

Standing Committee on
Peace and International Security

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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 co-Rapporteurs
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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) and the IPU resolutions of the corresponding Parliamentary Meetings in Marrakesh, Bonn and Krakow,
- (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) and 2429 (2018),
- (5) *Mindful also of* UNSC Resolutions 1325 (2000) and 2467 (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 Resolution 2250 (2015) highlighting the importance of increasing 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, 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 and its subsequent agreements and protocols; 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 better protection for people displaced across borders in the context of disasters, including climate-related disasters,
- (10) *Noting* 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,
- (11) *Recalling* that natural resources, such as water and land, shape billions of people's livelihoods, food sovereignty, well-being and identity, and that, therefore, inclusive public participation, dialogue and cooperation are key to equitable and peaceful natural-resource management,
- (12) *Concerned about* the concrete and existential threat to humanity and human security caused by climate change, which adversely affects global peace and stability; concerned particularly about the severe consequences of drought, desertification, land degradation, loss of infrastructure, food insecurity, an increasing scarcity of natural resources, including water, and non-economic loss and damages; concerned about new and/or intensified displacement and migrant movements as these phenomena increase and parts of the world become uninhabitable; and concerned about the effects in particular on young people and their future,
- (13) *Gravely concerned about* the particular effects of climate change on individuals and groups in already vulnerable situations, mainly women and children as well as refugees and internally displaced people; highlighting that people displaced for environmental reasons and following environmental disasters do not benefit per se from any official refugee status nor from international protection granted by the 1951 Refugee Convention; and 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,
- (14) *Aware of* the adverse effect of climate change on existing economic, social and political imbalances as well as distributional conflicts throughout the world; highlighting that, therefore, climate change should be regarded as a "threat multiplier" with the ability to amplify existing social tensions – 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; and noting that fragile societies, including societies plagued by conflict, tend to have weaker adaptation capacities to climate change than others,
- (15) *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,
- (16) *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 – which cannot be postponed or compromised due to any other international crisis, such as the current COVID-19 pandemic – to address climate change and mitigate its effects on international stability and security; 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 with a focus on SDGs 1 (poverty eradication), 2 (food security), 3 (health), 4 (education), 5 (gender equality), 6 (water and sanitation), 7 (affordable and clean energy), 8 (decent work), 11 (resilient communities), 13 (climate action) and 16 (peace, justice and strong institutions);
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, are involved;
4. *Invites* IPU Member Parliaments to encourage their governments to join and support 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 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 promote research, data collection and analysis on 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 to adopt enabling climate-responsive and gender- and conflict-sensitive legislation, including key budget laws, aimed at advancing the SDGs, sustaining peace agendas and ensuring that the climate-security nexus features regularly in their parliamentary debates;
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, in this context, calls on governments and parliaments to support countries affected by climate-related disasters and to provide financial, technical and capacity-building assistance, in particular from high-income economies to middle- and low-income economies, to help the latter adjust to climate change, based on the "polluter pays" principle, to share the costs more equitably between the countries most responsible for, and the countries most affected by, the effects of historic and current carbon emissions;
10. *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. *Also 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; facilitate short-term disaster management as well as long-term financing in support of resilience-oriented physical infrastructure and ecosystem-based solutions; and effectively control State finances by ensuring full transparency of expenses;
12. *Urges* parliaments to take action to strengthen our common understanding of climate-related risks and threats; to make sure that proper educational programmes are implemented and included in school curricula; and to devise 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 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 nexus with the peace and security nexus; and to enable early transition aid and the possibility of a stronger, faster and more inclusive rebuilding policy, according to the "build back better" approach;
15. *Calls on* parliaments to partner with civil society in a regular and consistent way in order to strengthen political will to address the climate-security nexus 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. *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;
17. *Calls on* parliaments to allow safe, orderly, legal and self-determined migration for those who have to leave their home as a result of climate change; and to enable planned, dignified and self-determined relocation;
18. *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 implement the Global Compact for Safe, Orderly and Regular Migration;
19. *Urges* 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;
20. *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 in the context of climate change as well as on the implementation of the Global Compacts on Migration and Refugees;
21. *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;

22. *Encourages* governments to include the attenuation of climate-change-related security risks in all operational areas of peacebuilding, including early warning, mediation and peace support operations; 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 producing climate-related security risk assessments and proposing management strategies;
23. *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;
24. *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), 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;
25. *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.