



Nº. 52  
UNDP LAC PDS

# Reviewing climate-related human mobility in Latin American and Caribbean's Nationally Determined Contributions (NDCs) and National Action Plans (NAPs)

Robert Muggah<sup>1</sup>

---

<sup>1</sup> Dr. Robert Muggah is co-founder of the Igarape Institute and principal of SecDev Group. Inputs on drafts were provided by Adam Forbes, Montserrat Xilotl, Johanna Saenz and Gianluca Merlo.

## Acknowledgment

The current policy document and its research was developed under UNDP's Climate Promise, underpinning UNDP's contribution to the NDC Partnership and UNDP's Regional Hub for Latin America and the Caribbean. The research was coordinated by Montserrat Xilotl, Regional Technical Advisor for Climate Adaptation, and Adam Forbes, Regional Specialist for Climate, Peace and Security under the supervision of Jairo Acuña-Alfaro, Team Leader Governance, and Lyes Ferroukhi, Team Leader Environment and Energy. Johanna Saenz, Regional Human Mobility Specialist, and Gianluca Merlo, Regional Technical Specialist gave substantive inputs and support. Catherine Wong, Team Leader, Climate, Peace and Security, provided feedback, Rodrigo Barraza coordinated editing and Sandra Perez the design.

This product was developed under UNDP's Climate Promise, with generous funding from the governments of Germany, Japan, United Kingdom, Sweden, Belgium, Spain, Iceland, the Netherlands, Portugal and other UNDP's core contributors, and it underpins UNDP's contribution to the NDC Partnership.

**CLIMATE  
PROMISE**



## Disclaimer:

Reviewing climate-related human mobility in Latin American and Caribbean's Nationally Determined Contributions (NDCs) and National Action Plans (NAPs)

September 2023

UNDP partners with people at all levels of society to help build nations that can withstand crisis, and drive and sustain the kind of growth that improves the quality of life for everyone. On the ground in nearly 170 countries and territories, we offer a global perspective and local insight to help empower lives and build resilient nations.

Copyright © UNDP 2024 All rights reserved Published in the United States of America  
United Nations Development Programme | One United Nations Plaza, New York, NY 10017, USA

The views and contents of this document are solely the responsibility of the author and do not necessarily reflect the official position of UNDP.



## Summary

The inclusion of human mobility priorities in Nationally Determined Contributions (NDCs) and National Action Plans (NAPs) can potentially improve adaptation, resilience and measures to address climate-induced loss and damage. This assessment reviews the extent to which human mobility features in NDCs and NAPs in Latin America and the Caribbean (LAC). It finds that not only does the region feature more NDCs and NAPs than other parts of the globe, but they generally reveal a higher engagement with categories such as displacement, migration and relocation.

While featuring a comparatively high awareness of the problem, there is less evidence of practical strategies and programmes to promote adaptation and resilience. The assessment considers a number of priorities for UNDP, particularly in relation to strengthening data collection and analysis of human mobility, namely:

- » Improving policy coherence in out- and in-migration areas.
- » Expanding investment in preparatory planning in new areas to enhance absorptive capacities.
- » Improving the enabling environment to reduce the need for mobility.
- » Protecting and assisting those who migrate, are displaced or are left behind.
- » Leveraging mobility as an adaptation strategy.



## 1. Introduction

Increasing pressures of climate change and growing concern among governments and societies is accelerating investment in mitigation and adaptation strategies. Among these are national and local climate action plans, including those prescribed by the United Nations Framework Convention on Climate Change (UNFCCC). The most well known of these are Nationally Determined Contributions (NDCs) and National Action Plans (NAPs). Initiated in 2015, NDCs are instruments through which Paris Agreement signatories set out their commitments to reduce national emissions.<sup>2</sup> Launched in 2010, NAPs were established as part of the Conference of Parties (COP) to identify medium- and long-term adaptation needs along with associated strategies, policies, programmes and projects.<sup>3</sup> Both NDCs and NAPs provide opportunities to engage with another fast growing priority: climate-related human mobility. These policy instruments can identify entry-points and practical strategies to alleviate pressures tied to migration, displacement and planned relocation as well as support notions of mobility as an adaptation strategy.<sup>4</sup>

The inclusion of human mobility priorities in NDCs, NAPs and other climate policy modalities can also potentially improve adaptation, resilience building and measures to address climate-induced loss and damage. Notwithstanding these opportunities, progress in integrating human mobility priorities into NDCs and NAPs is still very uneven.<sup>5</sup> In Latin America and the Caribbean, all 33 countries have completed NDCs and just 12 have produced NAPs or equivalent strategies. However, the extent to which governments across the region have included explicit mention of human mobility in the context of adaptation and loss and damage, categories of responses and interventions, and linkages to key sectors varies considerably. Indeed, while Latin American and Caribbean NDCs and NAPs appear to have above-average inclusion of human mobility compared to other regions,<sup>6</sup> a significant proportion partially or totally avoid the subject. Yet experts are convinced that that if human mobility priorities can be better integrated into NDCs and NAPs, they can help governments better prepare for protecting, assisting, and facilitating adaptation strategies for migrants, displaced people, those unable to move, as well as relocated and resettled populations. Smarter climate-related human mobility policy can prepare national and subnational authorities, including in urban areas, and manage conflict and build resilience.

The present study considers the extent to which human mobility is featured in NDCs and NAPs in Latin America and the Caribbean. While some studies have considered global trends,<sup>7</sup> UNDP commissioned this assessment to focus on a less closely monitored region. It is based on a review of submitted plans to the UNFCCC site as well as an assessment of the literature and a modest number of key informant interviews. Key word searches were conducted in English, Spanish and Portuguese. The assessment is not exhaustive, though nevertheless provides a descriptive overview of the extent to which countries across the region have integrated human mobility priorities in their climate action strategies. It starts with a short overview of general findings and then provides a descriptive summary of both NDCs and NAPs. It concludes with a brief treatment of measures being proposed across the region to address related issues, including human mobility as an adaptation strategy.

---

<sup>2</sup> NDCs are expected to be submitted every five years starting in 2015.

<sup>3</sup> NAPs were launched in 2010 at COP 16 under the Cancun Adaptation Framework. They also build on an earlier instrument – the National Adaptation Programmes of Action (NAPA) launched in 2001.

<sup>4</sup> See Mombauer, D., Link, A. and K. van de Geest (2023). Addressing climate-related human mobility through NDCs and NAPs: state of play, good practices, and the way forward, *Frontiers in Climate*, March.

<sup>5</sup> *Ibid*, p. 3.

<sup>6</sup> *Ibid*, p. 3.

<sup>7</sup> See Mombaur et al. (2023), Sylcan Trust (2023). Human mobility in national adaptation plans, March 20, [www.slycantrust.org/knowledge-resources/human-mobility-in-national-adaptation-plans](http://www.slycantrust.org/knowledge-resources/human-mobility-in-national-adaptation-plans).



## 2. Overview

It is useful to consider how the Latin America and the Caribbean region compares to the global average when it comes to integrating human mobility into NPCs and NAPs. Indeed, Mombauer et al. (2023) reviewed 171 NDCs (2019–2022) and 40 NAPs (2015–2022) from around the world. The global review found that the vast majority of NDCs did not even mention human mobility concepts such as displacement, migration and (planned) relocation.<sup>8</sup> Only a small number of NDCs explicitly mentioned human mobility concepts and just a handful featured concrete provisions to address related issues in concrete terms.<sup>9</sup> Comparatively few stressed the importance of fostering adaptation as a coping mechanism. More positively, the Mombauer et al. (2023) study found that most NAPs did engage proactively with human mobility categories. As many as 82 percent of NAPs referenced some form of human mobility, and closer to 70 percent contained provisions addressing mobility.<sup>10</sup>

**Table 1.** Latin American and Caribbean countries completing Nationally Determined Contributions (NDCs) and National Action Plans (NAPs).

	Central America	South America	Caribbean	Total	% region
NDC	8	12	13	33	100
NAP	2	7	3	12	36

Source: Author

A comparison of Latin America and Caribbean NDC and NAP engagement with human mobility concepts compared to the global average mobility is revealing. Not only did Latin American and Caribbean countries produce proportionately more NDCs and NAPs than most other regions, but they also appear to have an above average engagement with categories such as displacement, migration and relocation in both sets of instruments. As Figure 1 and Table 2 show, Latin American and Caribbean NDCs and NAPs were on average more likely to mention all three concepts than the global baseline.<sup>11</sup> The specific details of these findings are discussed in more detail below.

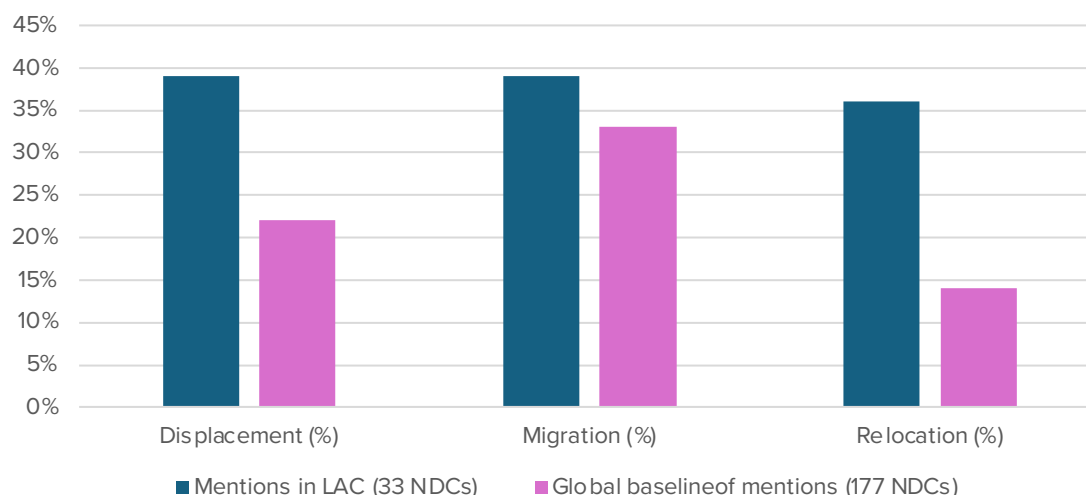
<sup>8</sup> Specifically, between 66–95 percent of NDCs made “no reference” to displacement, migration or relocation. See Mombauer et al. (2023).

<sup>9</sup> Between 7.6 percent and 11.1 percent of NDCs reportedly included concrete provisions to address displacement, migration or relocation. Ibid.

<sup>10</sup> Specifically, 65 percent of NAPs mention migration, 70 percent of NAPs mention displacement and 53 percent of NAPs mention relocation.

<sup>11</sup> These comparisons are with Mombauer et al. (2023). It should be noted that Sylcan Trust (2023) counts cumulative references. It thus finds that as of March 2023, 82.5 percent of all NAPs reference one or more forms of mobility, though just 70 percent include “concrete provisions or commitments to address mobility in some way.”

**Figure 1.** Comparing references to human mobility in NDCs in LAC against global baseline



Source: Author figures and baseline taken from Mombauer et al. (2023)<sup>12</sup>

**Table 2.** References to human mobility in NDC

Countries	References to human mobility
Antigua and Barbuda	The 2021 NDC (updated) <sup>13</sup> calls for potential adoption of Organisation of Eastern Caribbean States (OECS) agreements, frameworks and policies on migration and displacement caused by climate change (p. 22). It also recognizes adverse effects on mobility and disaster displacement (p. 29).
Argentina	The 2021 NDC (updated) <sup>14</sup> includes references to migrants, refugees and displaced people among the most vulnerable groups. Commitments related to attending to displaced people in the health sector are included.
Bahamas	The 2022 NDC (updated) <sup>15</sup> does not reference mobility, though mentions the need to establish a baseline for relocation/resettlement of households and communities from frequently affected areas (p. 12).
Barbados	The 2021 NDC (updated) <sup>16</sup> does not include any explicit reference to human mobility.
Belize	The 2021 NDC (updated) <sup>17</sup> does not include any explicit reference to human mobility.
Bolivia	The 2022 NDC <sup>18</sup> makes a reference to increasing climate migration (p. 17).
Brazil	The 2020 NDC (updated in 2022) <sup>19</sup> does not include any explicit references to human mobility.

<sup>12</sup> The data presented in Mombauer et al. (2023) is identical to Sylcan Trust (2023).

<sup>13</sup> See [unfccc.int/sites/default/files/NDC/2022-06/ATG%20-%20UNFCCC%20NDC%20-%202021-09-02%20-%20Final.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/ATG%20-%20UNFCCC%20NDC%20-%202021-09-02%20-%20Final.pdf).

<sup>14</sup> See [unfccc.int/sites/default/files/NDC/2022-05/Actualizacio%CC%81n%20meta%20de%20emisiones%202030.pdf](https://unfccc.int/sites/default/files/NDC/2022-05/Actualizacio%CC%81n%20meta%20de%20emisiones%202030.pdf).

<sup>15</sup> See [unfccc.int/sites/default/files/NDC/2022-11/Bahamas%20Updated%20Nationally%20Determined%20Contributio](https://unfccc.int/sites/default/files/NDC/2022-11/Bahamas%20Updated%20Nationally%20Determined%20Contributio).

<sup>16</sup> See [unfccc.int/sites/default/files/NDC/2022-06/2021%20Barbados%20NDC%20update%20-%202021%20July%202021.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/2021%20Barbados%20NDC%20update%20-%202021%20July%202021.pdf).

<sup>17</sup> See [unfccc.int/sites/default/files/NDC/2022-06/Belize%20Updated%20NDC.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/Belize%20Updated%20NDC.pdf).

<sup>18</sup> See [unfccc.int/sites/default/files/NDC/2022-06/CND%20Bolivia%202021-2030.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/CND%20Bolivia%202021-2030.pdf).

<sup>19</sup> See [unfccc.int/sites/default/files/NDC/2022-06/Updated%20-%20First%20NDC%20-%202020FINAL%20-%20PDF.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/Updated%20-%20First%20NDC%20-%202020FINAL%20-%20PDF.pdf).

Chile	The 2020 NDC <sup>20</sup> does not include any explicit references to human mobility.
Colombia	The 2020 NDC <sup>21</sup> notes that climate change has impacts that affect the most vulnerable including higher incidence of environmental displacement (pp. 2 and 5). It notes the need for potential relocation of labour opportunities (including for artisanal miners in Paramos) (p. xix). It also emphasizes consistency with human rights obligations, principles and standards.
Costa Rica	The 2020 NDC <sup>22</sup> does not include any explicit reference to human mobility.
Cuba	The 2020 NDC <sup>23</sup> includes a reference in its 2017 11-point State plan to confront climate change, including relocating human settlements from low lying coastal areas (p. 8).
Dominica	The 2020 NDC <sup>24</sup> refers to human mobility, including incidents of displacement (p. 8) and 100 percent resettlement of persons living in vulnerable locations by 2030 (p. 103).
Dominican Republic	The 2020 NDC <sup>25</sup> refers to the relocation of communities away from flood- and landslide-prone areas as an adaptation action (pp. 49–50 and 60).
Ecuador	The 2019 NDC <sup>26</sup> makes a single reference to temporary and permanent migration due to climate change (p. 35).
El Salvador	The 2021 NDC <sup>27</sup> makes a limited reference to migration of people and communities in emergency and disaster situations (pp. 57 and 60). It also notes the potential need for evacuation and resettlement of vulnerable populations in the wake of disasters (p. 74) as well as in the face of exposure to floods, salinization and disorder (pp. 75, 100 and 119).
Grenada	The 2020 NDC <sup>28</sup> includes a commitment to build coherence between NDCs and the NAP to strengthen resilience and address human mobility and settlements (p. 9).
Guatemala	The 2022 NDC (updated) <sup>29</sup> mentions the health effects of climate-related migration (p. 17) and reaffirms Paris Agreement principles in relation to migrants (p. 23).
Guyana	The 2016 NDC <sup>30</sup> does not include any explicit reference to human mobility.
Haiti	The 2022 NDC includes a single citation to a report on displacement when citing “risks” (p. 10) but otherwise does not have an explicit reference to human mobility.
Honduras	The 2021 NDC <sup>31</sup> refers very briefly but explicitly to how climate change is one of the principle causes of displacement (p. 1).
Jamaica	The 2020 NDC <sup>32</sup> does not include any explicit reference to human mobility.

20 See [unfccc.int/sites/default/files/NDC/2022-06/NDC\\_Chile\\_2020\\_espan%CC%83ol.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/NDC_Chile_2020_espan%CC%83ol.pdf).

21 See [unfccc.int/sites/default/files/NDC/2022-06/NDC%20actualizada%20de%20Colombia.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/NDC%20actualizada%20de%20Colombia.pdf).

22 See [unfccc.int/sites/default/files/NDC/2022-06/Contribucio%CC%81n%20Nacionalmente%20Determinada%20de%20Costa%20Rica%202020%20-%20Versio%CC%81n%20Completa.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/Contribucio%CC%81n%20Nacionalmente%20Determinada%20de%20Costa%20Rica%202020%20-%20Versio%CC%81n%20Completa.pdf).

23 See [unfccc.int/sites/default/files/NDC/2022-06/Cuban%20First%20NDC%20%28Updated%20submission%29.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/Cuban%20First%20NDC%20%28Updated%20submission%29.pdf).

24 See [unfccc.int/sites/default/files/2022-07/The%20Commonwealth%20of%20Dominica%20updated%20NDC%20July%204%20%2C.pdf](https://unfccc.int/sites/default/files/2022-07/The%20Commonwealth%20of%20Dominica%20updated%20NDC%20July%204%20%2C.pdf).

25 See [unfccc.int/sites/default/files/NDC/2022-06/Dominican%20Republic%20First%20NDC%20%28Updated%20Submission%29.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/Dominican%20Republic%20First%20NDC%20%28Updated%20Submission%29.pdf).

26 See [unfccc.int/sites/default/files/NDC/2022-06/Primera%20NDC%20Ecuador.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/Primera%20NDC%20Ecuador.pdf).

27 See [unfccc.int/sites/default/files/NDC/2022-06/El%20Salvador%20NDC-%20Updated%20Dic.2021.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/El%20Salvador%20NDC-%20Updated%20Dic.2021.pdf).

28 See [unfccc.int/sites/default/files/NDC/2022-06/GrenadaSecondNDC2020%20-%202001-12-20.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/GrenadaSecondNDC2020%20-%202001-12-20.pdf).

29 See [unfccc.int/sites/default/files/2022-06/NDC%20-%20Guatemala%202021.pdf](https://unfccc.int/sites/default/files/2022-06/NDC%20-%20Guatemala%202021.pdf).

30 See [unfccc.int/sites/default/files/NDC/2022-06/Guyana%27s%20revised%20NDC%20-%20Final.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/Guyana%27s%20revised%20NDC%20-%20Final.pdf).

31 See [unfccc.int/sites/default/files/NDC/2022-06/NDC%20de%20Honduras\\_%20Primera%20Actualizaci%C3%B3n.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/NDC%20de%20Honduras_%20Primera%20Actualizaci%C3%B3n.pdf).

32 See [unfccc.int/sites/default/files/NDC/2022-06/Updated%20NDC%20Jamaica%20-%20ICTU%20Guidance.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/Updated%20NDC%20Jamaica%20-%20ICTU%20Guidance.pdf).

Mexico	The 2020 NDC <sup>33</sup> lists migrants and displaced people as among the most vulnerable (p. 5) and calls for better identification and strategies to address climate-related displacement (p. 6).
Nicaragua	The 2020 NDC <sup>34</sup> refers to displacement and relocation of people away from risk-prone areas (p. 20).
Panama	The 2020 NDC <sup>35</sup> references migrants as vulnerable groups (p. 6).
Paraguay	The 2020 NDC <sup>36</sup> explicitly calls attention to the impacts of climate change and meteorological phenomena causing forced migration and migration (p. 38) as well as the need for relocation of populations in high-risk areas prone to flooding (p. 48).
Peru	The 2020 NDC <sup>37</sup> has no explicit reference to human mobility.
Saint Kitts and Nevis	The 2021 NDC <sup>38</sup> makes several explicit references to displacement, migration and relocation due to shocks and stresses such as cyclones and coastal erosion (p. 13–15).
Saint Lucia	The 2021 NDC <sup>39</sup> refers to migration and displacement, including cross-border and under loss and damage from sea level rise and extreme events (p. 6). It also highlights the importance of providing support and protecting at-risk populations and host communities (p. 6).
Saint Vincent and Grenadines	The 2015 NDC <sup>40</sup> does not make any explicit reference to human mobility.
Suriname	The 2020 NDC <sup>41</sup> makes a single reference to “partial relocation” of populations to low-lying communities in response to sea level rise (p. 25).
Trinidad and Tobago	The 2018 NDC <sup>42</sup> makes no explicit reference to human mobility.
Uruguay	The 2022 NDC <sup>43</sup> makes multiple references to displacement and migration, including in relation to monitoring and understanding movements and relationships with climate change, including a database by 2030 reporting on both categories and intersectoral impacts and dynamics (pp. 9 and 77).
Venezuela	The 2021 NDC <sup>44</sup> makes no explicit reference to human mobility, though it does highlight “human rights” frequently throughout the text.

Source: Author

33 See [unfccc.int/sites/default/files/NDC/2022-11/Mexico\\_NDC\\_UNFCCC\\_update2022\\_FINAL.pdf](https://unfccc.int/sites/default/files/NDC/2022-11/Mexico_NDC_UNFCCC_update2022_FINAL.pdf).

34 See [unfccc.int/sites/default/files/NDC/2022-06/Contribuciones\\_Nacionales\\_Determinadas\\_Nicaragua.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/Contribuciones_Nacionales_Determinadas_Nicaragua.pdf).

35 See [unfccc.int/sites/default/files/NDC/2022-06/CDN1%20Actualizada%20Rep%C3%BAblica%20de%20Panam%C3%A1.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/CDN1%20Actualizada%20Rep%C3%BAblica%20de%20Panam%C3%A1.pdf).

36 See [unfccc.int/sites/default/files/NDC/2022-06/Actualizaci%C3%B3n-NDC%20VF%20PAG.%20WEB\\_MADES%20Mayo%202022.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/Actualizaci%C3%B3n-NDC%20VF%20PAG.%20WEB_MADES%20Mayo%202022.pdf).

37 See [unfccc.int/sites/default/files/NDC/2022-06/Reporte%20de%20Actualizacio%CC%81n%20de%20las%20NDC%20del%20Peru%CC%81.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/Reporte%20de%20Actualizacio%CC%81n%20de%20las%20NDC%20del%20Peru%CC%81.pdf).

38 See [unfccc.int/sites/default/files/NDC/2022-06/St.%20Kitts%20and%20Nevis%20Revised%20NDC\\_Updated.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/St.%20Kitts%20and%20Nevis%20Revised%20NDC_Updated.pdf).

39 See [unfccc.int/sites/default/files/NDC/2022-06/Saint%20Lucia%20First%20NDC%20%28Updated%20submission%29.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/Saint%20Lucia%20First%20NDC%20%28Updated%20submission%29.pdf).

40 See [unfccc.int/sites/default/files/NDC/2022-06/Saint%20Vincent%20and%20the%20Grenadines\\_NDC.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/Saint%20Vincent%20and%20the%20Grenadines_NDC.pdf).

41 See [unfccc.int/sites/default/files/NDC/2022-06/Suriname%20Second%20NDC.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/Suriname%20Second%20NDC.pdf).

42 See [unfccc.int/sites/default/files/NDC/2022-06/Trinidad%20and%20Tobago%20Final%20INDC.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/Trinidad%20and%20Tobago%20Final%20INDC.pdf).

43 See [unfccc.int/sites/default/files/NDC/2022-12/Uruguay%20Segunda%20CDN.pdf](https://unfccc.int/sites/default/files/NDC/2022-12/Uruguay%20Segunda%20CDN.pdf).

44 See [unfccc.int/sites/default/files/NDC/2022-06/Actualizacion%20NDC%20Venezuela.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/Actualizacion%20NDC%20Venezuela.pdf).

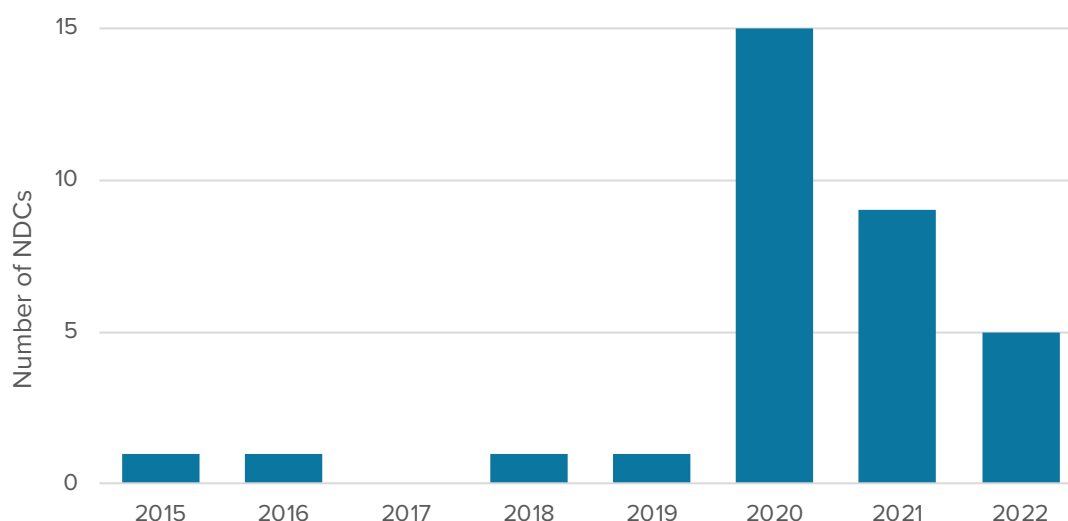


### 3. Reviewing NDCs in Latin America and the Caribbean

Signatories to the 2015 Paris Agreement are requested to outline and communicate their national and subnational climate actions to reduce emissions and adapt to the impacts of climate change. These are known as NDCs. They are expected to be submitted every five years to the UNFCCC Secretariat, which records them in a registry. There are three ways human mobility are described by a dedicated task force on displacement established by the UNFCCC to deliberate on the issue: migration (movement of people away from their residence either across a border or within a State), displacement (the movement of persons who are forced or obliged to flee their homes) and planned relocation (permanent relocation of persons from places exposed to climate hazards or prone to climate-related disasters).<sup>45</sup>

The following section summarizes rapid review of NDCs in Latin America and the Caribbean. It involved word searches across all relevant and updated NDCs for ‘mobility’, ‘immobility’, ‘migration’, ‘displacement’, ‘relocation’, ‘resettlement’ and other synonyms across English, Spanish and Portuguese.<sup>46</sup> The review examined NDCs across all 33 countries from 2015 to 2022. The peak year for NDCs was 2020, when almost half of all NDCs were submitted (see Figure 2). It is important to note that NDCs are also often updated on an annual basis. A key finding is that 21 Latin America and Caribbean countries (63 percent) have mentioned one or more categories of human mobility. In most cases, there was a very limited reference and virtually no significant elaboration of practical policies or strategies to monitor, respond to or build resilience to address climate mobility.

**Figure 2.** NDC timeline (2015–2022) (n: 33)



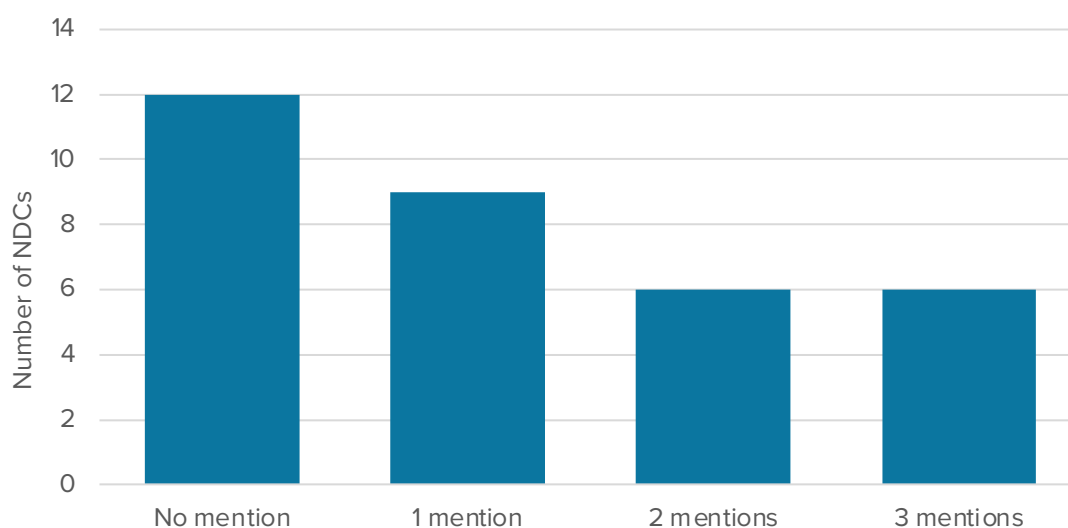
Source: Author, source data from <https://unfccc.int/NDCREG>

<sup>45</sup> See UNFCCC (2018). Report of the dedicated task force on displacement, [https://unfccc.int/sites/default/files/resource/2018\\_TFD\\_report\\_17\\_Sep.pdf](https://unfccc.int/sites/default/files/resource/2018_TFD_report_17_Sep.pdf).

<sup>46</sup> Examples of search terms include reubicación, restablecimiento, reasentados, migración, migrantes, movilidad, desplazado, desplazamiento, etc.

There is comparatively limited mention of human mobility across all 33 NDCs in Latin America and the Caribbean. Indeed, of all cases, 12 NDCs (36 percent) made no mention whatsoever of displacement, migration, relocation or refugees connected to climate change (see Figure 3). Another nine countries made a single mention of one of these categories (27 percent). Just six countries made two mentions (18 percent) or three mentions (18 percent). Intriguingly, there are no clear patterns in mentions of different categories of human mobility by subregion. NDCs from Bolivia, Cuba and Nicaragua tend to emphasize State-planned ‘relocation’ options far more than other countries in Central and South America that tend to stress vulnerability reduction.<sup>47</sup>

**Figure 3.** Number of NDCs referring to human migration categories (n: 33)



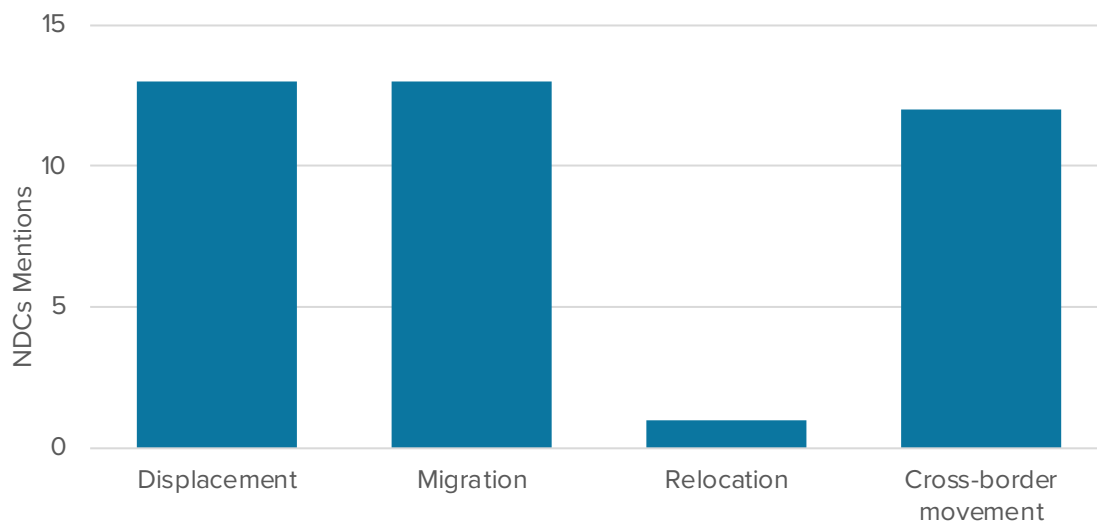
**Source:** Author, source data from <https://unfccc.int/NDCREG>

Some Latin American and Caribbean countries made more references to human mobility than others (see Figure 3). Specifically, six countries mentioned two of the four categories at least twice, including Antigua and Barbuda, El Salvador, Grenada, Nicaragua, Paraguay, and Saint Kitts and Nevis. Likewise, another six countries referred to at least three of the four categories, including Argentina, Colombia, Dominica, Mexico, Saint Lucia and Uruguay. These latter countries may provide a potentially important frame of reference for other countries in their regions and subregions.

Among the 21 NDCs referring to human mobility, the majority of mentions of human mobility were in reference to climate-related displacement, migration and relocation (see Figure 4). Specifically, displacement was mentioned one or more times in 13 separate NDCs (61 percent). Likewise, migration was mentioned one or more times in 13 separate NDCs (39 percent). These concepts were frequently paired together. The concept of State-enabled relocation was mentioned in 12 NDCs (57 percent), and most prominently in Bolivia, Cuba and Nicaragua. By contrast, just one country’s NDC mentioned cross-border displacement (Argentina).

<sup>47</sup> Similar findings were noted in Sylcan Trust (2021) Human mobility in nationally determined contributions, Briefing Note 4, [environmentalmigration.iom.int/sites/g/files/tmzbd1411/files/documents/Briefing%20Note%20-%20Human%20Mobility%20in%20Nationally%20Determined%20Contributions.pdf](https://environmentalmigration.iom.int/sites/g/files/tmzbd1411/files/documents/Briefing%20Note%20-%20Human%20Mobility%20in%20Nationally%20Determined%20Contributions.pdf).

**Figure 4.** NDC mentions of specific types of human mobility (n: 21)



Source: Author, source data from [unfccc.int/NDCREG](https://unfccc.int/NDCREG)

## 4. Reviewing NAPs and sectoral policies

National Action Plans (NAPs) are instruments designed by all developing countries including least developed countries (LDCs) and middle-income countries (MICs) to give direction to climate mitigation and adaptation.<sup>48</sup> They assess information on climate change impacts, identify and assess existing institutional arrangements and responses, and provide direction on specific priorities and needs.<sup>49</sup>

The NAPs or similar strategies are expected to feature at least four key elements: (1) an assessment of weaknesses and gaps in enabling environments; (2) identification of specific needs and plans, policies and programmes to address them; (3) a review of implementation strategies; and (4) reporting, monitoring and review activities.

This section considers the extent to which NAPs in Latin America and the Caribbean consider human mobility. As in the case of NDCs, word searches were conducted on all national and sector-specific NAPs for ‘mobility’, ‘immobility’, ‘migration’, ‘displacement’, ‘relocation’, ‘resettlement’ and related synonyms across English, Spanish and Portuguese (see Table 3).<sup>50</sup>

A total of 12 NAPs were consulted together with several additional ‘sector-specific NAPs’ in 12 countries between 2015 and 2022.<sup>51</sup> The production of NAPs has been comparatively steady over the reporting period. Notably, 21 countries in LAC did not produce NAPs.

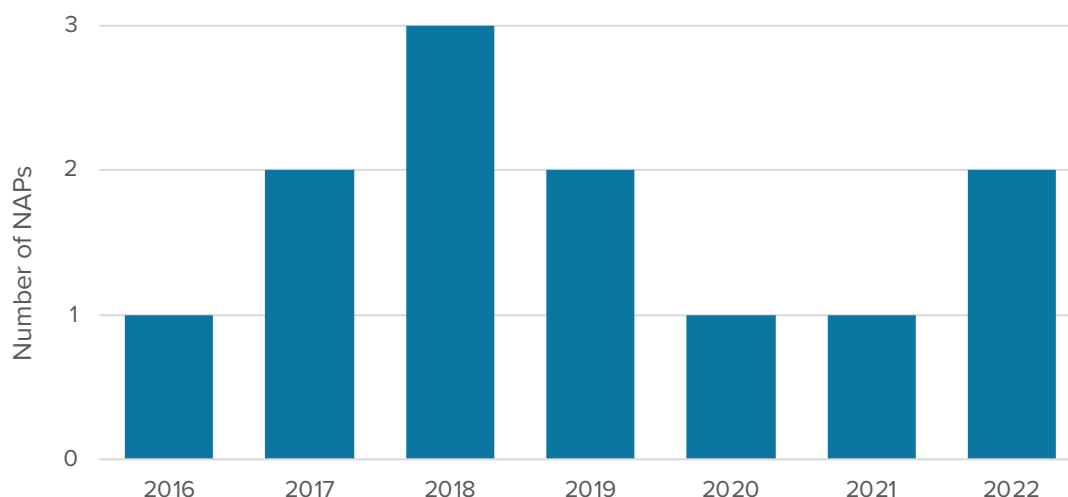
<sup>48</sup> See UNFCCC (nd) at [unfccc.int/topics/adaptation-and-resilience/workstreams/national-adaptation-plans](https://unfccc.int/topics/adaptation-and-resilience/workstreams/national-adaptation-plans).

<sup>49</sup> See guidelines here: [unfccc.int/files/adaptation/cancun\\_adaptation\\_framework/national\\_adaptation\\_plans/application/pdf/nap\\_initial\\_guidelines\\_annex\\_to\\_decision\\_5cp17\\_eng.pdf](https://unfccc.int/files/adaptation/cancun_adaptation_framework/national_adaptation_plans/application/pdf/nap_initial_guidelines_annex_to_decision_5cp17_eng.pdf).

<sup>50</sup> Examples of search terms include reubicación, restablecimiento, reasentados, migración, migrantes, movilidad, desplazado, desplazamiento, etc.

<sup>51</sup> Some countries did not have a “national” NAP, but instead several sector NAPs (e.g. Uruguay). In this case, all three sector NAPs were counted as a single NAP.

**Figure 5.** Number of NAPs submitted per year (n: 12)



Source: Author, source data from [www4.unfccc.int/sites/NAPC/Pages/national-adaptation-plans.aspx](http://www4.unfccc.int/sites/NAPC/Pages/national-adaptation-plans.aspx)

**Table 3.** References to human mobility in LAC NAPs (2016–2022)

Country	References to human mobility
Brazil	Brazil’s NAP (2016) <sup>52</sup> refers explicitly to how rising temperatures and increased frequency of extreme events, including rainfall, droughts, flooding and landslides, could lead to displacement (p. 6). It also highlights the health and socioeconomic risks of degraded habitat in relation to displacement and migration (pp. 11, 108 and 215); how extreme weather can affect job opportunities and increase migration flows, particularly affecting poorer populations (p. 169); the particular capacity limitations of traditional population groups in Brazilian biomes (p. 177); and the way weather changes will drive migrants to larger cities and generate ‘environmental refugees’ (p. 178). It also notes “relocation” and “redistribution” of villages as possible responses, and the development of relocation plans in priority areas (pp. 183 and 263). Brazil has likewise produced a national action plan detailing sector strategy (2016), <sup>53</sup> which notes how the intensification of extreme weather could reduce job opportunities and increase migration flows as entire populations flee or seek to adapt (with under-privileged groups suffering most) (p. 123). The document also notes how warmer and drier weather could cause migration to major cities (p. 132).
Chile	Chile’s NAP (2017) <sup>54</sup> highlights the impacts of hydrometeorological extremes on the health of migrants (p. 25) and underlines the importance of improving risk analysis in agricultural and marine areas, reviewing possible relocation sites based on social and economic viability, and developing plans for migration and adaptation along with productive activities and capacity support (p. 60). Chile also has separate national action plans for agriculture, <sup>55</sup> biodiversity <sup>56</sup> and fisheries and aquaculture <sup>57</sup> from 2017, though none mention human mobility.

52 See [www4.unfccc.int/sites/NAPC/Documents/Parties/Brazil%20NAP%20English.pdf](http://www4.unfccc.int/sites/NAPC/Documents/Parties/Brazil%20NAP%20English.pdf).

53 See [www4.unfccc.int/sites/NAPC/Documents/Parties/English\\_PNA\\_Part2%20v4.pdf](http://www4.unfccc.int/sites/NAPC/Documents/Parties/English_PNA_Part2%20v4.pdf).

54 See [www4.unfccc.int/sites/NAPC/Documents/Parties/Chile%20NAP%20including%20sectoral%20plans%20Spanish.pdf](http://www4.unfccc.int/sites/NAPC/Documents/Parties/Chile%20NAP%20including%20sectoral%20plans%20Spanish.pdf).

55 See [www4.unfccc.int/sites/NAPC/Documents/Parties/Chile\\_Agriculture\\_Plan\\_Adaptacion\\_CC\\_S\\_Silvoagropecuario.pdf](http://www4.unfccc.int/sites/NAPC/Documents/Parties/Chile_Agriculture_Plan_Adaptacion_CC_S_Silvoagropecuario.pdf).

56 See [www4.unfccc.int/sites/NAPC/Documents/Parties/Plan\\_Adaptacion\\_CC\\_Biodiversidad.pdf](http://www4.unfccc.int/sites/NAPC/Documents/Parties/Plan_Adaptacion_CC_Biodiversidad.pdf).

57 See [www4.unfccc.int/sites/NAPC/Documents/Parties/Plan-Pesca-y-Acuicultura-CMS.pdf](http://www4.unfccc.int/sites/NAPC/Documents/Parties/Plan-Pesca-y-Acuicultura-CMS.pdf).

Colombia	Colombia's NAP (2018) <sup>58</sup> notes the effects of climate on infrastructure – including floods, rains and storms – on the habitat conditions and quality of life of displaced people and those affected by “forced migration” as well as costs of “resettlement” (pp. 36, 38 and 78). It also underlines how poor populations in high-risk areas affected by climate events, especially disasters, are more likely to be affected by migration and displacement (p. 38). It stresses metrics to quantify the number and scale of temporary and permanent displacement as well as associated infrastructure and services affected (p. 90). It recommends greater understanding of costs and logistics of resettlement (p. 61) and strategies to manage “human mobility” including relocation and planning solutions to reduce harms of climate change (p. 64). Definitions for terms such as ‘human mobility’, ‘displacement’ and ‘migrants’ are spelled out in the glossary (pp. 91–92).
Costa Rica	Costa Rica's NAP (2022) <sup>59</sup> refers explicitly to the impacts of extreme weather events, including tropical storm Nate, on the “displacement” of people (p. 15) and stresses the transversal nature of addressing vulnerabilities to the “migratory population” to the effects of climate change (p. 61). Among its responses, it stresses the importance of promoting more data collection and analysis of migrant populations (p. 89); annual studies on risks facing “irregular migrants” (p. 96); assessment on the differentiated impacts and vulnerabilities of migrant populations (p. 104); training of 100 communities in risk management and adaptation to climate change, including migrants (p. 122); and the strengthening of 40 local multi-sector commissions to improve planning and response to climate change and inclusion of migrant populations (pp. 122–123).
Grenada	Grenada's NAP (2017) <sup>60</sup> provides very limited consideration of human mobility. It notes how climate change risks – in particular weather events and natural disasters – can undermine health and also lead to displacement (p. 57). It also signals how some populations were “relocated” to new housing schemes as a result of climate-related risks in coastal areas (p. 53).
Guatemala	Guatemala's NAP (2018) <sup>61</sup> provides a small number of references to human mobility. Specifically, it refers to the preparation of plans that respect human rights and the needs of migrants (pp. 16 and 36) and recommends targets that monitor displaced populations (p. 95) as well as strengthened norms and rules to enhance territorial order, including “resettlement.” Grenada also has a National Climate Change Policy (2017) <sup>62</sup> though it makes no explicit reference to human mobility.
Paraguay	Paraguay's NAP (2022) <sup>63</sup> includes a short definition of migration due to climate change and, drawing on IOM, notes its complex dimensions (e.g. “forced, voluntary, temporary, permanent, internal and international”). It also notes that migration is not necessarily negative or positive, though it can amplify existing vulnerabilities (p. 38).
Peru	Peru's NAP (2021) <sup>64</sup> makes a strong call for developing an action plan to prevent and support “forced migrants” due to climate change including to avoid pressure on infrastructure and social services and to avoid social conflicts (p. 31). The NAP includes a short section on migration highlighting how it is influenced by multiple factors and is linked to loss on coasts, cities, near rivers, and contributing to “forced migration.” Four key outcomes are noted: increased pressure on urban infrastructure and services; slowed economic progress; increased risk of conflict, including with new migrants; and worsening of health, education and social indicators (p. 283). It highlights how glacial melt, reducing water availability and increasing temperatures are contributing to alterations in work and inducing migration of farmers/campesinos, Afro-Peruvians, indigenous people, adolescents and children, LGBTQ individuals and others to cities (pp. 60, 63, 96, 104, 105, 115, 128, 237, 239). The NAP notes how climate change can indirectly lead to displacement owing to health effects on social connectivity (e.g. “displacement of the population”) (p. 150). It observes how sea change can lead to displacement (p. 150). It also highlights the impacts of climate on jobs and livelihoods, which may be driving migration (p. 60) as well as the gendered impacts on women and men (pp. 118, 127). The NAP stresses the importance of planning ahead for emergency-related displacement (including shelter) (p. 567). It also underlines the importance of an action plan on forced migration due to climate change, including with the Ministry of Production and the Ministry of the Environment (p. 284)

58 See [www4.unfccc.int/sites/NAPC/Documents/Parties/Colombia%20NAP%20Spanish.pdf](http://www4.unfccc.int/sites/NAPC/Documents/Parties/Colombia%20NAP%20Spanish.pdf).

59 See [unfccc.int/sites/default/files/resource/NAP\\_Documento-2022-2026\\_Costa-Rica.pdf](http://unfccc.int/sites/default/files/resource/NAP_Documento-2022-2026_Costa-Rica.pdf).

60 See [www4.unfccc.int/sites/NAPC/Documents/Parties/Grenada\\_National%20Adaptation%20Plan\\_%202017-2021.pdf](http://www4.unfccc.int/sites/NAPC/Documents/Parties/Grenada_National%20Adaptation%20Plan_%202017-2021.pdf).

61 See [www4.unfccc.int/sites/NAPC/Documents/Parties/Guatemala%20NAP%20small.pdf](http://www4.unfccc.int/sites/NAPC/Documents/Parties/Guatemala%20NAP%20small.pdf).

62 See [www4.unfccc.int/sites/NAPC/Documents/Parties/Grenada\\_National%20Climate%20Change%20Policy%202017-2021.pdf](http://www4.unfccc.int/sites/NAPC/Documents/Parties/Grenada_National%20Climate%20Change%20Policy%202017-2021.pdf).

63 See [unfccc.int/sites/default/files/resource/NAP2\\_PARAGUAY-July2022.pdf](http://unfccc.int/sites/default/files/resource/NAP2_PARAGUAY-July2022.pdf).

64 See [www4.unfccc.int/sites/NAPC/Documents/Parties/Per%c3%ba\\_NAP\\_Spanish.pdf.pdf](http://www4.unfccc.int/sites/NAPC/Documents/Parties/Per%c3%ba_NAP_Spanish.pdf.pdf).

Saint Lucia	<p>Saint Lucia's NAP (2018)<sup>65</sup> notes the loss and damage impacts of climate change on many facets of life, including displacement and migration (pp. 11, 130). It draws particular attention to how rising temperatures and sea level rise can contribute to displacement and migration (affecting education) (pp. 30 and 129), including rural–urban migration (pp. 24 and 98). Crucially, the NAP does not view migration as an acceptable adaptation strategy, and it is not included in the NAP. But it does, in the framework of loss and damage, note the need for policies that (1) reduce the need for human mobility and/or promote empowered migration, (2) provide support and protection for internally displaced persons and people displaced across borders and host communities and (3) provide support for the preservation and reestablishment of non-economic values that may be impaired during human mobility (p. 133). The NAP also notes the potential need for planned and phased relocation of critical infrastructure, schools and communities (pp. 27, 30, 96, 98, 102), particularly the most vulnerable settlements with long-term plans elaborated, discussed and approved (p. 101). Improving the national legal and regulatory framework and provision of incentives for planned relocation by landowners in environmentally sensitive areas or those facing climate risks is also noted (p. 107). Saint Lucia also has NAPs focusing on agriculture,<sup>66</sup> fisheries,<sup>67</sup> water,<sup>68</sup> communications<sup>69</sup> and monitoring and evaluation.<sup>70</sup> The agriculture NAP makes explicit reference to displaced agriculture workers and relocation of farmers and infrastructure to productive areas (pp. 15, 25, 37, 61).</p>
Saint Vincent and Grenadines	<p>Saint Vincent and Grenadines' NAP (2019)<sup>71</sup> makes very limited reference to human mobility.<sup>72</sup> In the glossary, it notes how adaptation includes resettling of people and goods and relocating facilities to avoid flood risks, for example (p. 12). It also notes the challenge of relocating people from “dangerous areas” and guaranteeing that they do not return (p. 109). It stresses the importance of sharing of information, including improving disaster response in coastal communities where people and infrastructure may need to be relocated (p. 122).</p>
Suriname	<p>Suriname's NAP (2020)<sup>73</sup> makes very limited reference to human mobility. It alludes to the importance of gender sensitivity in the context of disaster response (p. 26) but makes no reference to displacement, migration, relocation or resettlement.</p>
Uruguay	<p>Uruguay has several NAPs referring to cities (2021),<sup>74</sup> coasts (2021)<sup>75</sup> and agriculture (2019).<sup>76</sup> In the city NAP, it notes the importance of adopting public policies for “relocating” populations dwelling in areas unsuitable for human settlement. It stresses the role of “relocation plans into safe urban land for housing ... incorporating criteria for climate risk management and improving climate performance in buildings and public spaces in coordination with other land use public actions” (p. 33). The coastal NAP underlines the importance of protocols for evacuation and or relocation of populations affected by flooding in coastal areas (p. 51).</p>

Source: Author

65 See [www4.unfccc.int/sites/NAPC/Documents/Parties/SLU-NAP-May-2018.pdf](http://www4.unfccc.int/sites/NAPC/Documents/Parties/SLU-NAP-May-2018.pdf).

66 See [www4.unfccc.int/sites/NAPC/Documents/Parties/Saint%20Lucia%e2%80%99s%20Sectoral%20Strategy%20and%20Action%20Plan%20for%20Agriculture.pdf](http://www4.unfccc.int/sites/NAPC/Documents/Parties/Saint%20Lucia%e2%80%99s%20Sectoral%20Strategy%20and%20Action%20Plan%20for%20Agriculture.pdf).

67 See [www4.unfccc.int/sites/NAPC/Documents/Parties/SLU-Fisheries-SASAP-May-2018.pdf](http://www4.unfccc.int/sites/NAPC/Documents/Parties/SLU-Fisheries-SASAP-May-2018.pdf).

68 See [www4.unfccc.int/sites/NAPC/Documents/Parties/Saint%20Lucia%20Sectoral%20Adaptation%20Plan%20for%20Water.pdf](http://www4.unfccc.int/sites/NAPC/Documents/Parties/Saint%20Lucia%20Sectoral%20Adaptation%20Plan%20for%20Water.pdf).

69 See [www4.unfccc.int/sites/NAPC/Documents/Parties/Saint%20Lucia%20Climate%20Change%20Communications%20Strategy.pdf](http://www4.unfccc.int/sites/NAPC/Documents/Parties/Saint%20Lucia%20Climate%20Change%20Communications%20Strategy.pdf).

70 See [www4.unfccc.int/sites/NAPC/Documents/Parties/Saint%20Lucia%20Monitoring%20and%20Evaluation%20for%20NAP.pdf](http://www4.unfccc.int/sites/NAPC/Documents/Parties/Saint%20Lucia%20Monitoring%20and%20Evaluation%20for%20NAP.pdf).

71 See [www4.unfccc.int/sites/NAPC/Documents/Parties/FINAL%20NAP\\_SVG\\_Approved.pdf](http://www4.unfccc.int/sites/NAPC/Documents/Parties/FINAL%20NAP_SVG_Approved.pdf).

72 It notes the need for addressing migration once, though it is not clear what the reference is (p. 103).

73 See [www4.unfccc.int/sites/NAPC/Documents/Parties/Suriname%20Final%20NAP\\_apr%202020.pdf](http://www4.unfccc.int/sites/NAPC/Documents/Parties/Suriname%20Final%20NAP_apr%202020.pdf).

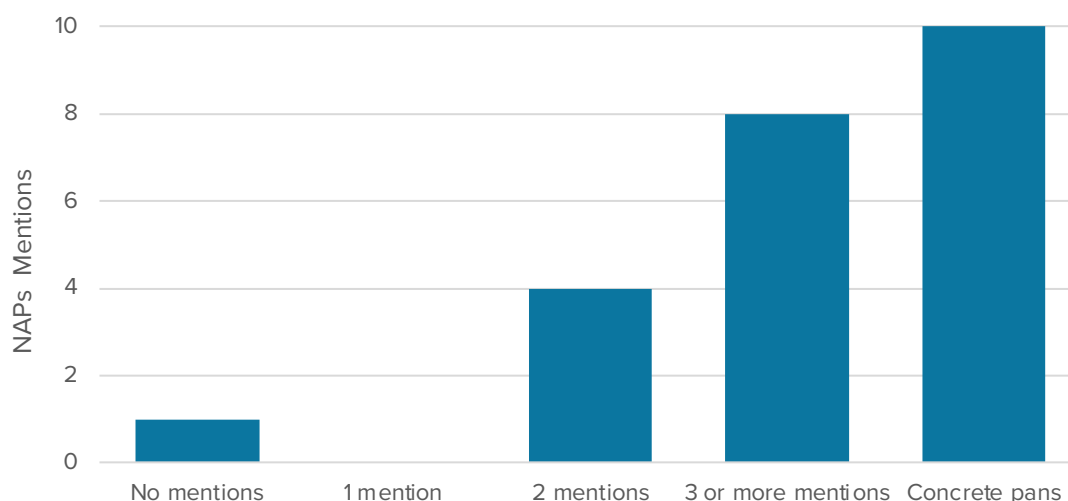
74 See [unfccc.int/sites/default/files/resource/Executive-Summary%20-%20NAP-Cities.pdf](http://unfccc.int/sites/default/files/resource/Executive-Summary%20-%20NAP-Cities.pdf).

75 See [unfccc.int/sites/default/files/resource/NAP-Coastal-Uruguay.pdf](http://unfccc.int/sites/default/files/resource/NAP-Coastal-Uruguay.pdf).

76 See [www4.unfccc.int/sites/NAPC/Documents/Parties/NAP%20Agriculture%20Uruguay.pdf](http://www4.unfccc.int/sites/NAPC/Documents/Parties/NAP%20Agriculture%20Uruguay.pdf).

Unlike in the case of NDCs, human mobility was frequently mentioned among those countries producing NAPs. Indeed, just one NAP did not mention human mobility. By contrast, two-thirds of all NAPs mentioned human mobility at least three times. What is more, the vast majority (10 out of 12) NAPs issued concrete plans to address human mobility, from improved data collection to area- and population-based relocation for at-risk groups (see Figure 6). Some countries, including Brazil, Colombia, Peru, Saint Lucia and Uruguay, provided extensive recommendations with human mobility dimensions, which can potentially provide useful insights for other countries in the region.

**Figure 6.** Number of NAPs referring to human migration categories (n: 12)

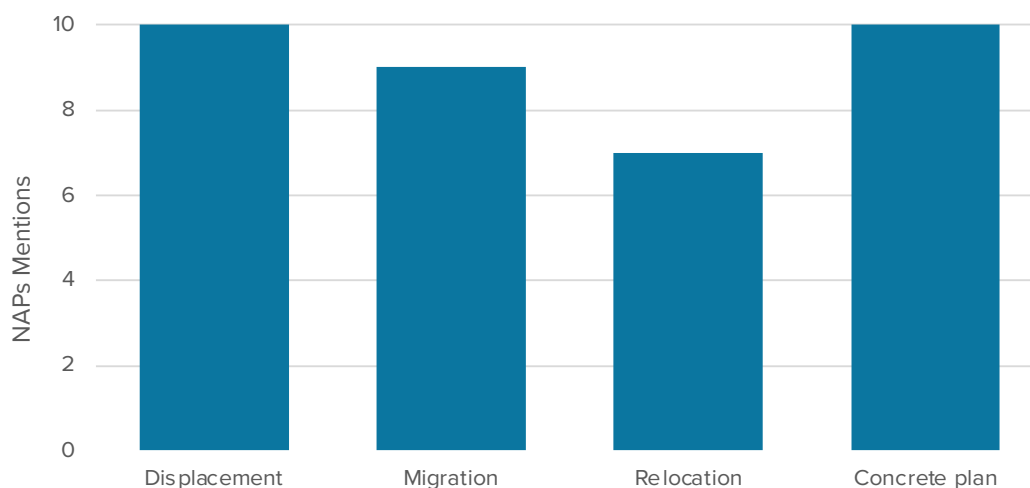


**Source:** Author, source data from [www4.unfccc.int/sites/NAPC/Pages/national-adaptation-plans.aspx](http://www4.unfccc.int/sites/NAPC/Pages/national-adaptation-plans.aspx)

Virtually all Latin American and Caribbean countries producing NAPs made some kind of mention to human mobility. The only country that did not was Suriname. All other NAPs made extensive references underlying the extent to which migration, displacement and relocation are considered in adaptation agendas (see Figure 7). These findings are consistent with the literature and confirmed in key informant interviews with climate mobility specialists.<sup>77</sup> However, this is not to say that there is necessarily satisfactory or sufficient action on human mobility concern but rather that there is consistency in responses across the region.

<sup>77</sup> Interviews were conducted with specialists affiliated with UNDP regional office in Panama, DRC, Global Migration Center, IOM, UNHCR and World Bank in August and September 2023.

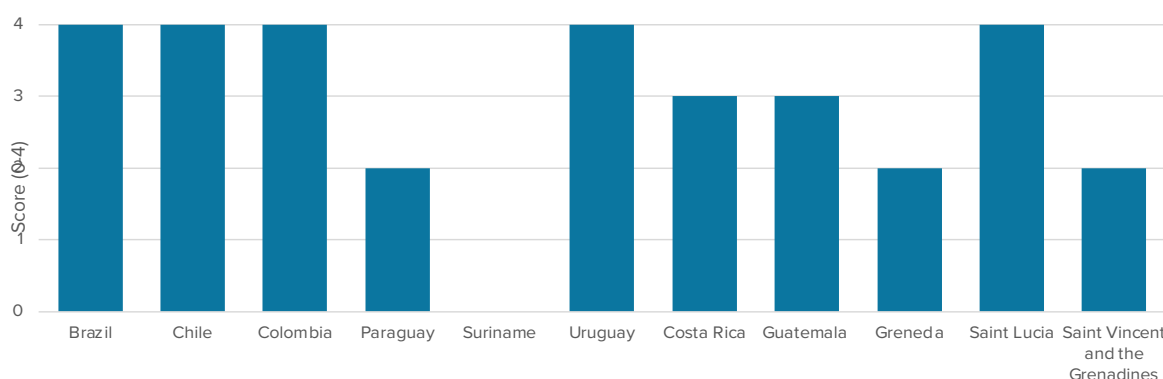
**Figure 7.** NAP mentions of specific types of human mobility (n: 12)



Source: Author, source data from [www4.unfccc.int/sites/NAPC/Pages/national-adaptation-plans.aspx](http://www4.unfccc.int/sites/NAPC/Pages/national-adaptation-plans.aspx)

Most Latin American and Caribbean countries producing NAPs made some type of reference to human mobility. When examining their cumulative mentions of human mobility concepts, half of the NAPs reported on all core concepts of displacement, migration and relocation. Countries with a high prevalence of mentions include Brazil, Chile, Colombia, Peru, Saint Lucia and Uruguay (see Figure 8). The high frequency of mentions of human mobility terms in NAPs is in contrast to the far less frequent engagement with these same concepts in NDCs.

**Figure 8.** Scoring NAPs according to engagement with human mobility (n: 12)



Source: Author, source data from [www4.unfccc.int/sites/NAPC/Pages/national-adaptation-plans.aspx](http://www4.unfccc.int/sites/NAPC/Pages/national-adaptation-plans.aspx)

Notwithstanding the more fulsome engagement with human mobility priorities and concerns in NAPs, there is still comparatively limited policy or programming guidance on adaptation and resilience promotion. Examples of strategies are mentioned, however. For example, Brazil notes how “relocation” and “redistribution” of villages due to weather changes may be unavoidable. Brazil also described how employment prospects could be affected due to increased migration flows, raising particular risks to under-privileged people. Chile stressed the need to check relocation sites for social and





economic viability and developing capacity support to facilitate adaptation – particularly in relation to at-risk industries such as agriculture and fisheries. Colombia highlighted the importance of improving forecasting and mapping, developing strategies for managed human mobility.

Some Latin America and Caribbean NAPs described efforts already underway to address human mobility. For example, Costa Rica is already promoting more data collection on differentiated impacts and training over 100 communities, including migrants, in risk management and adaptation. Costa Rica is also strengthening over 40 multi-sector commissions to improve planning and response for climate mobility. Likewise, Grenada noted how populations were already relocated away from vulnerable coastlines to new housing schemes. And countries such as Saint Lucia and Uruguay have elaborated sector-specific NAPs to highlight strategies in the agriculture, cities, fisheries, water and communications sectors, among others.

## 5. Conclusions and recommendations

There is growing awareness and recognition of the human mobility dimensions of climate policy in most Latin American and Caribbean countries. Human mobility is considered in virtually all NDCs and NAPs even if it is frequently conceived as a negative outcome of climate change. When human mobility is addressed, the specific vulnerabilities of migrants and displaced persons (and those ‘trapped’ and unable to move although they would like to) are consistently noted. The most proposed responses to address human mobility include enhanced data and analysis to better understand the ‘problem’. Other priorities include improving policy coherence across layers and sectors of government, investing in preparatory or advanced planning, improving the enabling environment for populations to move and settle, protecting and assisting those on the move (especially at-risk groups), strengthening local resilience in host communities and recognizing the adaptive functions of mobility.

The rapid assessment reveals many opportunities to enhance engagement with human mobility in NDCs, NAPs and related climate policy instruments. Indeed, these plans are powerful entry-points for mainstreaming human mobility priorities and developing comprehensive policy and programming strategies. What is still missing, however, are examples of practical solutions for how to prepare for, manage and enable positive adaptation and resilience. UNDP is particularly well positioned to support national counterparts to update national reporting instruments and elaborate practical strategies and a pipeline of investment in vulnerable areas and with at-risk populations. UNDP is likewise capable of sharing practical experiences and positive practices from across the region between national and subnational counterparts.

The study of NDCs and NAPs highlights several priority actions for national counterparts and UNDP assistance in Latin America and the Caribbean:

**Strengthen high-resolution data collection, monitoring and analysis of different categories of human mobility:** While there is widespread recognition of the ‘challenge’ of human mobility, there is still comparatively limited data on the scope, scale and dynamics of mobility associated with climate shocks and stresses. Indeed, most countries highlighted the importance of developing more robust data repositories that allow for better organization and segmentation of (time-series and geo-referenced) information. Developing more sophisticated approaches to distinguish between different categories of mobility and measuring attribution is important when it comes to designing policy, targeting services and allocating resources. UNDP, together with partners such as IOM and UNHCR, can provide support for developing monitoring and forecasting tools and information management systems.



**Improve policy coherence both vertically and horizontally to prepare and respond to human mobility, including for both out- and in-migration areas:** Virtually all countries that highlighted human mobility underlined how “comprehensive” and “holistic” responses were required. Few, however, provided detailed direction on how different layers of government from the national to the state and municipal level were aligning and coordinating efforts. Moreover, there is also limited evidence of how different ministries, agencies and departments need to work together on multifaceted population mobility priorities. This is critical since government, private-sector and non-governmental strategies must focus on reinforcing capacities in both areas of departure and reception. UNDP and its partners can help by working with counterparts to systematize policies in climate and development planning instruments. Likewise, UNDP can assemble technical support and case study examples of positive practices from across the region.

**Invest in preparatory planning, including new areas based on their absorptive capacity:** While moving away from one’s home and livelihood is typically the last strategy adopted by individuals and households, in some instances it may be inevitable. Given the potential scale of climate mobility and the wide ramifications on transit and host communities, governments and societies need to rapidly expand investment in preparatory planning. Strategies include investment in risk and vulnerability reduction in potential hotspots, supporting skills development and retraining for at-risk sectors of the population, enhancing latent services and housing stock in possible hosting communities, and communications and public awareness to prepare residents in advance. UNDP can support national and subnational partners with diagnostics, consultations, planning and strategy development in advance.

**Enhance the enabling environment to reduce need for mobility:** One reason many people voluntarily migrate or are involuntarily displaced is not just connected to climate shocks and stresses but also the absence of support systems, social networks and economic opportunities. While the poorest populations tend to be ‘trapped’ in situ, many lower- and middle-income populations may feel there are not alternatives to leaving their place of residence. Targeted investment in reducing risks in coastal or flood-prone areas (particularly to marginalized populations), supporting access to more drought-resistant crops and livestock, and strengthening social services and economic opportunities can all strengthen resilience. In addition to assisting with upgrading NPAs and NDCs, UNDP can support stakeholders with social, development and environmental assessments to co-define risks and opportunities.

**Protect and assist people that are migrating or are displaced, as well as those left behind:** More intense and frequent climate shocks and stresses will directly and indirectly increase human mobility across multiple parts of Latin America and the Caribbean. While the most obvious examples of this are people forced to flee because of extreme weather events such as storms, floods and sea surges, a far more significant number of people will also be forced to move due to droughts, water stress, sea level rise and associated knock-on effects on livelihoods and housing. Governments, the private sector and non-governmental organizations will need to prepare strategies, services and direct assistance for those on the move as well as those ‘trapped’ and unable or unwilling to leave. UNDP, with partners such as IOM, FAO, UNHCR and WFP, can support partners with guidance, standards and protocols.

**Leverage mobility as an adaptation strategy, including by formalizing precarious settlement, building social housing and regularizing land tenure:** A recurring feature of climate-related human mobility is the way climate shocks and stresses interact with socioeconomic drivers and underlying vulnerabilities. In other words, many at-risk people frequently move as a last resort, and often as an adaptation strategy. Yet by building the resilience of individuals and communities, it is possible to reduce the likelihood of migration and displacement in the first instance. Improving land-tenure



regimes, formalizing property rights, strengthening (public) housing stock and quality and enhancing basic services can all serve as ‘protective’ strategies to enhance local resilience. UNDP can provide a host of technical services to support adaptation strategies in the context of human mobility.

Notwithstanding broad awareness, there are still considerable gaps in addressing human mobility in the content of NPCs and NAPs in Latin American and the Caribbean. There are still many countries, for example, that consistently update their NPCs or have yet to produce a NAP. Comprehensive responses are still in short supply and, where proposed, are piecemeal and often linked to a narrow subset of climate stresses and shocks. Nevertheless, there is a growing body of literature that highlights opportunities to integrate human mobility considerations into climate policies and processes.<sup>78</sup>

---

**78** See, for example, Sylcan Trust (2022) Integrating human mobility into nationally determined contributions and national adaptation plans, 24 March, [www.sylcantrust.org/knowledge-resources/integrating-human-mobility-into-nationally-determined-contributions-and-national-adaptation-plans](http://www.sylcantrust.org/knowledge-resources/integrating-human-mobility-into-nationally-determined-contributions-and-national-adaptation-plans); IOM, UNDP and UNEP (2021) Integrating migration into environment and climate change interventions: a toolkit; and Global Commission on Adaptation and WRI (2019) Adapt now: a global call for leadership on climate resilience, [gca.org/reports/adapt-now-a-global-call-for-leadership-on-climate-resilience](http://gca.org/reports/adapt-now-a-global-call-for-leadership-on-climate-resilience).

[PNUD LAC C19 PDS N°. 1](#)

Un marco conceptual para analizar el impacto económico del COVID-19 y sus repercusiones en las políticas  
Constantino Hevia y Andy Neumeyer

[PNUD LAC C19 PDS N°. 2](#)

Sugerencias para la Emergencia  
Santiago Levy

[PNUD LAC C19 PDS N°. 3](#)

El impacto económico del COVID-19 en Venezuela: la urgencia del financiamiento externo  
Daniel Barráez y Ana María Chirinos-Leañez

[PNUD LAC C19 PDS N°. 4](#)

Impacto socioeconómico del COVID-19 y opciones de política en Honduras  
Andrés Ham

[PNUD LAC C19 PDS N°. 5](#)

COVID-19 y el shock externo: Impactos económicos y opciones de política en el Perú  
Miguel Jaramillo y Hugo Ñopo

[PNUD LAC C19 PDS N°. 6](#)

Impacto Social y Económico de la COVID-19 y opciones de políticas en Argentina  
María Laura Alzúa y Paula Gosis

[PNUD LAC C19 PDS N°. 7](#)

La cooperación financiera internacional frente a la crisis económica latinoamericana  
José Antonio Ocampo

[PNUD LAC C19 PDS N°. 8](#)

COVID-19 y la protección social de las personas pobres y los grupos vulnerables en América Latina: un marco conceptual  
Nora Lustig y Mariano Tommasi

[PNUD LAC C19 PDS N°. 9](#)

Impacto social y económico de COVID-19 y opciones de políticas públicas en Jamaica  
Manuel Mera

[PNUD LAC C19 PDS N°. 10](#)

Impacto Social y Económico de la COVID-19 y opciones de políticas en Uruguay  
Alfonso Capurro, Germán Deagosto, Federico Ferro, Sebastián Ithurralde y Gabriel Oddone

[PNUD LAC C19 PDS N°. 11](#)

El coronavirus en Colombia: vulnerabilidad y opciones de política  
Andrés Álvarez, Diana León, María Medellín, Andrés Zambrano y Hernando Zuleta

[PNUD LAC C19 PDS N°. 12](#)

COVID-19 y vulnerabilidad: una mirada desde la pobreza multidimensional en El Salvador  
Rodrigo Barraza, Rafael Barrientos, Xenia Díaz, Rafael Pleitez y Víctor Tablas

[PNUD LAC C19 PDS N°. 13](#)

Desafíos de desarrollo ante la COVID-19 en México. Panorama socioeconómico  
Oficina del PNUD en México

[PNUD LAC C19 PDS N°. 14 A](#)

Lecciones del COVID-19 para una agenda de sostenibilidad en América Latina & Caribe  
Diana Carolina León y Juan Camilo Cárdenas

[PNUD LAC C19 PDS N°. 14 B](#)

Latinoamérica y el Caribe: Riqueza natural y degradación ambiental en siglo XXI  
Diana Carolina León y Juan Camilo Cárdenas

[PNUD LAC C19 PDS N°. 15](#)

Impacto económico y social del COVID-19 y opciones de política en la República Dominicana  
Sócrates Barinas y Mariana Viollaz

[PNUD LAC C19 PDS N°. 16](#)

Nota técnica de Las Bahamas: Impacto del COVID-19 y opciones de políticas públicas  
Manuel Mera

[PNUD LAC C19 PDS N°. 17](#)

Impulsando la recuperación socioeconómica en Paraguay – Estrategias de reactivación frente al COVID-19  
Oficina del PNUD en Paraguay

[PNUD LAC C19 PDS N°. 18](#)

El Coronavirus y los retos para el trabajo de las mujeres en América Latina  
Diana Gutiérrez, Guillermina Martín, Hugo Ñopo

[PNUD LAC C19 PDS N°. 19](#)

Desafíos de la pandemia de COVID-19 en la salud de la mujer, de la niñez y de la adolescencia en América Latina y el Caribe  
Arachu Castro

[PNUD LAC C19 PDS N°. 20](#)

COVID-19 y educación primaria y secundaria: repercusiones de la crisis e implicaciones de política pública para América Latina y el Caribe  
Sandra García Jaramillo

[PNUD LAC C19 PDS N°. 21](#)

Planeando una recuperación sostenible para la pospandemia en América Latina y el Caribe  
Mauricio Cárdenas and Juan José Guzmán Ayala

[PNUD LAC C19 PDS N°. 22](#)

COVID-19 en Bolivia: En la senda de la recuperación del desarrollo  
Oficina de PNUD Bolivia

[PNUD LAC C19 PDS N°. 23](#)

¿Necesitamos repensar la política de deuda en Latinoamérica?  
Federico Sturzenegger

[PNUD LAC C19 PDS N°. 24](#)

Respuestas para enfrentar la pandemia en América Latina y el Caribe: el uso de programas de transferencias monetarias y de sistemas de información de protección social  
Guillermo M. Cejudo, Cynthia L. Michel y Pablo de los Cobos

[PNUD LAC C19 PDS N°. 25](#)

Los impactos del COVID-19 en la autonomía económica de las mujeres en América Latina y el Caribe  
Paola Bergallo, Marcelo Mangini, Mariela Magnelli y Sabina Bercovich

[PNUD LAC C19 PDS N°. 26](#)

El cementerio invisible del COVID-19: pérdidas intergeneracionales para la niñez y adolescencia más pobre y medidas para abordar una pandemia de desarrollo humano  
Orazio Attanasio y Ranjita Rajan

[PNUD LAC C19 PDS N°. 27](#)

A resposta da proteção social à COVID-19 no Brasil  
André Portela Souza, Lycia Lima, Camila Magalhaes, Gabriel Marcondes, Giovanna Chaves, Juliana Camargo, Luciano Máximo (FGV EESP Clear)

[PNUD LAC PDS N°. 28](#)

El sistema tributario colombiano: diagnóstico y propuestas de reforma  
Leopoldo Fergusson y Marc Hofstetter

[PNUD LAC PDS N°. 29](#)

Las repercusiones económicas de la guerra en Ucrania sobre América Latina y el Caribe  
Mauricio Cárdenas y Alejandra Hernández

[PNUD LAC PDS N°. 30](#)

La complejidad del fenómeno migratorio en México y sus desafíos  
Elena Sánchez-Montijano y Roberto Zedillo Ortega

[PNUD LAC PDS N°. 31](#)

La migración en la República Dominicana: contexto, retos y oportunidades  
Daniel Morales y Catherine Rodríguez

[PNUD LAC PDS N°. 32](#)

Situación migratoria en Chile: tendencias y respuestas de política en el período 2000-2021  
Carolina Stefoni y Dante Contreras

[PNUD LAC PDS N°. 33](#)

Migración y política migratoria en el Ecuador en el período 2000-2021  
Gioconda Herrera

[PNUD LAC PDS N°. 34](#)

Migración en Colombia y respuestas de política pública  
Sebastián Bitar

[PNUD LAC PDS N°. 35](#)

Migración reciente hacia el Perú: situación, respuestas de política y oportunidades  
María Cecilia Dedios y Felipe Ruiz

[PNUD LAC PDS N°. 36](#)

Las migraciones en Costa Rica: desarrollo de políticas migratorias recientes para su atención  
Laura Solís y Jason Hernández

[PNUD LAC PDS N°. 37](#)

Migración en Trinidad y Tobago: tendencias y políticas actuales  
Elizabeth Thomas-Hope

[PNUD LAC PDS N°. 38](#)

Migración en Barbados: ¿Qué sabemos?  
Natalie Dietrich Jones

[PNUD LAC PDS N°. 39](#)

Impactos en Panamá del conflicto Rusia-Ucrania  
Pablo Sanguinetti

[PNUD LAC PDS N°. 40](#)

Los desafíos de la mitigación del cambio climático en América Latina y el Caribe: algunas propuestas de acción  
Mauricio Cárdenas y Sebastián Orozco

[PNUD LAC PDS N°. 41](#)

Análisis del sistema tributario y propuesta de reforma para financiar el sistema de seguridad social: el caso paraguayo  
Agustina Carvallo, Carlos Charotti, Carlos Fernández y Felipe González

[PNUD LAC PDS N°. 42](#)

Un sistema de protección social universal en el centro de un nuevo pacto fiscal en América Latina y el Caribe  
Resumen por Santiago Rodríguez y Almudena Fernández

[PNUD LAC PDS N°. 43](#)

Sistema tributário Brasileiro: Diagnóstico e alternativas de reformas  
Rodrigo Orair

[PNUD LAC PDS N°. 44](#)

El sistema tributario en la República Dominicana  
Mariana Viollaz

[PNUD LAC PDS N°. 45](#)

Impuestos en el Ecuador: sistema tributario y opciones para elevar los ingresos permanentes del fisco  
José Hidalgo Pallares

[PNUD LAC PDS N°. 46](#)

Tax reform for fiscal sustainability and social development in Jamaica  
Manuel Mera y Federico Ortega

[PNUD LAC PDS N°. 47](#)

Análisis del sistema tributario chileno  
Ricardo Guerrero, Jorge Atria, Michel Jorratt e Iván Ramírez

[PNUD LAC PDS N°. 48](#)

Avances y obstáculos en el sistema de pensiones en Chile (1980-2023)  
Osvaldo Larrañaga

[PNUD LAC PDS N°. 49](#)

Protestas, derechos humanos y prevención de conflictos  
Propuestas para repensar los modelos de respuesta estatal a la movilización social  
Emanuele Sapienza, Gloria Manzotti y Luqman Patel

[PNUD LAC PDS N°. 50](#)

Mercado laboral en Guatemala: análisis de los últimos 10 años, proyecciones para los próximos 30 años y recomendaciones de políticas de empleo  
Luis Henrique da Silva de Paiva, Valentina Calderón Mejía, Elias Miguel Ahuat Valencia y Patricia Carolina Joachin Godinez

[UNDP LAC PDS N°. 51](#)

Mapping climate mobility hotspot risks: An Approach for development organizations to assess risks and responses to climate mobility  
Robert Muggah

[UNDP LAC PDS N°. 52](#)

Reviewing climate-related human mobility in Latin American and Caribbean's Nationally Determined Contributions (NDCs) and National Action Plans (NAPs)  
Robert Muggah

[PNUD LAC PDS N°. 53](#)

Movilidad climática, adaptación y resiliencia: lecciones de Colombia para América Latina y el Caribe  
Robert Muggah

UNDP Latin America and the Caribbean  
COVID 19 | POLICY DOCUMENTS SERIES



[www.undp.org/es/latin-america](http://www.undp.org/es/latin-america)



[twitter.com/PNUDLAC](https://twitter.com/PNUDLAC)



[www.facebook.com/pnudlac](https://www.facebook.com/pnudlac)



[www.instagram.com/pnudlac](https://www.instagram.com/pnudlac)



[www.linkedin.com/company/pnudlac](https://www.linkedin.com/company/pnudlac)



[www.youtube.com/PNUDLAC](https://www.youtube.com/PNUDLAC)

We acknowledge the kind support of

CLIMATE  
PROMISE



+ UNDP's  
Core Donors