

# ADDRESSING CLIMATE-RELATED SECURITY RISKS

Conflict sensitivity for  
climate change adaptation  
and sustainable livelihoods

## Guidance Note



# ABOUT THE PROJECT

The European Union (EU) and the UN Environment Programme (UNEP) established a partnership on climate change and security in 2017, with the aim of collaborating to develop integrated approaches to climate-conflict analysis and deliver actions on the ground to address emerging climate-related security risks. Building on the findings of the report commissioned by the Group of Seven (G7), "[A New Climate for Peace](#)," the five-year EU-UNEP Climate Change and Security project (2017-2022) aimed to strengthen the capacity of countries and international partners to **identify environment and climate-related security risks at global, national and community levels, and to programme suitable risk reduction and response measures.**

Implemented by UNEP, this project was supported by the EU Instrument contributing to Stability and Peace (IcSP). To deliver the project, UNEP worked hand in hand with the German think-tank adelphi on analysis, advocacy and capacity development. At national and community levels in Nepal and Sudan, the project was implemented through Practical Action, in close collaboration with local, state and national authorities.

This toolbox was developed to guide the design and delivery of integrated climate-security programming in Nepal and Sudan. It was updated at the end of the project to document lessons learned and good practices from the field.

For more information see: [unep.org/climatesecurity](https://unep.org/climatesecurity)

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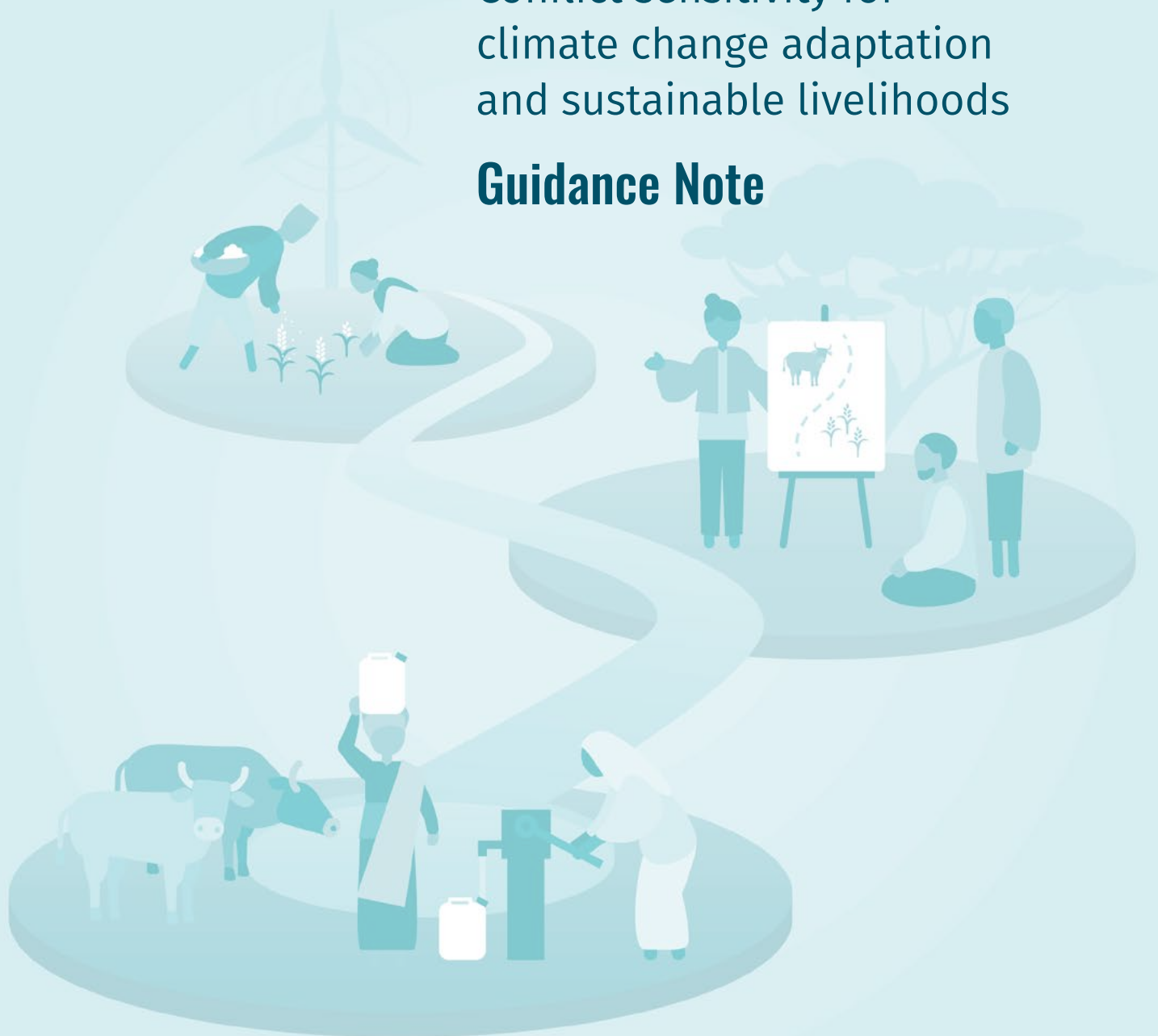
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# INTRODUCTION

This guidance note supports the development of strategies, policies, and projects that seek to increase resilience by linking climate change adaptation, peacebuilding, and sustainable livelihoods.

- ➔ A brief **INTRODUCTION** outlines the need for integrated approaches to address climate-related security risks.
- ➔ **STEP 1** describes a process to identify climate-security risks and to assess the potential for building resilience to these risks.
- ➔ **STEP 2** describes how to translate these assessments into policies and action.

Throughout the note, checklists and guiding questions help readers put these concepts and approaches into action. In addition, a separate monitoring and evaluation (M&E) note provides guidance for measuring the effectiveness of these efforts; and a toolbox lists further reading and additional tools.

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# CLIMATE CHANGE IS A THREAT TO PEACE AND SECURITY

Climate change is one of the 21<sup>st</sup> century's most pervasive global threats to peace and security. It touches all areas of security, peacebuilding and development. Its impacts have already increased the physical insecurity of vulnerable communities, particularly in fragile and conflict-affected settings where governance is limited or ineffective. In these struggling communities, the effects of climate change can adversely affect political stability, food security, economic growth, and human mobility.

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*CLIMATE CHANGE INTERACTS WITH OTHER POLITICAL, SOCIAL, AND ECONOMIC STRESSES TO COMPOUND EXISTING TENSIONS, WHICH COULD ESCALATE INTO VIOLENCE OR DISRUPT FRAGILE PEACE PROCESSES.*

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Climate change interacts with other political, social, and economic stresses to compound existing tensions, which could escalate into violence or disrupt fragile peace processes. In turn, violent conflict and political instability will leave communities poorer, less resilient, and ill-equipped to cope with the consequences of climate change.



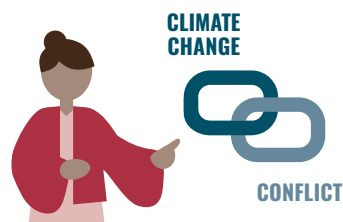
A growing number of high-level statements — most notably, from the UN Security Council and the G7 heads of state — have called for action to address these urgent risks. To date, however, responses to climate change have failed to tackle the full range of knock-on effects. Climate change adaptation or mitigation programmes rarely include specific peacebuilding and conflict prevention objectives or activities. At the same time, climate action and environmental management are often absent from peacebuilding programming. As a result, development organisations frequently design separate programmes for climate change adaptation and peacebuilding, sometimes with conflicting objectives.

These fragmented responses and siloed approaches need to be overcome. Reducing vulnerability to climate change requires integrated and flexible strategies that can address the links between climate change, peace and security. This guidance note seeks to offer a new lens for understanding challenges to sustainable development and a new pathway for building the social and institutional resilience to cope with a range of complex risks.

*For more information on climate-fragility risks, see the Further Reading section of the Toolbox.*

# TO ADDRESS CLIMATE-RELATED SECURITY RISKS, USE A TWO-STEP APPROACH

This guidance note seeks to inform the development and implementation of strategies, policies, or projects that want to build resilience by linking climate change adaptation, peacebuilding, and sustainable livelihoods. It recommends a two-step approach to build resilience to climate-related security risks:



**1 Assess** the links and interactions between climate change, peace, and security, and identify climate-related security risks;



**2 Translate** assessments into appropriate responses that link peacebuilding, climate change adaptation, and development measures.

The approach can be applied to a range of policies, programmes, and projects, and at different scales. It is intended for two main uses:

- ➔ TO INFORM STRATEGY AND POLICY DEVELOPMENT; AND,
- ➔ TO DEVELOP AND IMPLEMENT A PROJECT OR PROGRAMME.

This note can also be used to mainstream climate-security considerations into existing projects, policies and programmes that want to move beyond being “conflict-sensitive” and instead proactively build peace.

## THE GUIDANCE NOTE WILL HELP YOU TO

- ✓ Better understand climate change, peace and security risks; the interlinkages between them; and the challenges and opportunities they present.
- ✓ Draw on existing best practices from peacebuilding and climate change adaptation to design and operate policies and programmes.
- ✓ Maximise the positive contributions of your policies or programmes to climate resilience and peacebuilding.
- ✓ Minimise the unintended negative consequences of your policies or programmes on climate resilience and peacebuilding.

# WHO SHOULD USE THIS GUIDANCE NOTE?

This note is aimed at a broad audience of practitioners in the fields of climate adaptation, development, and peace and conflict, as well as other decision-makers in national, regional, and local government agencies and donor organisations. The guidance note's strength is that it is specifically focused on actors working in fragile, conflict-prone and conflict-affected settings who want to identify climate-related security risks and devise appropriate strategies and policy responses or to design and implement projects that build resilience against climate-fragility risks.

It is intended that policymakers and project and programme managers will find its approach beneficial as they seek more integrated approaches to tackling climate-related security risks. For those with a policy-making function, this tool could, for example, be used to inform Nationally Determined Contributions (NDC), National Adaptation Plans (NAP) or peacebuilding strategies. While for those with a project management role, it can be used to design a new project that links climate change adaptation and peacebuilding or to conflict-proof existing or new disaster risk reduction or climate change adaptation projects.

## THEORY OF CHANGE: LINKING CLIMATE ADAPTATION AND PEACEBUILDING WILL INCREASE RESILIENCE TO CLIMATE-SECURITY RISKS

Climate change risks and peace and security are interconnected, so the responses to them must also be interconnected. The framework we are using to connect these concepts is the well-established concept of sustainable livelihoods. Our underlying theory of change is based upon two insights from the existing research:

- ➔ Climate-related security risks emerge when climate change interacts with other political, social, economic, and environmental pressures, such as rapid urbanisation, inequality, economic shocks, and environmental degradation; and,
- ➔ By linking climate change adaptation and peacebuilding, we can increase resilience to climate-related security risks.

Our guidance is based on two hypotheses that have been tested and proven through empirical research:

- ➔ If **sustainable livelihoods** are the foundation of human security and for successfully coping with and recovering from stresses and shocks, then building capacities that support sustainable livelihoods can build resilience and may also mitigate conflict; and,
- ➔ If **social cohesion**, and inclusive and effective **governance** are key to coping with shocks and stresses (including violent conflict and climate change), then strengthening social cohesion within and between groups, as well as developing inclusive and effective governance, makes it possible to manage shocks peacefully. Social cohesion and improved governance can mitigate the factors that exacerbate fragility and conflict in times of stress, as well as mitigate the impacts of climate change.

Vulnerability is the lack of power or capacity to reduce the risk of a disaster or violent conflict. Addressing climate and conflict risks requires empowering and enabling people to take actions that enhance their power and ability to bring about and facilitate transformational change. Conflict sensitivity is a critical component of the approach to ensure that the changes brought about do not inadvertently increase the risk of conflict.



SOCIAL COHESION AND INCLUSIVE AND EFFECTIVE GOVERNANCE UNDERPIN CAPACITIES TO COPE WITH SHOCKS AND STRESSES INCLUDING VIOLENT CONFLICT

SOCIAL COHESION + INCLUSIVE GOVERNANCE

# RESILIENCE TO CLIMATE-RELATED SECURITY RISKS



**Peacebuilding**



**Climate change adaptation**



**Sustainable livelihoods**

SUSTAINABLE LIVELIHOODS ARE THE FOUNDATION OF HUMAN SECURITY AND FOR SUCCESSFULLY COPING WITH AND RECOVERING FROM STRESSES AND SHOCKS

# ENSURE CONFLICT SENSITIVITY AND FACILITATE STAKEHOLDER INVOLVEMENT

To be successful, the two-step approach to addressing climate-related security risks must avoid unintentionally exacerbating fragility or conflict. Therefore, all strategies, policies, or programmes must be conflict-sensitive. The questions below are intended only as a guide; there are no right or wrong answers.

## Checklist 1

### IS MY PROJECT CONFLICT SENSITIVE?

- Have you conducted a conflict analysis at the local or national level? Does it include an assessment of underlying conflict factors and power dynamics, as well as a stakeholder analysis? Did this analysis inform the design of the project?
- Have you considered whether and how project activities could worsen conflicts or spark new ones? If so, how will you manage and monitor risks to prevent conflict?
- How would your project respond if conflict increased within or close to the project sites?
- What are the specific challenges faced by men and women, young people, and boys and girls?
- What are the underlying values and attitudes about gender that may drive gender inequalities? How might these inequalities affect your project, and how might your project affect these values and attitudes?
- How did you select the project beneficiaries and partners, and was the selection process informed by the conflict analysis (e.g., did it account for divisions along ethnic, political, or social lines)? Were the selection criteria developed with members of the local communities, including both direct beneficiaries and surrounding communities? Who will benefit, and who will not benefit from the intervention?
- Are members of the communities involved in making decisions and planning the programme design, implementation, and monitoring? Do the programme implementation plans include feedback and accountability mechanisms?
- Does your M&E framework reflect the conflict dynamics, including the project's effects on conflict, and the impacts of conflict dynamics on the intervention?
- Do the programme budgets include funding to update the conflict analysis and increase the conflict and gender sensitivity of staff, partners, and community members?

Stakeholder involvement is key to developing conflict-sensitive programs and policies, and to addressing climate-fragility risks effectively. To ensure all relevant stakeholders are included, program designers should first identify all relevant stakeholders, and their interests and expectations, including:

- ➔ **THE BENEFICIARIES** of the project or intervention, especially the most vulnerable and marginalised groups;
- ➔ **THOSE WHO WILL NOT BENEFIT** from the project or intervention, especially in a fragile situation;
- ➔ **GOVERNMENT INSTITUTIONS**, including the relevant national ministries and agencies as well as regional and local government institutions;
- ➔ **SECURITY AND JUSTICE SECTORS**, including armed forces and police; management and oversight bodies such as national security advisory bodies and ministries of defence; the judiciary and justice institutions, such as human rights commissions and ombudsmen; and non-statutory security forces such as liberation armies, guerrilla armies, private security companies, and political party militias;
- ➔ **CIVIL SOCIETY**, such as local and international NGOs, civil society organisations, religious leaders, traditional elders, and women's groups;
- ➔ **ACADEMIC ORGANISATIONS**, such as universities and think tanks;
- ➔ **PRIVATE SECTOR**, such as international, national, and local corporations and businesses;
- ➔ **INTERNATIONAL COMMUNITY**, including donors, multilateral institutions, and regional and inter-governmental organisations; and,
- ➔ **MEDIA** such as journalists and bloggers.

*For more information on how to engage security actors see the "Further reading" section of the toolbox*

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*See toolbox for more information and tips on inclusive planning*

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Engaging stakeholders must be an ongoing process that uses participatory methods, such as workshops, throughout the project. As the facilitator, your organisation or institution will play a key role.



Women, natural resource management. © Maxime Paquin, UNEP

# STEP 1

## ASSESS CLIMATE-RELATED SECURITY RISKS

The first step — assessing the links and interactions between climate change, peace, and security — has two parts:

### **A.** IDENTIFYING CLIMATE-RELATED SECURITY RISKS

To identify the key climate-related security risks in a given setting, you must understand the existing fragility and conflict dynamics and how climate change exacerbates these dynamics. The focus of this analysis is to identify the key climate-fragility risks a country, region or community is facing.

### **B.** ASSESSING RESILIENCE

To assess the resilience of a specific geographic area, community, or group to the identified climate-related security risks, it is important to understand the capacities of different groups to manage, respond or prevent these risks.

Both parts build upon each other and will provide two different perspectives on the challenges. However, you may also choose to undertake only one part; for example, if you already understand the climate-security context, you can skip the first part and move directly to assessing resilience.

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## STEP 1 A

# IDENTIFY CLIMATE-RELATED SECURITY RISKS

Fragility and conflict are always the result of complex interactions between different social, political, economic, cultural, and environmental drivers. In most cases, climate change is just one variable among a range of others that aggravate pre-existing environmental, social, economic and political pressures and stressors. By exacerbating existing challenges climate change can spur knock-on effects, including violent conflict, political instability, displacement, poverty, and hunger.

Note that the expertise to conduct conflict and climate assessments will not always exist in your team or that you might lack a deep enough understanding of the conflict or climate context. In these cases, it is necessary to bring in outside expertise. It might not always be possible to find an expert with conflict analysis and climate vulnerability assessment expertise. In these cases, you might require two sets of expertise. Ideally, these experts should integrate their methodologies and work together to provide one report in order to ensure that their analyses complement each other and that they capture the links between climate change and conflict.

See toolbox: "Terms of Reference for a conflict expert"

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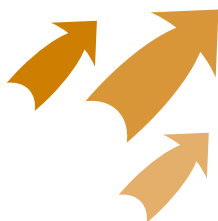
*TO UNDERSTAND THE RELATIONSHIP BETWEEN CLIMATE CHANGE, FRAGILITY AND CONFLICT, WE MUST RIGOROUSLY EXPLORE THE COMPLEX INTERACTIONS BETWEEN DIFFERENT RISK FACTORS AND DRIVERS.*

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Untangling the complex interactions between climate change, peace and security includes three key steps: these complex interactions has three components:

## 1. ANALYSE THE DRIVERS OF CONFLICT AND INSECURITY

These drivers include sudden shocks to a system, such as a sharp rise in food prices or an extreme weather event; pressures from longer-term trends, such as population growth, population movements, or increases in economic inequality; and structural or contextual factors that underlie conflict and fragility, such as marginalisation and grievances, inequitable access to natural resources, or illegitimate or ineffective governments.<sup>7</sup>



**Which shocks** such as a sudden rise in food prices or an extreme weather event create or contribute to insecurity?

**Which pressures** or long-term trends and changes such as population growth, the movement of people or increases in economic inequality are driving insecurity or conflict?

**Which structural** or context factors – such as marginalisation and grievances, inequitable access to natural resources, or illegitimate or ineffective governments – underlie conflict and fragility patterns?

**How** does climate change influence and interact with these conflict drivers?

## 2. MAP THE ACTORS

Identifying the most relevant actors, particularly the most affected groups, and understanding the dynamics between them is a crucial step. While groups such as refugees and internally displaced people may seem homogenous from the outside, they often consist of subgroups with different capacities and interests. It is particularly important to understand the power relationships between actors and the interests that drive their behaviour. The actor map should describe how actors influence each other, and how conflict drivers and dynamics affect group interests and objectives.

See toolbox:  
"Actor mapping"



**What** roles do specific groups play in different conflicts? What are the interests of the target group of the intervention and other relevant actors?

**How** might climate change affect the positions of power or relationships between different groups, for example, will it affect groups' access to natural resources?

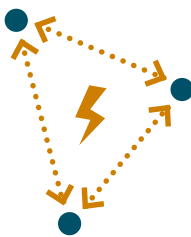
**Which** groups are affected by climate-related security risks, and how? Are there sub-groups within the target group, and how are they explicitly affected by these risks?

**Whose** support is critical to minimise or adapt to climate-fragility risks? Who can threaten the success of this endeavour?

## 3. UNDERSTAND CONFLICT DYNAMICS

Explain how shocks, pressures, and structural factors interact with actors to create different kinds of conflicts and fragility. For example, identify the conditions under which a sudden increase in food prices could lead to political unrest and violent protests. Pay particular attention to how certain drivers reinforce each other and create vicious cycles of increasing fragility and vulnerability.

See toolbox:  
"Drivers and Connectors"



**What** are the current conflict dynamics, and what is the level of violence?

**Under** which conditions do specific conflict dynamics arise?

**How** might climate change impact these conflict dynamics?

**What** are the best, worst, and most likely scenarios for the future of the conflict?

As you analyse drivers, actors and dynamics, your assessment should focus on three factors:

➔ **UNDERSTAND THE LINKS BETWEEN INSECURITY LIVELIHOODS, AND ENVIRONMENT:**

A particular focus of your assessment should be on understanding the links between insecurity livelihoods and the environment. Climate change can exacerbate environmental drivers, increasing livelihood insecurity; livelihood insecurity often increases fragility, which in turn may limit people's capacity to adapt.

➔ **UNDERSTAND THE ROLE OF MARGINALISATION AND THE CONFLICT'S POLITICAL ECONOMY:**

Conflict dynamics are often linked to a history of exclusion, marginalisation, and inequality (real and perceived) between different groups. Understanding the political economy of a conflict, and the power relationships between different actors is key to understanding what drives and sustains it.

➔ **UNDERSTAND THE ROLE OF GOVERNANCE:**

Governance includes all forms of governing undertaken by institutions, especially the services that the state delivers to society, the resources it extracts, and the relationships between these services. Conflict can be exacerbated by inadequate services, tensions between customary livelihoods, and statutory rules, e.g. around the access to natural resources, and lack of ways to seek redress for grievances. Often, governance institutions mirror and perpetuate the marginalisation of certain groups. To devise interventions that strengthen resilience, we must understand the role, limitations, and potential of existing, traditional, and legal governance mechanisms, especially those involved in conflict resolution.

See toolbox:  
"Climate-fragility map"  
or "multi-causal model"



World water day, 28 March. ©Maxime Paquin



## CLIMATE DATA

The assessment should include data on climate changes and projected impacts. In many fragile contexts, however, the data available might be sparse or have uncertainties that preclude clear projections of impacts. In these cases, it might be sufficient to start from the premise that climate change will bring a higher degree of uncertainty — e.g., more or less rainfall, or higher or lower temperatures. You can then assess the capacity for coping and adaptation, particularly of governance actors, in light of this uncertainty. When adaptive capacities and governance are weak, even a small climatic change can have big impacts.

See toolbox:  
"Assessing vulnerability  
to climate change"

Table 1

RAPID CLIMATE-SECURITY RISK ASSESSMENT
<ul style="list-style-type: none"><li>→ What is the <b>history</b> of the conflict in the area?</li><li>→ What are the <b>key conflict issues</b> and how long have they been going on?</li><li>→ Which <b>groups of people</b> are involved?</li></ul>
<ul style="list-style-type: none"><li>→ What issues (e.g., caste, tribe, occupational affiliation, access to resources) <b>divide</b> these groups and what <b>connects</b> them (e.g., shared cultural practices, local peace initiatives)?</li></ul>
<ul style="list-style-type: none"><li>→ What are the key climate change <b>impacts</b>?</li><li>→ How are climate risks <b>managed</b>?</li><li>→ What are the <b>coping mechanisms</b>?</li><li>→ What is the <b>relationship</b> between those affected by conflict and those affected by climate risks?</li></ul>
<ul style="list-style-type: none"><li>→ Where are the <b>conflict-affected</b> areas?</li><li>→ Where are the <b>climate-sensitive</b> areas?</li></ul>
<ul style="list-style-type: none"><li>→ Does conflict <b>get worse</b> at any particular time or period (e.g., time of day, season, during elections, during religious festivals)?</li><li>→ Are these periods <b>linked</b> to environmental challenges?</li></ul>
<ul style="list-style-type: none"><li>→ What are the best, worst, and <b>most likely scenarios</b> for the future of the conflict?</li></ul>

## STEP 1 B

# ASSESS RESILIENCE TO CLIMATE-RELATED SECURITY RISKS

The second step of the assessment process focuses on understanding the resilience of a specific geographic area, community, or group to climate-related security risks.

To set the scope of the resilience assessment, decide which risk(s) to address and which group's resilience needs strengthening. The questions below can help refine the scope of your assessment:

## BUILDING RESILIENCE



### Of whom?

A specific **region** or **community** or **group**, such as IDPs and refugees



### To what?

A specific **climate-security risk**, such as conflicts around natural resources, livelihood insecurity, or recruitment by non-state armed groups



### In what context?

Specific **drivers** of conflict, fragility, and vulnerability, such as population growth, extreme weather events, marginalisation, or poor resource management

This part of the assessment measures resilience along five dimensions that underpin sustainable livelihoods – social, financial, human, natural, and physical. A critical cross-cutting feature of all these dimensions is inclusive and effective governance. When assessing the different dimensions of resilience, you should always consider what role governance plays. For example, while the natural dimension refers to the availability and health of natural resource provision, this is also strongly informed by governance. Without inclusive and effective governance, there is the prospect of unequal access and the potential for inadequate provision and even conflict over natural resources. The following graphics explain each of the five dimensions, provide guiding questions, and describe the type of information you need to assess each dimension.

The **human dimension** represents the skills, knowledge, capacities and abilities of individuals, groups, and communities to cope with and adapt to shocks and pressures, including their ability to pursue different livelihood strategies.

The **financial dimension** refers to available financial resources, including cash and saving, as well as regular inflow of money, such as taxes or incomes.

## INCLUSIVE GOVERNANCE



### Human Dimension

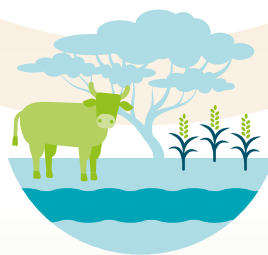
### Financial Dimension

# RESILIENCE TO CLIMATE-RELATED SECURITY RISKS



### Social Dimension

### Physical Dimension



### Natural Dimension

The **social dimension** represents the social capital of individuals, groups, communities, or society as a whole, as well as the social cohesion between individuals, groups, and communities. This dimension includes the personal relationships and social networks that people draw upon to access resources and that increase the ability to work together and cooperate. It also includes the quality of the relationships between different groups.

The **natural dimension** refers to the natural resources and ecosystems, such as water resources for irrigation or for cattle; or forests that provide important ecosystem services such as food or medicinal plants.

The **physical dimension** refers to the basic infrastructure that underpins the livelihoods and resilience of an individual, group, and a community, including affordable transport, secure shelter and buildings, adequate water supply and sanitation, clean and affordable energy, and access to information technologies (communication).



HUMAN DIMENSION	
<b>GUIDING QUESTIONS</b>	<ul style="list-style-type: none"> <li>➔ What is the level of access of different individuals, groups, or communities to basic services, such as health, sanitation, and education?</li> <li>➔ How are the freedoms and human rights of certain individuals, groups and communities restricted?</li> <li>➔ How well can different individuals, groups, or communities sustain their livelihoods and change livelihood strategies?</li> <li>➔ To what extent can different individuals, groups, or communities cope with and adapt to climate change impacts, such as extreme weather events?</li> <li>➔ Do they have effective, legitimate, and accountable leaders?</li> <li>➔ To what extent can different individuals, groups, or communities meaningfully participate in political processes and represent their interests?</li> <li>➔ How do skills, knowledge, capacities, and abilities differ between individuals, groups, and communities?</li> </ul>
<b>INFORMATION REQUIRED</b>	<p>Start with indicators of human health, income, and poverty. Instead of focusing on exact measures, look for differences and variations between individuals, groups, and communities.</p> <p>Education, knowledge, and skills — including both formal education and traditional knowledge — often impact the ability to sustain livelihoods and to change them if necessary. In general, people with diverse sources of income have more resilient livelihoods.</p>



## SOCIAL DIMENSION

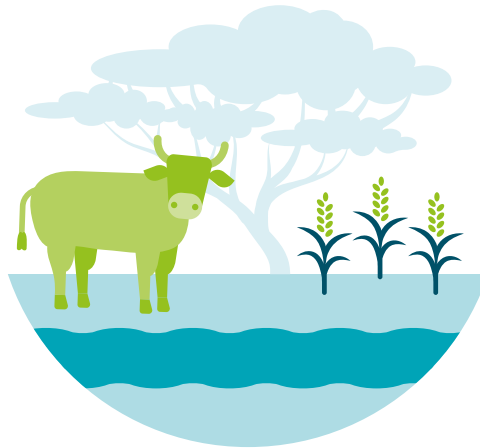
### GUIDING QUESTIONS

- ➔ Do people feel like they belong to their community? Do people feel included or excluded, and why?
- ➔ Describe the quality of relationships and the level of cooperation within and between different groups and communities. What are the tensions and conflicts?
- ➔ How are different groups organised?
- ➔ How does access to social resources differ between individuals and groups? Are specific individuals or groups excluded from certain benefits?
- ➔ How well are groups and communities connected and working with organisations and agencies outside of their community? Are they receiving external support?
- ➔ Do people trust the government, local administration, and local authorities?
- ➔ How are decisions made? Who has access to decision-making processes and who does not?
- ➔ How do people view/experience the effectiveness and equity of justice institutions (police and courts, for example)?

### INFORMATION REQUIRED

Social capital is notoriously hard to measure and quantify. For example, measuring the number of registered groups does not tell you much about the relationships between and among them. However, the social dimension is key to understanding how — and how well — communities and societies function.

Instead of trying to measure it, it might be more helpful to look at overall trends: Is the state of social organisation becoming better or worse? Who has access and, who is excluded? In times of crisis, which groups have strong social capital and which ones do not? Note that tensions and conflicts between different groups show a lack of social capital, while cooperation and regular exchanges reinforce it.



## NATURAL DIMENSION

### GUIDING QUESTIONS

- ➔ What is the current state of the area's natural resources and ecosystems?
- ➔ How well are its natural resources and ecosystems managed? How are decisions over resource management and allocation made?
- ➔ How does dependence on natural resources differ between individuals, groups, and communities?
- ➔ How does access to and availability of natural resources differ between individuals, groups, and communities?
- ➔ How will climate change affect the access to and availability of natural resources and ecosystems? Whose access and availability will change?
- ➔ Are there conflicts over natural resources?

### INFORMATION REQUIRED

Start by assessing the availability and current state of natural resources, including the different pressures (internal and external) that affect natural resources and ecosystems, such as pollution or land use.

It is also important to understand how different groups and communities rely on natural resources and ecosystems, including the direct use of these resources, as well as more indirect uses, such as erosion protection, or even cultural uses, such as symbolic or religious importance. Understanding these differences requires also understanding the rules, regulations, and management mechanisms that control access to natural resources



## PHYSICAL DIMENSION

### GUIDING QUESTIONS

- ➔ Does the area's physical infrastructure support basic services such as health, water and sanitation, and education?
- ➔ Do people have access to safe drinking water and shelter?
- ➔ Does the transportation, water, energy, and communication infrastructure support or hinder livelihood strategies?
- ➔ How do conflict and fragility impact infrastructure?
- ➔ How is access to infrastructure managed? Are certain groups excluded?
- ➔ How resilient is the infrastructure to shocks, such as extreme weather events?
- ➔ Will today's infrastructure meet the long-term needs of its users when taking into account the impacts of climate change?

### INFORMATION REQUIRED

Basic data on infrastructure should be verified through participatory analysis, especially because the importance of certain services to different groups can vary widely. The lack or existence of infrastructure such as roads, decentralised power generation, and water irrigation impacts the livelihoods of population groups in different ways.

It is also important to measure the different levels of access to infrastructure; for example, user fees might exclude poor population groups.



FINANCIAL DIMENSION	
<b>GUIDING QUESTIONS</b>	<ul style="list-style-type: none"> <li>➔ What kind of financial services (e.g., microcredit, loans, and bank accounts) and financial resources (e.g., income) are available to individuals, groups, and communities? Who has access, and who does not?</li> <li>➔ Is income regular and from diverse sources? What role do remittances play?</li> <li>➔ Who controls financial resources — particularly cash — within a community, group, or family? For example, are the financial resources controlled by male members of the household, and what impact does this have?</li> <li>➔ How is financial capital primarily used?</li> </ul>
<b>INFORMATION REQUIRED</b>	<p>In addition to assessing which financial services and resources are available, it is important to understand who has access and who does not.</p> <p>Instead of measuring the exact amounts of financial inflows, it is more important to understand whether they are regular or irregular; and whether they come from one or more sources. More regular and diverse income sources often signify more sustainable and resilient livelihoods.</p>



# STEP 2

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## TRANSLATE ASSESSMENTS INTO POLICIES, STRATEGIES, AND ACTION

This step will help you translate your assessments into policies, strategies, and actions in order to identify “no regret” measures and interventions that build resilience to climate-related security risks. These measures and interventions should have measurable benefits for climate change adaptation, peacebuilding, and development.

Step 2 is divided in three parts:

**A. IDENTIFYING** entry points for policies and strategies to address climate-security risks

**B. DEVELOPING** integrated approaches for building resilience and enhancing peace

**C. CHECKING** the robustness of your interventions

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## STEP 2 A

# IDENTIFY ENTRY POINTS FOR POLICIES AND STRATEGIES

See tables 3 and 4 for examples of entry points and their associated benefits.

See toolbox: "How can a project contribute to conflict prevention and peacebuilding" and "Approach adaptation holistically".

To build resilience, we must first identify entry points that link climate change adaptation, peacebuilding, and the development of sustainable livelihoods.<sup>8</sup>

Start with a solid understanding of the institutional landscape and the most relevant existing policies and strategies. Entry points can be, for example, gaps in existing strategies and policies, or opportunities to better link policies and strategies across different policy fields.<sup>9</sup>

The scope of action will help determine the most strategic entry points. However, look beyond the policies and strategies that you influence directly; instead, seek to build coalitions and work across sectors rather than focus on only one sector or institution.

Convincing other powerful institutions or actors to take climate-related security risks more seriously can be a strategic entry point. For example, if you work on climate policy, find ways that adaptation strategies and policies can help build resilience to peace and security risks. You can also look at the broader policy context and policies in other sectors, such as economic or peacebuilding policies and strategies that do not take climate change impacts into account but could help address compound risks.

**SEEK TO BUILD COALITIONS AND WORK ACROSS SECTORS RATHER THAN FOCUS ON ONLY ONE SECTOR OR INSTITUTION.**

Let's look at an example from UNEP's climate-security interventions in western Nepal, where disputes tend to erupt over access to, use and control of fresh water sources. In the project area, a gap in effective water management policies provided an entry point to engage government departments seeking to enhance measures for disaster risk reduction, particularly as climate change is contributing to more frequent and severe extreme weather events in the area. At the same time, discussions about water management also provided a platform for dialogues between local and regional stakeholders. Improved water management policies -- and the process underpinning their development -- helped to prevent disputes over water access while building more inclusive governance processes and strengthening relationships between different groups.

## CLIMATE CHANGE

Often based on international and national goals, governments' climate change strategies define measures to reduce greenhouse gas emissions and to adapt to climate change impacts. These strategies normally include Nationally Determined Contributions (NDCs) and National Adaptation Plans (NAPs).



**Which** national and local institutions and actors are responsible for environment and climate policies? How effective are they?

**What** is the status of national policies and processes for climate change mitigation and adaptation (e.g., national strategies, national action plans, NAPs, NDCs)? What is the capacity to implement and enforce them?

**Do** climate adaptation strategies and policies include conflict or peacebuilding factors?

**How** are climate adaptation projects implemented? Do they specifically address fragility or conflict issues?

## PEACEBUILDING

In post-conflict countries, peacebuilding strategies include peace agreements, actions, and measures aimed at supporting and removing obstacles to national reconciliation. Note that the issues left out of peace agreements are often just as important as what it is included.



**Which** national and local institutions are responsible for peacebuilding policies and how effective are they?

**How** are national peacebuilding processes and agreements developed and implemented at different levels?

**Do** peacebuilding processes and agreements include natural resource factors or climate risks?

**Are** peacebuilding programs taking into account long-term climate risks?

## DEVELOPMENT

National development plans often include a government's mid- and long-term strategy and goals within a specific policy framework, such as economic development or reforms, social inclusion, national poverty reduction, health care, or infrastructure development.



**Which** national and local institutions and actors are responsible for development? Do different levels of government depend on each other to develop and implement policies, or can they act autonomously?

**Do** sectoral development plans link or address climate and fragility risks?

**Are** climate-fragility risks integrated into strategies and policies that target sustainable livelihoods? What more can be done? For example, do community-managed forests take climate and conflict factors into account?

## CROSS-SECTORAL COOPERATION

Cross-sectoral cooperation is key to ensuring coherent policies and strategies and to realising synergies between climate change adaptation, peacebuilding, and development.



**Which** coordination mechanisms link development, climate change adaptation, and peacebuilding?

**How** can you foster collaboration across various institutions and sectors to ensure a sustained and comprehensive approach? Can you leverage existing cross-institutional collaboration and policies?

**Which** mechanisms encourage critical institutions to integrate climate-fragility risks into their policies?

**Which** frameworks ensure different actors contribute to the sustainable use of resources and a peaceful environment? For example, is there a forum that regularly brings government officials and community representatives together? Are women and marginalised groups empowered to take part in political processes?

## REGIONAL AND LOCAL LEVEL

Look beyond the national level to plans and strategies on the regional or provincial levels and on the local or municipal levels, where, for example, disaster risk reduction or management strategies are often developed. In some countries, specific ministries or departments are responsible for planning at the sub-national level. In others, adaptation plans may break down the objectives of National Action Plans for Adaptation (NAPs) to the local level. Look particularly for links between different levels and sectors. For example, do climate change adaptation strategies take peacebuilding goals into account, or do development plans reference adaptation strategies?

## STEP 2 B

# DEVELOP INTEGRATED CLIMATE CHANGE ADAPTATION AND PEACEBUILDING PROGRAMMING

Start by grouping the challenges and strengths you identified in your resilience assessment into thematic clusters. You may need to revise some of the findings and add new challenges and strengths. Within the thematic clusters, identify the challenges and strengths that your organisation or institution is most likely to influence, taking into account your mandate, resources, structures, and access, guided by these questions:

- ➔ WHICH OF THE CHALLENGES THAT YOU IDENTIFIED CAN YOUR ORGANISATION OR INSTITUTION HELP ADDRESS?
- ➔ WHICH POSITIVE DEVELOPMENTS OR EXISTING CAPACITIES AND STRENGTHS CAN YOUR ORGANISATION OR INSTITUTION REINFORCE?

*See tables 3 and 4 for examples of objectives and their associated benefits.*

Next, identify objectives and actions, including the higher-level goals or outcomes that your project seeks to achieve. Deciding between different objectives and actions can be difficult, particularly in the face of multiple, uncertain risks. Focus on objectives and actions that build resilience by linking climate change adaptation, peacebuilding, and sustainable livelihoods to achieve benefits across all three dimensions.

After identifying the objectives and actions, develop a theory of change. Any good programming is based on a clear and credible theory of change, which states how your strategy will lead to the desired outcome of greater resilience to specific risks. Based on your assessment, you can hypothesize that certain activities will build resilience. For example, building better relationships between different groups of water users may improve peacebuilding, climate change adaptation, and sustainable livelihoods.

Your theory of change should explicitly state how certain activities will address the risks you identified through your climate-security assessment.

*See the M&E guidance note for more information and practical guidance on how to monitor and evaluate strategies and projects that address climate-fragility risks.*

A clear theory of change is also key for implementation and especially for effective monitoring and evaluation (M&E). M&E frameworks are usually developed during the planning stage of a project and evaluations conducted at the mid-term and end of the project. Instead, we recommend continually monitoring and evaluating your programme across all stages of the programme cycle (see the M&E Framework Checklist below). Regularly measuring progress is key to effective management and incorporating lessons learned.<sup>9</sup>

## GENERAL PRINCIPLES FOR PROGRAMMING IN FRAGILE AND CONFLICT-AFFECTED STATES AND SITUATIONS<sup>2</sup>

The table below provides a quick overview of guiding principles for programming in fragile contexts. It draws upon the *OECD-Development Assistance Committee's Principles for Good Engagement in Fragile States and Situations*, and is based on USAID's Climate and Conflict Annex to the *USAID Climate-Resilient Development Framework*.

Table 2

RECOMMENDATION	GUIDANCE
CONTEXT AS A STARTING POINT	<ul style="list-style-type: none"> <li>➔ Programming must take account the current situation, vulnerabilities (e.g., political, social, and climate-related), and social and institutional capacity.</li> <li>➔ Contextual changes could exacerbate existing tensions or create new tensions related to the environment and natural resources.</li> </ul>
ENSURE ALL ACTIVITIES ARE CONFLICT-SENSITIVE	<ul style="list-style-type: none"> <li>➔ At a minimum, your activities need to be conflict-sensitive and follow the "do no harm" principle.</li> <li>➔ Include consultations with the local population, respond to the needs of the people, take power distribution and social order into account, and avoid pitting groups against each other.</li> <li>➔ Given the long-term goals of programming related to climate change adaptation, peacebuilding, and sustainable livelihoods, the key to sustainable outcomes is ensuring that approaches foster or complement efforts to improve governance.</li> <li>➔ Conflict analysis should inform the design and implementation of responses in conflict-affected and fragile areas.</li> </ul>
FOCUS ON BOLSTERING INSTITUTIONS AND GOOD GOVERNANCE	<ul style="list-style-type: none"> <li>➔ Programs should aim to strengthen local social and institutional capacity to understand and manage climate and conflict risks, including support for effective adaptive capacities and conflict management mechanisms.</li> <li>➔ There are opportunities to bolster general resilience by strengthening governance structures and ensuring that they are capable of adapting to changing circumstances.</li> </ul>
STATE A CLEAR, CREDIBLE THEORY OF CHANGE	<ul style="list-style-type: none"> <li>➔ To the extent that climate initiatives intend to influence peace and security dynamics or that peacebuilding intends to reduce climate vulnerability, programs should have clear theories of change and conduct conflict-relevant baseline analysis to inform their monitoring and evaluation plans.</li> </ul>
ADDRESS STATE AND SOCIETY DIMENSIONS OF THE CHALLENGE	<ul style="list-style-type: none"> <li>➔ Both a top-down and a bottom-up approach to project planning are necessary and should be linked.</li> <li>➔ An exclusively top-down approach fails to account for local-level vulnerabilities and presumes that local communities trust state government and other formal structures, which is often not the case in fragile and conflict-affected states and situations. At the same time, an exclusively local-level strategy ignores the role and responsibility of the state government for providing local services and ensuring sustainable systemic changes; it also risks further weakening the central governance structures and exacerbating local perceptions of an illegitimate and ineffective government.</li> </ul>
APPROACH ADAPTATION HOLISTICALLY	<ul style="list-style-type: none"> <li>➔ Climate change funding should not be limited to "narrow and technical interpretations of adaptation."</li> <li>➔ The ability of individuals and communities to cope with climate variability is linked to the context and trends of their day-to-day lives, such as the strength of their governance structures, market access, and the availability of social services. Sometimes a non-climate solution will be the most effective way to enhance adaptive capacity (e.g., education or conflict resolution).</li> </ul>
REMAIN FLEXIBLE	<ul style="list-style-type: none"> <li>➔ Due to the uncertainty about how specific climate changes and conflict risks will develop, funding decisions, policies, and program responses must incorporate a significant amount of flexibility and adaptability.</li> <li>➔ Institutions need to accommodate responses in a way that permits experimentation and adjustments as programs evolve.</li> </ul>

Adapted from: USAID 2015, pp. 30-31



Mission to Nepal, 2015. © Purna Chandra Lal Rajbhandari, UNEP

## Checklist 2

### M&E FRAMEWORK CHECKLIST:

- Does your M&E framework capture the effects that the project will have on conflict and fragility, as well as the impacts that conflict and fragility dynamics could have on the intervention?
- Are M&E considerations integrated across the project cycle?
- Are all of the important stakeholders involved in the M&E process? Are data and information made available to all stakeholders?
- Does the M&E framework capture all of the intended outcomes, as well as the unintended negative and positive impacts?
- Do the M&E systems capture changes in relationships between conflicting groups, as well as changes in levels of insecurity? Since different groups are affected differently, data must be disaggregated; do not assume that groups such as 'community', 'women', and 'men' are homogenous.
- How will the M&E analysis inform adjustments to the project?
- Do you have all the necessary baseline information?
- Can the findings from your assessment contribute to the baseline data for the project's M&E framework? You might need to add questions to the assessment to secure the most relevant baseline information.

## STEP 2 C

# CHECK THE ROBUSTNESS OF YOUR INTERVENTIONS

As a final step, check the robustness of your planned intervention to ensure that it is best able to address future change. Building resilience to climate-related security risks is particularly complicated because fragile and conflict-affected contexts are highly dynamic and volatile. At the same time, the exact nature of future climate change is often unknown; we face different possible future pathways, such as different predictions of future water availability.

Developing scenarios can help us deal with these kinds of systemic risks and high uncertainty. By projecting the drivers, dynamics, and behaviour of actors identified in the assessment, we can develop different possible scenarios that describe how climate change, peace, and security will interact in the future. Ideally, this scenario exercise would bring different stakeholders together and help create shared ownership of the results. However, if time or resources are limited, the exercise can also be done with a small group.

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*DEVELOPING SCENARIOS CAN HELP US DEAL WITH SYSTEMIC RISKS AND HIGH UNCERTAINTY.*

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To assess the robustness of interventions, develop three scenarios — optimistic, pessimistic, and mixed (or status quo) — for a specific time in the future (e.g., five years ahead). These scenarios should explain how the political, economic, social, and environmental situation has changed and why. Each scenario should be coherent, plausible, and challenging. Avoid differentiating scenarios by their likelihood.

Use these scenarios to test different actions, strategies, policies, or theories of change by asking the question: What would these future developments mean for your strategy, policy, or project? Those interventions that would deliver benefits across multiple scenarios are the most robust to future change. For example, if part of your intervention focuses on improving livelihoods in parts of the Sahel facing an increased variability in rainfall, you could look for those livelihood strategies that would provide income under more variable climatic conditions, such as non-irrigation dependent agriculture jobs, non-primary sector livelihood options or a mix of livelihood strategies that allow people to adapt to different climatic changes.

*For more information on scenario planning see the toolbox.*

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Table 3




POLICY LEVEL	PROJECT LEVEL
<b>EXAMPLES OF ENTRY POINTS AND OBJECTIVES</b>	
<p>Improve land <b>tenure rules and access rights</b> for different user groups, particularly vulnerable and marginalised groups.</p>	<p>Improve natural resources <b>management</b> by building relationships between different user groups.</p>
<b>CLIMATE ADAPTATION BENEFIT</b>	
 <p>Secure land tenure arrangements (particularly if they increase land access for vulnerable and marginalised groups) can improve the capacities of communities to adapt to the impact of climate change on livelihoods.</p>	<p>Building relationships between different user groups can enable the transfer of climate adaptation knowledge. For example, building trust between government and community groups makes it easier for the government to introduce new, climate-resilient crops.</p>
<b>PEACEBUILDING BENEFIT</b>	
 <p>Insecure land rights or a lack of access to land can contribute to conflict between groups competing for this land. Clear land tenure rules, transparent and inclusive land management, and equal access to land for all user groups can decrease the risk of conflict.</p>	<p>Access to and control of natural resources can potentially be a source of conflict between different user groups. Better relationships between different groups can improve the management of resources and reduce the possibility of conflict. For example, establishing boundaries between croplands and grazing lands can help reduce conflict between farmers and herders.</p>
<b>DEVELOPMENT BENEFIT (IN TERMS OF SUSTAINABLE LIVELIHOODS)</b>	
 <p>For many communities, land and the benefits it provides are the most important source of livelihoods and income. Developing and implementing rules for equal access to land is therefore critical for sustainable development and for tackling related challenges, such as malnutrition and unemployment.</p>	<p>Finite natural resources, such as land and forestry, are susceptible to overuse and even accidental destruction by user groups. Building better relationships between different user groups can support more balanced management of these resources so they can provide sustainable livelihoods to communities.</p>

Table 4

POLICY LEVEL	PROJECT LEVEL
<b>EXAMPLES OF ENTRY POINTS AND OBJECTIVES</b>	
<p>Improve <b>Disaster Risk Reduction</b> policies and capacities to build resilience and trust in government.</p>	<p><b>Build trust</b> between communities and government by developing early warning systems.</p>
<b>CLIMATE ADAPTATION BENEFIT</b>	
<p>Disaster Risk Reduction policies can help communities adapt to a host of climate change hazards including flooding, drought, extreme weather events, and forest fires through efforts such as early warning systems, nature-based solutions, and improved coordination techniques.</p>	<p>Early warning systems for climate change-related flooding can enable threatened communities to move to a safe place. These systems are particularly effective when combined with a shelter for displaced communities.</p>
<b>PEACEBUILDING BENEFIT</b>	
<p>Successful Disaster Risk Reduction policies that demonstrably build adaptive capacity can, if implemented by governments, contribute to developing trust between the government and those they govern.</p>	<p>Mistrust between government and communities can spur tensions. An early warning scheme developed by the government and local communities can help build trust. For example, a flood early warning system that includes the community can improve both a community's ability to respond to a disaster and its relationship with the government.</p>
<b>DEVELOPMENT BENEFIT (IN TERMS OF SUSTAINABLE LIVELIHOOD)</b>	
<p>Livelihoods can be protected through Disaster Risk Reduction policies that combine early warning systems and adaptation or mitigation measures. These policies can provide communities with the opportunity to protect their crops, animals, and homes when faced with a natural disaster.</p>	<p>Sustainable livelihoods are underpinned by early warning systems that help communities protect their crops and homes in the case of floods. For example, an early warning system can give communities time to move animals to higher ground before damage occurs.</p>



# CASE STUDIES



**CASE STUDY 1**

# BUILDING RESILIENCE TO CLIMATE-RELATED SECURITY RISKS IN WEST KARNALI, NEPAL



## IMPROVING THE INCLUSION OF MARGINALISED GROUPS WITH CLIMATE-SMART ALTERNATIVE LIVELIHOODS

Livelihood insecurity in the Karnali River Basin is one of the key drivers of seasonal and permanent out-migration, particularly among young men. Those who remain behind – often women – are tasked with increased burdens to compensate for lost income of family members who migrate.

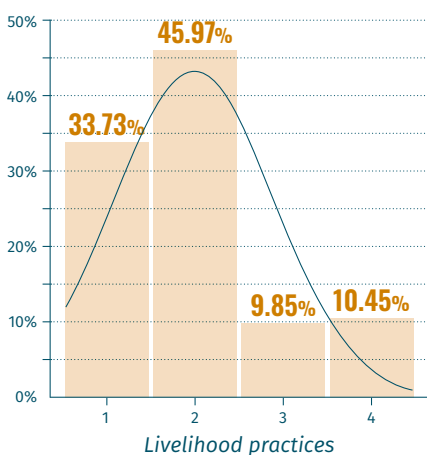
This was the case for Geeta Tharu in Nangapur village, when extreme flooding in 2017 and again in 2019 destroyed her family’s crops. To cope, Ms. Tharu’s husband migrated to the capital Kathmandu for most of the year to work in the informal construction business, leaving Ms. Tharu behind to support their family.

The EU-UNEP Climate Change and Security Project supported alternative and climate-resilient livelihoods for vulnerable households to create more favourable economic conditions in the region. Together with local government, community members identified marketable and climate-smart economic opportunities, both on and off-farm.

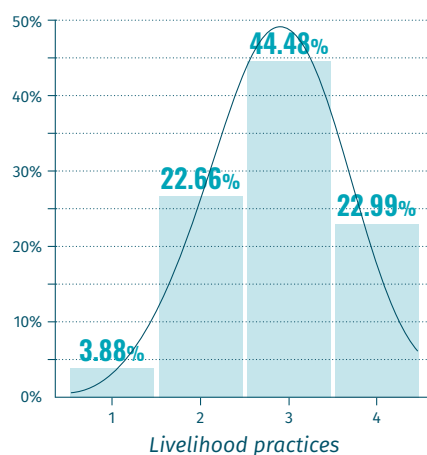
With support from the project, Ms. Tharu enrolled in a small business training course and received seed funding to start her own small restaurant in her village. In her first year of business, Ms. Tharu earned a daily income of USD 10 to 15 and saved more than USD 500. The business enabled Ms. Tharu to send her daughter to a private school and brought her husband home to reside permanently in Nangapur and support the family enterprise.

Ms. Tharu’s story is not unique. At the start of the project, the majority of households in the project area (78 percent) relied on one or two livelihood practices, most of which were agricultural and highly vulnerable to changing weather patterns. By the end of the project, however, 67 percent of households had at least three different livelihood practices, allowing them to adapt the source of income to the season and prevailing climatic conditions, and nearly all surveyed (95 percent) reported improved income as a result of project activities.

**Livelihood diversification before the project**  
(n=335)



**Livelihood diversification after the project**  
(n=335)



Geeta and a billboard advertising her eatery. © Ram K. Guring

## CASE STUDY 2

# BUILDING RESILIENCE TO CLIMATE-RELATED SECURITY RISKS IN NORTH DARFUR, SUDAN

## RESTABILISING JOINT MANAGEMENT OF MIGRATORY ROUTES

In North Darfur, Sudan climate change is contributing to shrinking the natural resource base which underpins livelihoods for farmers and pastoralists in the region. Farmers, who depend on reliable and predictable weather patterns, are less productive than in previous years, and pastoralists have watched once reliable water sources or fertile grazing areas dry up in some areas, while insecurity has made other areas inaccessible.

Fertile land and available water sources are therefore highly sought after, and during the migratory seasons (July-August and November-December) conflicts between farmers and herders tend to occur when animals encroach into fields and damage crops, or when crops are cultivated on migratory routes or animal grazing land.

In the past, migratory routes were jointly managed by farmers in the region and pastoralists, who rely on the routes to access available grazing areas and water sources. However, these traditional mechanisms have become dysfunctional or no longer exist, and many rules and regulations are not properly implemented.

To address these challenges, the EU-UNEP Climate Change and Security Project piloted a participatory process to re-establish the joint management of migratory routes in the Wadi El Ku water catchment area. The process brought together pastoralists, farmers and government representatives to assess challenges leading to conflict, identify conflict hotspots along the routes, and develop joint solutions for conflict prevention.

*FROM THE AWARENESS AND TRAINING OUR COMMUNITIES RECEIVED IN THE FIELD OF CONFLICT RESOLUTION AND JOINT ANIMAL MIGRATORY ROUTES MANAGEMENT – PARTICULARLY OUR YOUNG MEN AND WOMEN – WE DECIDED TO CONVENE ONE SOCIAL EVENT IN OUR VILLAGE OF ED ALBAIDA. [...] AS THE NATIVE ADMINISTRATION LEADER, I WELCOMED OUR GUESTS, NOMADIC PASTORALISTS FROM SOUTH AND EAST DARFUR, TO LIVE WITH US AND SHARE OUR RESOURCES FOR PEACEFUL CO-EXISTENCE AND GOOD RELATIONSHIPS BOTH SOCIALLY AND ECONOMICALLY.*

*IBRAHIM ALI DAWALBAIT, TRADITIONAL LEADER IN ED ALBAIDA VILLAGE*

### KEY RESULTS OF THE PROCESS WERE:

- ➔ Joint identification and demarcation of conflict hotspots along 30 kilometers of migratory routes (e.g. areas with significant agriculture activity)
- ➔ Expansion of migratory routes from 50 to 150 meters wide
- ➔ Development of a joint action plan for conflict prevention
- ➔ Improved access to water and veterinary services along the routes



Tribe leader Omda Omer Ali Abdalla © Maxime Paquin, UNEP



Wadi El Ku Integrated Catchment Management Project. © Maxime Paquin, UNEP



