COVID-19, Climate Change and Human Rights

Contribution to the report of the UN High Commissioner for Human Rights on the impact of the COVID-19 pandemic on the enjoyment of human rights around the world

Margaretha Wewerinke-Singh*

The COVID-19 pandemic has been characterised as the ‘worst global crisis since the Second World War’,1 with implications for the enjoyment of virtually all human rights protected under international law. This crisis occurs while the world is at a tipping point with respect to climate change and biodiversity loss, and against the backdrop of unprecedented levels of inequality.2 Human rights offer important legal and ethical yardsticks in analysing the causes and the societal consequences of these inter-related global crises. Human rights also envisage transformative action based on international law to mitigate the impacts of the crises and protect human dignity in the recovery process.

The human rights implications of both the pandemic and the climate crisis are severe and wide-ranging. In different ways each of the crises threaten to kill millions,3 with those who are already marginalised facing a disproportionate risk to their rights to life and health. Firstly, both the COVID-19 and climate crisis are much more likely to be deadly for those living in societies with fragile healthcare systems and limited or no social security than they are for those with access to strong healthcare and welfare systems. The risks of contracting COVID-19, and of facing serious consequences from doing, so are particularly high for at least one billion of people who live in informal settlements or encampments, where lack of adequate space, sanitary facilities and clean water make social distancing and handwashing difficult or


impossible. These settlements and encampments also tend to be ill adapted to extreme weather events and other climate impacts, while for many, moving there was wholly or partly motivated by the need to escape from the impacts of climate change.

Secondly, the economic and social impacts of both crises perpetuate existing inequalities and undermine people’s resilience to deal with economic shocks. The nexus between climate change and poverty has been a concern for decades: the climate crisis is known to undermine agriculture, access to clean water, food security, housing, health and education, amongst other impacts, and has already forced millions of people to migrate. These various impacts perpetuate the cycle of poverty for millions of people, posing a threat to the realisation of nearly all human rights. The COVID-19 pandemic exacerbates this threat: it is estimated that 176 million people will fall in extreme poverty due to the pandemic, with 1.6 billion workers in the informal sector being particularly at risk of deprivation. Across the globe, the homeless, minorities, people in detention, people with disabilities, indigenous peoples, refugees, migrants, the displaced and other marginalised groups – are at greatest risk of experiencing infringements of their human rights as a result of the combined effects of the global crises.

COVID-19, climate-related loss and damage and human rights

The interaction of the climate and COVID-19 crises came into sharp focus when severe tropical Cyclone Harold made its way across the Pacific Islands in early April 2020, coinciding with the rapid spread of the corona virus across the globe. The Solomon Islands were affected first, with significant damage to the islands, food sources of several villages destroyed and 27 people missing and presumed dead after their ferry was swept away in dangerous seas. The passengers were amongst hundreds trying to return from the capital to their home villages as part of COVID-19 contingency plans. The cyclone proceeded to cause widespread destruction in Vanuatu, Fiji and Tonga, killing at least 31 people while flattening entire villages, destroying homes, schools, medical clinics and food gardens, and damaging critical infrastructure such as

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8 ‘Food security an Issue in Solomon Islands following TC Harold’ (Radio New Zealand, 6 April 2020) Available at: <https://www.rnz.co.nz/international/pacific-news/413525/food-security-an-issue-in-solomon-islands-following-tc-harold>
9 ‘Twenty-seven confirmed missing in Solomons ferry tragedy’ (TRT World, 5 April 2020) Available at: <https://www.trtworld.com/life/twenty-seven-confirmed-missing-in-solomons-ferry-tragedy-35127>
electricity, water supplies and roads.\textsuperscript{10} In Vanuatu’s Sanma Province alone, an estimated 90 per cent of the population lost their homes; 60 per cent of schools were damaged.\textsuperscript{11} As an inhabitant of Ranwas in Vanuatu’s Pentecost lamented, ‘the whole place looks as if it was bombed’.\textsuperscript{12}

With sustained winds of up to 165 mph, Harold was the strongest cyclone to hit Pacific Island nations since cyclone Pam in 2015 and Winston in 2016, both of which were also classified as category 5 cyclones. This quick succession of ‘monster’ cyclones fits neatly into a pattern of increased intensification of events linked to warming ocean temperatures.\textsuperscript{13} Sea-level rise, coastal erosion, salt-water intrusion and more frequent and intense droughts have caused further damage to people’s lives and livelihoods in the region, with similar or climatologically related impacts experienced in other regions.\textsuperscript{14}

In the Pacific, the coinciding of the cyclone with the pandemic greatly increased the risks of human rights harm, or indeed violations, in various ways. As the cyclone approached, social distancing measures to prevent the spread of the virus had to be suspended to enable people to find safe shelter in mass evacuation centres. While the Solomon Islands, Vanuatu and Tonga did not have any confirmed COVID-19 cases, preventive measures had to be taken to minimise the risk of the virus spreading undetected, also due to extremely limited testing and treatment capacity. As the lead spokesperson of Vanuatu’s COVID-19 advisory team explained, if the virus arrived ‘it would be a disaster’.\textsuperscript{15} In Fiji, which did have a small number of confirmed COVID-19 cases, the government declared the country’s second State of Natural Disaster in a week after the number of cases increased in the aftermath of the cyclone.\textsuperscript{16} By responding swiftly and effectively to the heightened risk of the virus spreading in a disaster context, Pacific Island governments were able to avert a full-fledged outbreak within their territories.

While these national responses count as ‘best practice’, Pacific Island governments have been unable to prevent severe human rights impacts resulting from the two crises. Most notably, travel and quarantine restrictions coupled with shrinking aid budgets have been undermining the relief effort following the cyclone.\textsuperscript{17} As a result, thousands of people remain displaced, or

\textsuperscript{10} D McGarry, ‘It’s All Gone’: Cyclone Harold cuts a deadly path through Vanuatu’ (The Guardian, 9 April 2020) Available at: <https://www.theguardian.com/world/2020/apr/10/its-all-gone-cyclone-harold-cuts-a-deadly-path-through-vanuatu>.


\textsuperscript{12} B Robinson-Drawbridge, ‘As if it was bombed’: Vanuatu’s Pentecost devastated by Cyclone Harold’ (Radio New Zealand, 15 April 2020) Available at: <https://www.rnz.co.nz/international/pacific-news/414299/as-if-it-was-bombed-vanuatu-s-pentecost-devastated-by-cyclone-harold>.


\textsuperscript{14} See generally IPCC (n 5).

\textsuperscript{15} Y Bjornum, ‘If it comes, It will be a disaster': Life in one of the only countries without coronavirus’ (The Guardian, 7 April 2020) Available at: <https://www.theguardian.com/world/2020/apr/08/if-it-comes-it-will-be-a-disaster-life-in-vanuatu-one-of-the-only-countries-without-coronavirus>.


are living in damaged living spaces with reduced access to clean water and sanitation. Widespread damage to tourist sites and infrastructure resulting from the cyclone are yet another blow to the hospitality and tourism sector across the region, which is already severely hit by travel restrictions related to the pandemic. Schools destroyed by the cyclone are yet to be rebuilt, with drops in household incomes posing further risks of disruption of children’s education. The combined development setbacks may be felt for years or even decades.

The transformative potential of human rights in the face of crises

Human rights can play a transformative role in correcting the injustices associated with the climate and coronavirus crises that play out in the Pacific Islands region and elsewhere. In requiring accountability for the protection of human rights and responsibility for violations, the application of international human rights law puts a spotlight on the root causes of these crises while insisting on redress for victims.

The primary causes of climate change are fossil fuel extraction and combustion, together with the destruction of forests. For indigenous peoples and local communities, many of these activities perpetuate a longstanding cycle of destruction of their homelands and traditional culture. Indigenous and local resistance to expansion and extraction projects is often met with violence and intimidation. In a similar vein, the destruction of biodiversity through deforestation, logging, mining or other actions that cause profound harm to the earth’s ecosystems is linked to increases in the spread of viruses while also causing harm to indigenous peoples and local communities whose livelihoods and cultures are intertwined with these ecosystems.

However, the experiences of these crises also reveal opportunities for turning the tide. Arundhati Roy has aptly observed that the pandemic has shown us ‘a portal, a gateway between one world and the next’. In terms of human rights, the fork in the road represents a choice between either the continuation of human rights violations connected to a flawed global economic model, or a world in which the full realisation of human rights and redress for past injustices are part and parcel of a sustainable and inclusive future.

The link between climate change and the enjoyment of human rights has been recognised in a series of resolutions, decisions and reports adopted by international and regional bodies, and in

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23 Arundhati Roy, ‘The pandemic is a portal’ (Financial Times, 3 April 2020) Available at: <https://www.ft.com/content/10d8f5e8-74eb-11ea-95fe-fcd274e920ca>.

several domestic judicial decisions. The UN Human Rights Council, for example, has repeatedly expressed concern about the disproportionate impacts of climate change on marginalised groups, and highlighted the role of international cooperation in protecting human rights against the impacts of climate change. UN human rights treaty bodies have further stressed the need to limit global temperature rise to 1.5°C above pre-industrial levels in order to minimise the adverse effects of climate change on the enjoyment of human rights. Indeed, pressure from the human rights community contributed to the incorporation of this long-term temperature goal in the Paris Agreement. However, despite a brief decrease in carbon emissions resulting from the COVID-19 pandemic, the world is still heading for a temperature rise of more than 3°C this century.

As societies seek to recover from economic downturn, government policies can and must be brought in line with the goals of the Paris Agreement and related obligations under international human rights law. Bailouts and other forms of public spending, as well as tax policies, must be aligned with the 1.5°C limit and the Paris Agreement’s related goal of ‘making finance flows consistent with a pathway towards low greenhouse gas emissions and climate-resilient development’. This alignment is long overdue: global fossil fuel subsidies, which according to the International Monetary Fund rose to a staggering $5.2 trillion in 2017, up from $4.7 trillion in 2015, directly fuel climate destruction, resulting in human rights infringements, referred to earlier. Unconditional government support to high-emission industries, most notably aviation, as part of COVID-19 recovery efforts similarly contradicts both the goals of the Paris Agreement and States’ obligations under international human rights law. Reports of the COVID-19 pandemic being used as a pretext for pursuing extraction projects without proper due diligence, transparency and free, prior and informed consent of indigenous peoples further underscore the need for a human rights-based approach to both the climate crisis and pandemic recovery.


Finally, the Paris Agreement’s goal of increasing adaptive capacities and fostering climate resilience\(^{34}\) demands enhanced support for COVID-19 recovery efforts in developing and least developed countries. The $2.5 trillion package proposed by UNCTAD in March this year,\(^{35}\) along with a range of other policy measures aimed at mitigating economic damage from the COVID-19 crisis in developing and least developed countries,\(^{36}\) are critical for resilience-building those countries. In terms of quantity, the crisis package proposed by UNCTAD represents less than the bare minimum of what human rights law requires in terms of international cooperation and assistance. The package is similar in size to Official Development Assistance (ODA) that should have been delivered over the last decade in accordance with the 0.7% ODA target, which has long been recognised by human rights bodies as a minimum threshold for developed countries to comply with their obligations of international cooperation and assistance under core human rights treaties.\(^{37}\) The UN High Commissioner for Human Rights has previously called for new and additional sources of finance (such as financial transaction taxes and carbon taxes) to reduce inequalities and fulfil human rights commitments in the face of the climate crisis.\(^{38}\) As the world grapples with the COVID-19 pandemic and its differentiated impacts, this call has gained in importance.

The human rights impact of both the climate crisis and the global pandemic demand international solidarity above and beyond the minimum thresholds for humanitarian assistance and ODA, including as a matter of established international law. The UN Framework Convention on Climate Change (UNFCCC) requires climate action premised on fairness and equity, and specifically obliges developed countries to take the lead in climate action and provide financial resources to developing countries for mitigation and adaptation.\(^{39}\) Additional funding is needed to assist developing countries in averting, minimising and addressing loss and damage resulting from climate change,\(^{40}\) such as the devastation caused by Cyclone Harold in Pacific Island countries.

**Conclusion and recommendations**

The devastation caused by Cyclone Harold in Pacific Island countries, and similar climate loss and damage suffered in other regions, serves as a stark reminder of the urgent need for full compliance with States’ obligations under the UNFCCC, the Paris Agreement and international human rights law.\(^{41}\) Rather than allowing measures taken in response to the pandemic to put

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\(^{34}\) Paris Agreement (n 31) Article 2(1)(b).


\(^{41}\) See further CSO Equity Review Coalition, ‘Can Climate Change Fuelled Loss and Damage Ever Be Fair?’ (2019) Available at: <https://civilsocietyreview.org/report2019/>.
human rights at risk and exacerbate the climate crisis, the pandemic must be used as an opportunity to enhance compliance with the full spectrum of these obligations.

The human rights system has a key role to play in catalysing knowledge and enhancing understanding of what is needed to achieve these goals. At the national level, National Human Rights Institutions (NHRIs) often collect and receive quantitative and qualitative data that sheds light on structural forms of discrimination and associated human rights violations. NHRIs should therefore be included in recovery planning processes, with a clear mandate and sufficient budget to monitor the implementation of pandemic recovery and climate policies from a human rights perspective. Ensuring informed and effective participation of rightsholders in these processes is also essential to ensure alignment of these policies with States’ human rights obligations. This often requires rearranging and reconfiguring institutional arrangements throughout the policy cycle: inclusive agenda setting, policy analysis and formulation, decision-making, implementation and evaluation, plus capacity-building across the board.42

A human rights-based approach to climate action and COVID-19 recovery also requires the development of evidence-based policy scenarios in line with the goals of the Paris Agreement. These scenarios should be used to ensure that the socioeconomic and environmental benefits of sustainable energy policies and investments are reaped in short-term responses to COVID-19, as well as in mid-term recovery and long-term development planning.43 At the same time, incorporating explicit human rights safeguards into relevant laws and policies is vital to prevent and reverse human rights violations connected with energy and extraction projects (such as land grabbing, destruction of sacred sites, mistreatment of local communities and dangerous working conditions).44 The need for these safeguards is even more urgent in light of reports that the COVID-19 crisis is being used as a pretext for suspensions in the enforcement of environmental protection laws.

At the multilateral level, there is a need for better cross-analysis and exchange between human rights mechanisms on the one hand and the international climate change regime on the other. In the run-up to the 26th Conference of the Parties to the UNFCCC, States must include in their Nationally Determined Contributions submitted under Article 4(2) of the Paris Agreement evidence of compliance with their obligations to protect human rights in all measures taken to respond to climate change. In a similar vein, States’ submissions under the Human Rights Council’s Universal Periodic Review process and reporting to human rights treaty bodies should outline measures taken to ensure the achievement of the goals of the Paris Agreement. In both cases, this entails demonstrating that COVID-19 recovery policies accelerate the transition to zero-emission economies in a manner that contributes to the realisation of all human rights. Moreover, it requires laying out what finance and other forms of support are being provided for climate-resilient development and addressing climate loss and damage in in developing countries. As the world faces a myriad of pathways for repairing the ruptures caused by the pandemic, the time for global solidarity to transition to sustainable societies is now.