (2015), 2419 (2018) and 2535 (2020) highlighting the importance of increasing the representation of youth in decision-making on peace and security issues,

(6) *Recalling* the 1996 UN Convention on the Protection and Use of Transboundary Watercourses and International Lakes and the 2015 Sendai Framework for Disaster Risk Reduction, which provide an important foundation for sustainable, low-carbon, resilient development,

(7) *Welcoming* the international community's continuing engagement in numerous global initiatives to address climate change, such as the UN Climate Action Summit in September 2019, the Climate Ambition Summit in December 2020, and the Climate Adaptation Summit in January 2021, which have led to States' affirmation and extension of emission reduction targets, and have showcased the many opportunities for prevention, mitigation, resilience-building and adaptation through the contributions of national governments, provinces, cities and villages, business corporations, financial institutions and civil society,

(8) *Recalling* the Universal Declaration of Human Rights as well as the International Covenants on Human Rights and other human rights agreements and welcoming the discussion of climate change as a rapidly growing, global threat to human rights and to peace at the 42nd session of the Human Rights Council in September 2019,

(9) *Emphasizing* the recommendations of the 2015 Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disaster and Climate Change being implemented by the Platform on Disaster Displacement, which works towards strengthening the management of disaster displacement risks as well as addressing displacement and migration in the context of disasters and climate change,

(10) *Appreciating* the contribution of the International Mechanism of Warsaw regarding climate-related losses and damages, their financing, technological transfer and capacity-building in developing countries particularly vulnerable to these adverse impacts, and, in particular, the recommendations of the Task Force on comprehensive approaches to avoid, minimize and manage climate-related displacement,

(11) *Aware* that the world would face unprecedented challenges and irreversible processes, including the crossing of so-called tipping points, with a temperature rise beyond 1.5 degrees Celsius, as referred to in the 2018 special report of the Intergovernmental Panel on Climate Change,

(12) *Recalling* that natural resources, such as water and land, shape billions of people's livelihoods, food security, well-being and identity, notably those of Indigenous peoples, and that, therefore, transparency, access to information, inclusive and meaningful public participation, in particular women's full, equal, and meaningful participation in all levels of decision-making, as well as dialogue and cooperation, especially with vulnerable and marginalized groups, are key to equitable and peaceful natural-resource management,

(13) *Concerned about* the concrete and existential threat to humanity and human security caused by climate change, which adversely affects global peace and stability, and particularly about the severe consequences of sea level rise, drought, desertification, land degradation, changes to the fragile ecosystems of the polar regions, loss of infrastructure and biodiversity, food insecurity, an increasing scarcity of natural resources, including water, and non-economic loss and damages,

(14) *Reaffirming* its concern about new and/or intensified displacement and migrant movements as climate phenomena increase and parts of the world become uninhabitable, as well as about their effects in particular on young people and their future, while aware that concerted action to mitigate and adapt to climate change and plan countries' development can significantly reduce the number of persons forced to migrate as concluded in the World Bank's 2018 Groundswell report,

(15) *Worried* about the particular effects of climate change on individuals and groups in already vulnerable situations, mainly women and children, Indigenous peoples and communities, and people living with disabilities, as well as refugees and displaced people including internally displaced people; noting that people displaced for environmental reasons, by disasters or adverse effects of climate change, do not benefit per se from any official refugee status nor from international protection granted by the 1951 Refugee Convention; taking note, however, of the Human Rights Committee's view of 20 January 2020 that countries may not deport individuals who face climate change-induced conditions that violate the right of life,

(16) *Concerned* also that climate-related tensions and disasters may lead to heightened marginalization, discrimination and abuse, including an increase in sexual and gender-based violence perpetrated mainly against women and girls,

(17) *Aware of* the adverse effect of climate change on existing economic, social and political inequalities as well as distributional conflicts throughout the world; highlighting that, through these negative impacts on human security, climate change increases already existing risks and discriminatory practices – especially when governance structures are already weak; recalling that the negative long-term implications of climate change may lead to an increase in political tensions, both within and beyond national borders; noting that fragile societies, including societies plagued by conflict, tend to have weaker adaptation capacities to climate change than others, and that they lack the capacity to contribute for their part to climate change mitigation effectively,

(18) *Concerned* that these and other human security impacts such as heightened food and water insecurity may exacerbate existing and create additional risks to national, regional and international security, and that the most vulnerable and marginalized peoples and parts of the world are particularly hit by both the climate crisis and the ongoing COVID-19 pandemic which is another crisis of global proportion, with one crisis exacerbating the other,

(19) *Bearing in mind* that access to the resources and means required to cope with situations of dramatic change such as the climate crisis is structurally obstructed by existing forms of discrimination and vulnerability based on gender, race, ethnicity, religion, political or other affiliation, national or social origin, property, birth or other status, ability, indigeneity, age, tradition and institutional mistreatment, all of which can intersect and combine and should be duly considered in concepts of peacebuilding and conflict management as well as resilience and adaptation strategies,

(20) *Stressing* that politics determine long-term sustainable climate action, which is why the responsibility to create a just transition through climate-sustainable policies cannot be shifted onto individuals and their individual choices as consumers, at least not predominantly,

1. *Calls for* immediate and multilateral action to address climate change and mitigate its effects on international stability and security with the same urgency as the fight against the COVID-19 pandemic; and therefore calls on all parliaments to expedite and facilitate the ratification and human-rights based implementation of the Paris Agreement in their respective countries;
2. *Calls on* IPU Member Parliaments and their governments to invest in climate-resilient development programmes aimed at implementing the 17 Sustainable Development Goals;
3. *Welcomes* the many and diverse national commitments to address the climate-security nexus, confine climate change, and address climate-induced security threats through mitigation, resilience-building and adaptation; and stresses that measures tend to be more conflict-sensitive if both men and women, as well as marginalized and vulnerable groups, including Indigenous communities, are involved;
4. *Invites* IPU Member Parliaments to encourage their governments to work with relevant regional and international institutions to advance robust climate-resilience strategies, especially regarding climate-related security risks, including joining and supporting the Group of Friends on Climate and Security established by Nauru and Germany, made up of more than 50 States, which works to ensure that the UNSC considers the relationship between climate and security in all its decisions so that the international community is prepared before conflicts erupt or escalate, wherever climate change threatens peace and security;

5. *Encourages* IPU Member Parliaments to engage in civil conflict prevention and to support partnerships and meaningful consultations with affected communities in order to anchor risk analysis and forecasts in their policies, with a special focus on security-related tipping points in the context of climate change, based inter alia on human rights indicators such as the incidence of sexual and gender-based violence;
6. *Stresses* the need to strengthen opportunities for cooperation among all stakeholders and affected communities to promote research, data collection and analysis of climate-related security risks including displacement resulting from rapid- and slow-onset disasters in the context of climate change, in order to be prepared for future challenges and develop prevention strategies;
7. *Calls on* parliaments to strengthen local and community governance capacities and adaptation capabilities in order to avoid human rights abuses and the destabilization of sub-regions or nations as a result of climate change;
8. *Encourages* parliaments concerned to adopt enabling climate-responsive and gender- and conflict-sensitive legislation, including key budget laws, as well as relevant public policies with due consideration of the effects of climate change on Indigenous communities and other marginalized populations, aimed at advancing the SDG and sustaining peace agendas so that the climate-security nexus features appropriately in their parliamentary debates; in this context, ensuring that all peacebuilding and development efforts are assessed, where appropriate, for climate sensitivity to minimize predictable future destabilizing effects of climate change on security and prosperity; and conversely, that climate mitigation and adaptation programmes and strategies are conflict-sensitive and designed for maximising peacebuilding synergies;
9. *Calls on* governments to take concrete measures to mitigate climate risks and promote resilience to climate change, while basing these measures on the principle of common but differentiated responsibilities and respective capabilities in light of different national circumstances; and, in this context, calls on governments and parliaments to support countries affected by climate-related disasters and to provide predictable and sustainable financial, technical and capacity-building assistance, in accordance with the United Nations Framework Convention on Climate Change (UNFCCC) and the Paris agreement; also calls on parliaments to urge their governments to commit to providing financial support to middle- and low-income economies by contributing to the Green Climate Fund;
10. *Also calls on* parliaments to hold their respective governments accountable for achieving the progress required in addressing climate-related disasters and security risks, and to urge their governments to address funding gaps for activities redressing the consequences of climate change and for adaptive measures to equip the United Nations system, other multilateral institutions, States and other relevant actors to deal with the looming changes regarding food security, displacement, and increased risk of disasters;
11. *Further calls on* parliaments to monitor climate-change mitigation and adaptation processes in line with the commitments made under the Paris Agreement; promote strong disaster risk governance to help all stakeholders coordinate at the community, regional and national levels in order to manage and reduce disaster and climate-related risks; pay due regard to marginalized and vulnerable communities, such as Indigenous peoples, particularly affected by climate change; pursue disaster risk prevention and reduction, as well as long-term financing in support of resilient, climate proof infrastructure and nature-based solutions; and effectively control State finances by ensuring full transparency of expenses;
12. *Urges* parliaments and their respective governments to take action to strengthen our common understanding of climate-related challenges; including drawing from traditional knowledge sources such as those held by Indigenous and local communities; to support initiatives that ensure that public awareness campaigns and proper educational programmes are implemented and included in school curricula; and to encourage the development of easily accessible early-warning systems;

13. *Calls on* parliaments to examine all means of enhancing the resilience of people adversely affected by climate change; to develop comprehensive gender-responsive national resilience mechanisms by fully including women and representatives of marginalized communities such as Indigenous peoples in the design and implementation of such mechanisms; to strengthen disaster risk reduction and prevention; and to enhance disaster preparedness;
14. *Urges* parliaments to promote and increase predictable, multi-year, unearmarked, collaborative and flexible humanitarian financing, including for disaster displacement; to connect the humanitarian-development-peace nexus with the effects of climate change; and to enable transition aid to cover urgent needs and the possibility of a stronger, faster and more inclusive rebuilding policy, according to the "build back better" approach;
15. *Calls on* parliaments to support partnerships involving civil society in order to strengthen political will to address the adverse impacts of climate change in a constructive, participative and forward-looking manner; and also calls in particular on all parliamentarians to engage in dialogue with youth, as they are the main group to face the consequences of climate change;
16. *Also calls on* parliaments to support the introduction of stronger corporate social responsibility measures in the private sector in order to mitigate tensions between enterprises and local communities over scarce resources;
17. *Encourages* governments to fully support international working groups on climate-related disaster displacement and migration; and to implement, within the architecture of the United Nations Framework Convention on Climate Change, the recommendations of the Warsaw International Mechanism's Task Force on Displacement;
18. *Calls on* parliaments to support safe, orderly and legal migration for those who have to leave their home as a result of climate change; and to enable planned and dignified relocation;
19. *Encourages* governments and parliaments to fully implement the UN Guiding Principles on Internal Displacement; to strengthen rights and local agreements on mobility of migrant workers, nomads and pastoralists; and to take into consideration the objectives and principles of the Global Compact for Safe, Orderly and Regular Migration;
20. *Also encourages* governments to reflect upon the concept of "climate passports" that would allow people who are existentially threatened by the effects of climate change and have no choice but to leave their home to exercise self-determination in deciding about their migratory options and enjoy the possibility of entering and settling in secure countries; and, in this context, to consider granting full access to civic rights to migrants who, expecting or following the complete disappearance of their country's territory, de facto or de jure lose their citizenship;
21. *Invites* the IPU Member Parliaments to make use of their right to speak at the UN General Assembly to request follow-up on displacement and migration including in the context of climate change as well as on the implementation of the Global Compacts on Migration and Refugees;
22. *Recommends* that all States concerned agree on a common position in order to impose an embargo on the export of arms to actors in States suffering from insecurity, fragility and conflicts – including as a result of climate-related disasters;
23. *Encourages* governments to include the attenuation of climate-change-related security risks in all operational areas of peacebuilding, including early warning, conflict prevention, crisis management, mediation and peace support operations and post-conflict rehabilitation; to enable the UN system to better recognize, assess and act on climate-security interlinkages; to call on the UNSC to acknowledge the threat that

climate-related risks pose to international peace and security; and to support the newly created UN Climate Security Mechanism (in facilitating the creation and dissemination of adequate risk assessments and risk management strategies by relevant UN actors);

24. *Calls on* parliaments to ensure increased international, regional, and cross-border cooperation on climate-related security risks in a quest to find appropriate collective responses to addressing current and future security risks related to climate change; such efforts should draw upon the experiences and good practices of countries;
25. *Welcomes*, in this regard, concrete initiatives to strengthen capacities in the field, i.e. by establishing the first climate and security advisor at the UN mission in Somalia;
26. *Reminds* all States that ambitious climate protection, resilience-building and foresighted behaviour that places human beings and their needs at the centre of all political considerations is a prerequisite not only for achieving climate justice, but also for pursuing the sustaining peace agenda;
27. *Also reminds* all States of commitments made in the Universal Declaration on the Rights of Indigenous Peoples relating, among other matters, to their right to live in peace and security, to the conservation and protection of the environment and the productive capacity of their lands or territories and resources, to be consulted on priorities for the use of their lands or territories and other resources, and to the just and fair resolution of conflicts and disputes with States or other parties;
28. *Encourages* IPU Member Parliaments to set up or step up regional “climate parliaments” and follow the examples of initiatives in Asia (Bangladesh, China and India), Latin America (Bolivia, Chile, Ecuador and Peru, as well as more broadly the ParlAmericas Parliamentary Network on Climate Change), the Middle East and North Africa (Jordan, Morocco and Tunisia), sub-Saharan Africa (Benin, Côte d’Ivoire, Congo, Senegal and Tanzania, as well as cooperation with the Pan-African Parliament) and Europe (within the European Parliament) with the aim of educating and empowering parliamentarians in this context;
29. *Urges* parliaments to adopt, implement and monitor national action plans in line with the commitments made under the Paris Agreement and thereby establish strategies that prepare for the above-described challenges, threats and conflicts resulting from climate-related disasters and their consequences;
30. *Also urges* parliaments as part of the COVID-19 pandemic recovery measures, to encourage a shift to cleaner energy alternatives, such as solar and wind energy, and to give priority to investment in clean energy, or to link aid and bank loans to companies to drastic reductions in their emissions, especially in carbon-intensive sectors, which contributes to promoting the concept of “green loans” directed to financing environmentally friendly projects, green stimulation, smart buildings, and green and public transportation;
31. *Invites* the IPU Member Parliaments to reinforce criminal law to prevent and punish widespread, long-term and severe damage to the environment, whether caused in peacetime or war, and to examine the possibility of recognizing the crime of ecocide to prevent the threats and conflicts resulting from climate-related disasters and their consequences;
32. *Urges* the IPU Member Parliaments and their governments to take stock of lessons learned from how the pandemic has been handled worldwide; lessons from international cooperation and crisis management could prove to be of a significant value when it comes to meeting climate-related threats or other future threats in general;

33. *Also urges* IPU Member Parliaments and their Governments to enact and execute policies that will reduce and eradicate non-climate stressors and man-made threats to the environment, such as illegal, unreported and unregulated (IUU) fishing and the unsustainable and inequitable utilization of water resources, among others, which further contribute to food and water insecurity caused by climate change;
34. *Invites* the IPU Member Parliaments to communicate to the secretariat of the IPU Standing Committee on Peace and International Security by the 146th Assembly the measures taken to achieve implementation of this resolution.

* The resolution was negotiated in keeping with the Special Rules of Procedure governing virtual sessions of the IPU Assembly and Standing Committees. Reservations were received from:

India and **Turkey**, which expressed a reservation to the entire text of the Resolution.

Nicaragua, which expressed reservations to operative paragraphs 3, 8, 11, 12, 13, 18, 28, 29, 30, 31, 32, and 33.

Hungary, which expressed reservations to preambular paragraphs 9, 14, and 20, and to operative paragraphs 17, 18, 19, 20, and 21.

China, which expressed reservations to preambular paragraph 5, and operative paragraphs 9, 23, and 25.

Czech Republic and **Poland**, which expressed reservations to operative paragraphs 19 and 21.

Thailand, which expressed reservations to operative paragraphs 20 and 22.