

GUIDANCE NOTE

ADDRESSING CLIMATE-FRAGILITY RISKS

LINKING PEACEBUILDING, CLIMATE CHANGE ADAPTATION,
AND SUSTAINABLE LIVELIHOODS

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-fragility risks.*
- Step 1 describes a process to identify climate-fragility risks and to assess the potential for 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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Introduction

Climate change is a threat to peace and security

Climate change is one of the 21st 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 could adversely affect political stability, food security, economic growth, and human mobility.

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 address the full range of knock-on effects. Most climate change programmes do not address conflict and often ignore future conflict impacts. In the rare instances where conflict is acknowledged, it is almost always treated as a standalone objective. As a result, development organizations 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 and fragility. 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.¹

To address climate-fragility risks, use a two-step approach

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

- A. **Assess** the links and interactions between climate change, fragility, and conflict, and identify climate-fragility risks; and,
- B. **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-fragility considerations into existing projects and programmes that want to move beyond being “conflict sensitive” and instead proactively build peace. This guidance note will help you to:

¹ For more information on climate-fragility risks, see the Further Reading section of the Toolbox.

- Better understand fragility, conflict, and climate 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. It is specifically focused on actors working in conflict-prone and conflict-affected settings who want to identify climate-fragility risks and devise appropriate strategies and policy responses or to design and implement projects that build resilience against climate-fragility risks.

Theory of change: Linking climate adaptation and peacebuilding will increase resilience to climate-fragility risks

Climate change risks and fragility 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:

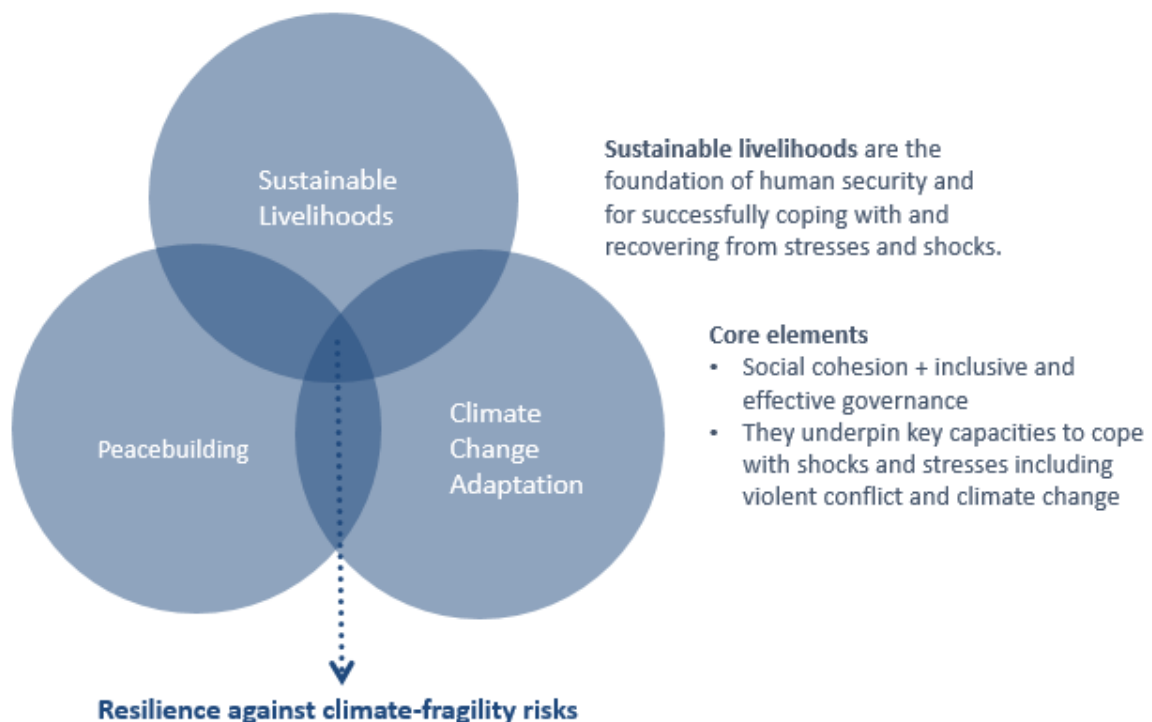
- Climate-fragility risks emerge when climate change interacts with other political, social, economic, and environmental pressures, such as rapid urbanization, inequality, economic shocks, and environmental degradation; and,
- By linking climate change adaptation and peacebuilding, we can increase resilience to climate-fragility 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;² and,
- If **social cohesion** and inclusive and effective **governance** are key to coping with shocks and stresses (including violent conflict³ 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 fragility risks requires empowering and enabling people to take

² DFID 1999: Sustainable livelihoods guidance sheets. Adapted from Chambers, R. and G. Conway (1992) Sustainable rural livelihoods: Practical concepts for the 21st century. IDS Discussion Paper 296. Brighton: IDS.

³ Colletta, Nat; and Michelle Cullen 2000: The Nexus between Violent Conflict, Social Capital and Social Cohesion: Case Studies from Cambodia and Rwanda, Social Capital Initiative Working Paper No. 23. Retrieved 14.06.2018 from <http://siteresources.worldbank.org/INTSOCIALCAPITAL/Resources/Social-Capital-Initiative-Working-Paper-Series/SCI-WPS-23.pdf>.

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.



Ensure conflict sensitivity and facilitate stakeholder involvement

To be successful, the two-step approach to addressing climate-fragility risks must avoid unintentionally exacerbating fragility or conflict. Therefore, all strategies, policies, or programmes must be conflict sensitive.

Checklist: Is my project conflict sensitive?

These questions are intended only as a guide; there are no right or wrong answers.

- 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?
- 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, 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;⁴
- 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.

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.⁵

⁴For more information on the risks and opportunities of engaging with the security sector, see the Further Reading section of the Toolbox.

⁵For more information and tips on inclusive planning, see the Toolbox.

Step 1: Assess Climate-Fragility Risks

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

A. Identify climate-fragility risks

To identify the key climate-fragility 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. Assess resilience

To assess resilience of a specific geographic area, community or group to the identified climate-fragility risks, you must understand the main strengths and weaknesses in withstanding climate-fragility 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 have very little time understanding of the links between conflict and climate risks, you can focus on the first part of the assessment. If you already know the climate-fragility risks that you would like to address, you can skip the first part and move directly to assessing resilience.

1.A Identify climate-fragility 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 problems, climate change can spur knock-on effects, including violent conflict, political instability, displacement, poverty, and hunger.

To understand the relationship between climate change, fragility, and conflict, we must rigorously explore the complex interactions between different risk factors and drivers. Untangling these complex interactions has three components:

- **Analyse the drivers of conflict and fragility:** These drivers include sudden **shocks** to a system, such as a sudden 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

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