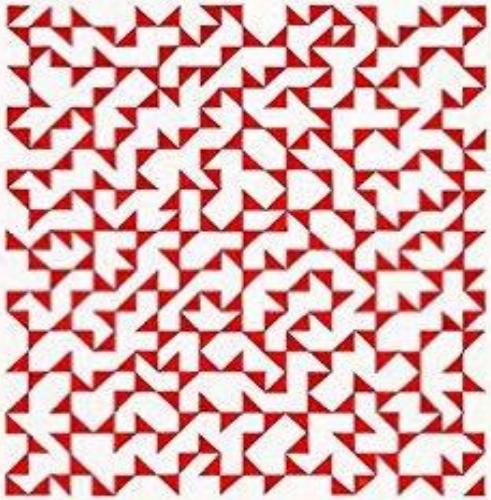
GLOBAL INSTITUTIONS



Displacement, Development, and Climate Change

International organizations moving beyond their mandates

Nina Hall

ROUTLEDGE

- Institutional Analysis and Development for Adaptation Governance(Bisaro and Hinkel 2016)
  - Internal processes: users create deliberate rules
  - Internal processes: spontaneous social norm emergence
  - External processes generate institutions (eg. policy instruments)*

*I focus on a specific set of international institutions.

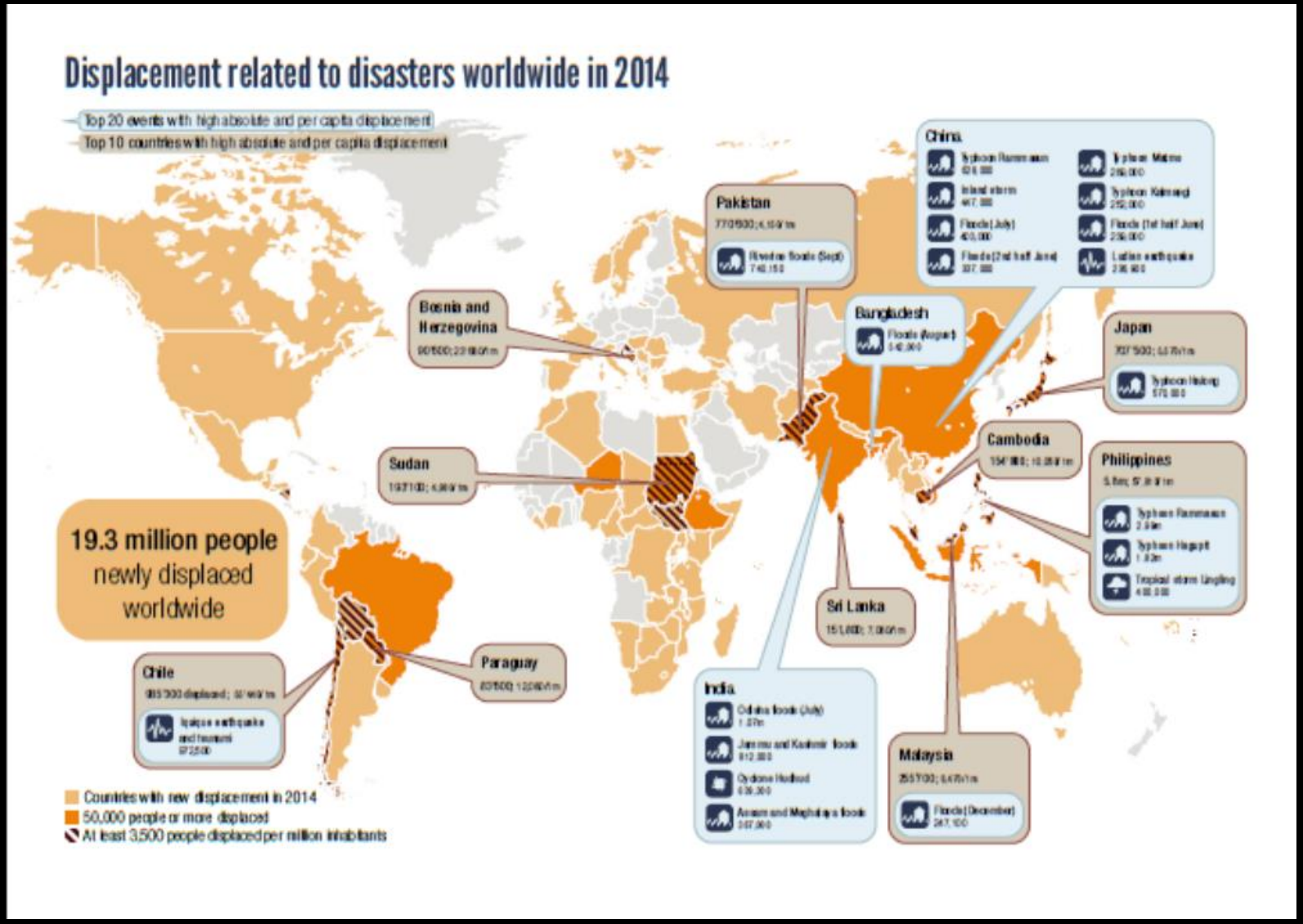
What explains the nature and extent of international bureaucracies response to climate change?

Kirbati. “The Sinking Island”
Source: NPR Video available at
https://www.youtube.com/watch?v=507vMyK4R24

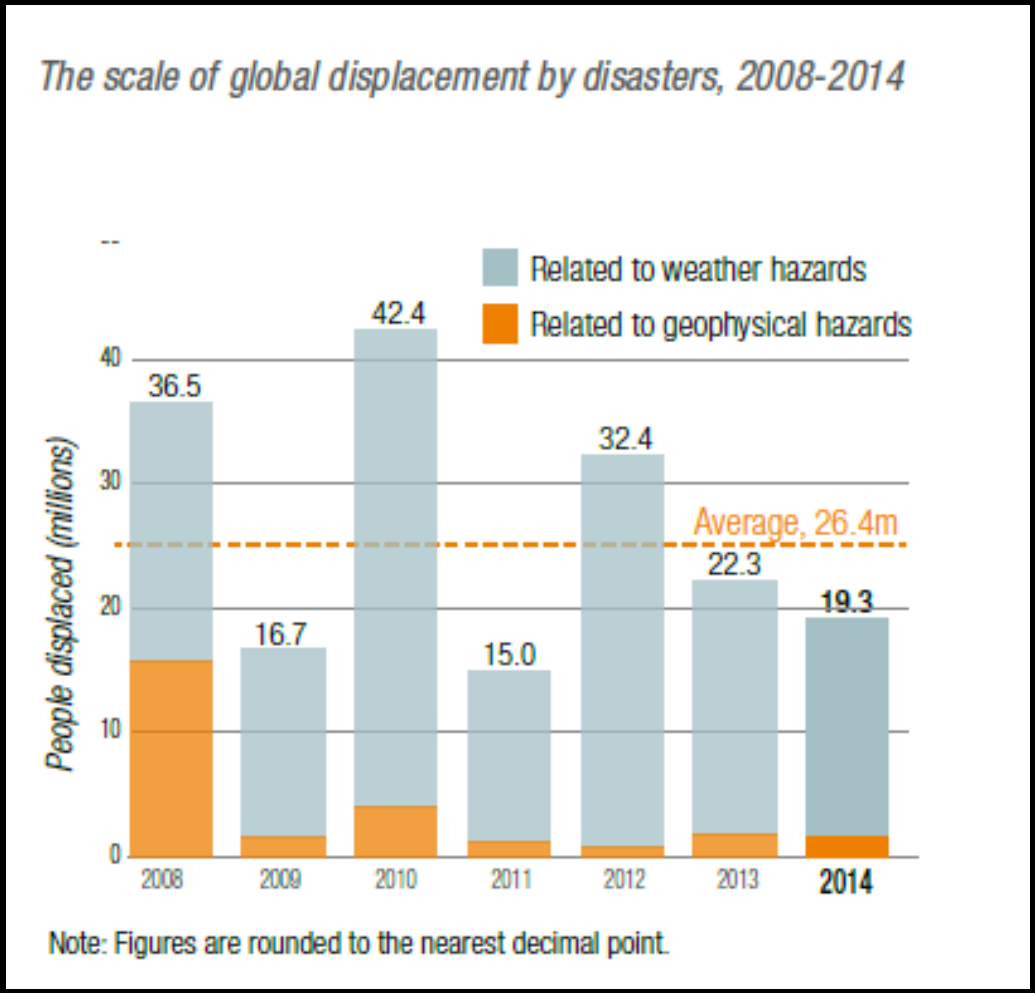
IN 2015 earthquakes, floods, heatwaves and landslides left 22,773 people dead, affected 98.6 million others and caused US$66.5 bn of economic damage*

Yet international community spends less than half of one percent of global aid budget on mitigating the risks of natural disasters.

* UNISDR(2016) available at http://www.unisdr.org/files/47804_2015disastertrendsinfographic.pdf



Source: Internal Displacement monitoring Centre (IDMC) and Norwegian Refugee Centre (NRC), *Global Estimates 2015*, People Displaced by Disasters. Geneva, July 2015.



Source: Internal Displacement monitoring Centre (IDMC) and Norwegian Refugee Centre (NRC), *Global Estimates 2015*, People Displaced by Disasters. Geneva, July 2015.

Kakuma Refugee Camp, Kenya, 2011.
Source: Author's own photo.

Concern over ‘climate refugees’

- Academics (Biermann and Boas 2010)
- Civil society groups and INGOs (Oxfam, Greenpeace, Friends for the Earth)

Calls for new refugee convention to protect those displaced

Refugee Convention (1951) definition:

"A well-founded fear of persecution based for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside his country of nationality, and is unable or owing to such fear, is unwilling to avail himself of the protection of that country"

How many of you would argue for a new refugee convention for those displaced by climate change?

How many of you would not?

How many are unsure?

Research Question

How are our existing international institutions adapting to climate change?

And what explains variation in their response?

Core Argument

International institutions are moving beyond their original mandates to assist people affected by climate change in developing countries

But variation in the extent and nature of their change.

Explaining Variation

Organizational expansion is most likely to occur when staff perceive a new issue to link strongly to their mandate.

- Staff are drivers of expansion (not states)
- Strong issue-linkage necessary condition

Alternative Explanations

1) International civil servants (staff) – always seek to expand and maximise scope and tasks (Pollack 2003; Barnett and Finnemore 2001)

2) Staff internalise states' preferences and 'restrain themselves in line with their principals…[to] keep their organization alive. (Cortell and Peterson 2006).

Contributions to International Relations

1) **Understanding of International Institutions**

- What drives them to expand? What explains staff's desire to take on new issue-areas?

2) **Global Adaptation Governance**

- Who is 'doing' adaptation, given no global adaptation agency? And why?

3) **Regime complexity and fragmentation**

- What leads other institutions to engage in the climate regime (Hall 2015)

Contents

1. Introduction
2. Issue-Linkages
3. UNCHR and Climate Change
4. IOM and Climate Change
5. UNDP and Climate Change
6. Conclusion

Methods

ACTING ON CLIMATE CHANGE
THE UNITED NATIONS SYSTEM DELIVERING AS ONE
COPENHAGEN
UNITED NATIONS

Organizational Change

Rhetoric

Policy

Structure

Operations

Mandate

Issue-Linkages

Climate Change and Displacement

The first **IPCC report (1990)** predicted that the greatest single consequence of climate change could be “millions of people displaced by shoreline erosion, coastal flooding and severe drought.”

And that even a “modest rise in global sea-levels could produce tens of millions of such refugees.”

Norman Myers (Bioscience 1993) “large number of environmental refugees could be among the most significant of all upheavals.”

Suggested 150 million by 2050 ‘environmental refugees’ due to climate change.

Human tide: the real migration crisis

A Christian Aid report
May 2007

UNHCR and Climate Change

IOM and Climate Change

UNDP and Climate Change

Conclusion: Moving Beyond their Mandates

- All responded to climate change
- But different timing, nature and extent
    - UNHCR slowest and most reluctant, change led by High Commissioner. Rhetoric change led to policy change, and humanitarian operations expansion.
    - UNDP faster to respond, changed structure, operations, policies and rhetoric.
    - IOM also changed operations, policies and rhetoric but less to structure.

Conclusion: Explaining Variation

- Staff led expansion, when they saw an issue-linkage.
  - Not all staff supportive of expansion always (cf Barnett and Finnemore 2001)
  - Staff convince states to expand, even if not initially supportive (cf. Cortell and Peterson 2005).

Further Research

- Hall, Nina and Ngaire Woods, *Theorizing Leadership in International Organizations*.

- Hall, Nina and Åsa Persson, *Global climate adaptation governance: what is governed and why?*

Read more….

- Hall, Nina. ‘A Catalyst for Cooperation: The Inter-Agency Standing Committee and the Humanitarian Response to Climate Change’, *Global Governance*, 22 (3), August 2016.

- Hall, Nina. ‘The Money or the Mandate? Why International Organizations Engage with the Climate Change Regime, *Global Environmental Politics*. 15 (2), April 2015.

- Hall, Nina, ‘What is Adaptation to Climate Change? Epistemic Ambiguity in the Climate Finance System’, *Submitted to Special Issue on Climate Finance, International Environmental Agreements.*

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Book details

http://www.taylorandfrancis.com/books/details/9781138190542/