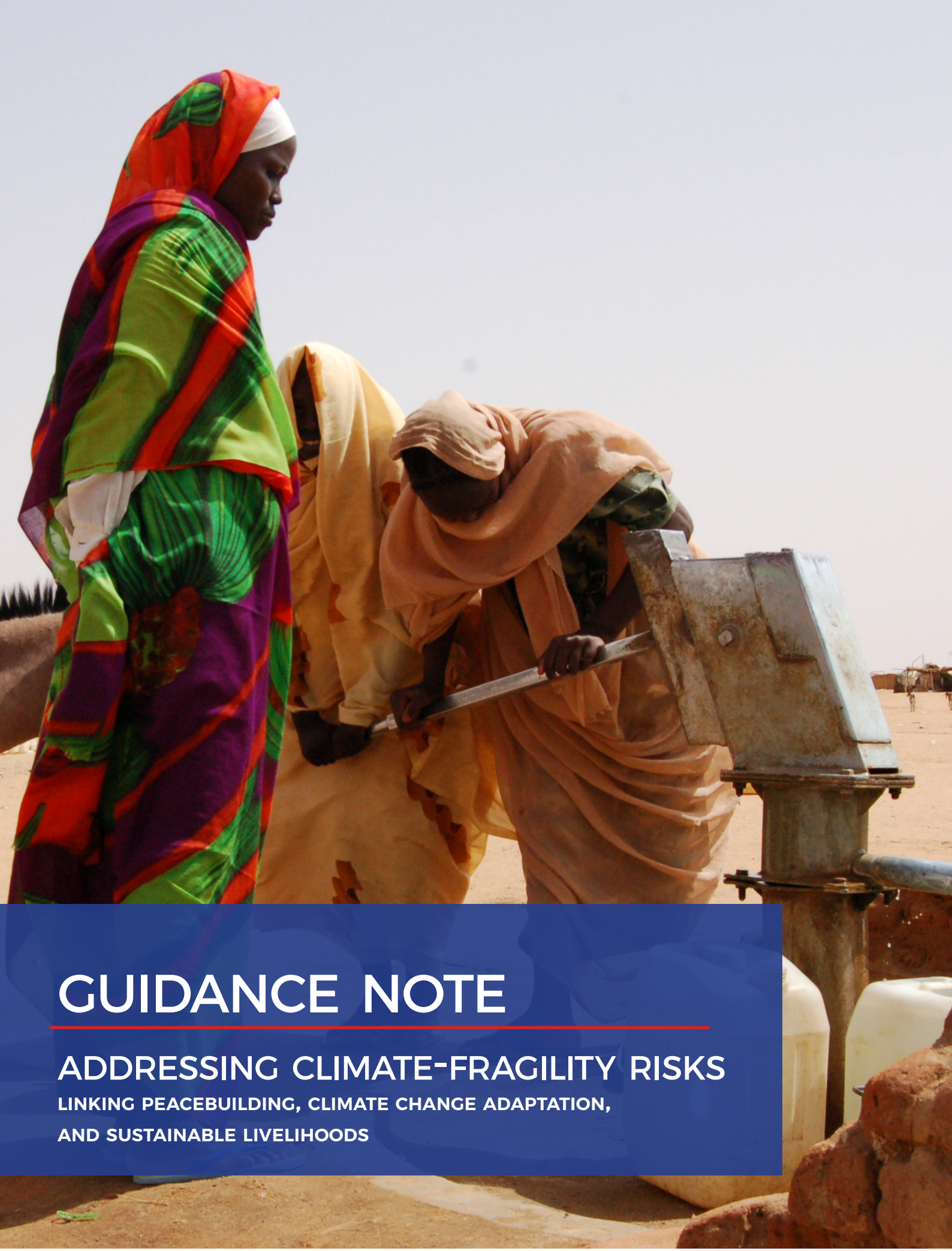

GUIDANCE NOTE

ADDRESSING CLIMATE-FRAGILITY RISKS

LINKING PEACEBUILDING, CLIMATE CHANGE ADAPTATION, AND SUSTAINABLE LIVELIHOODS

adelphi

UN environment
United Nations Environment Programme

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:

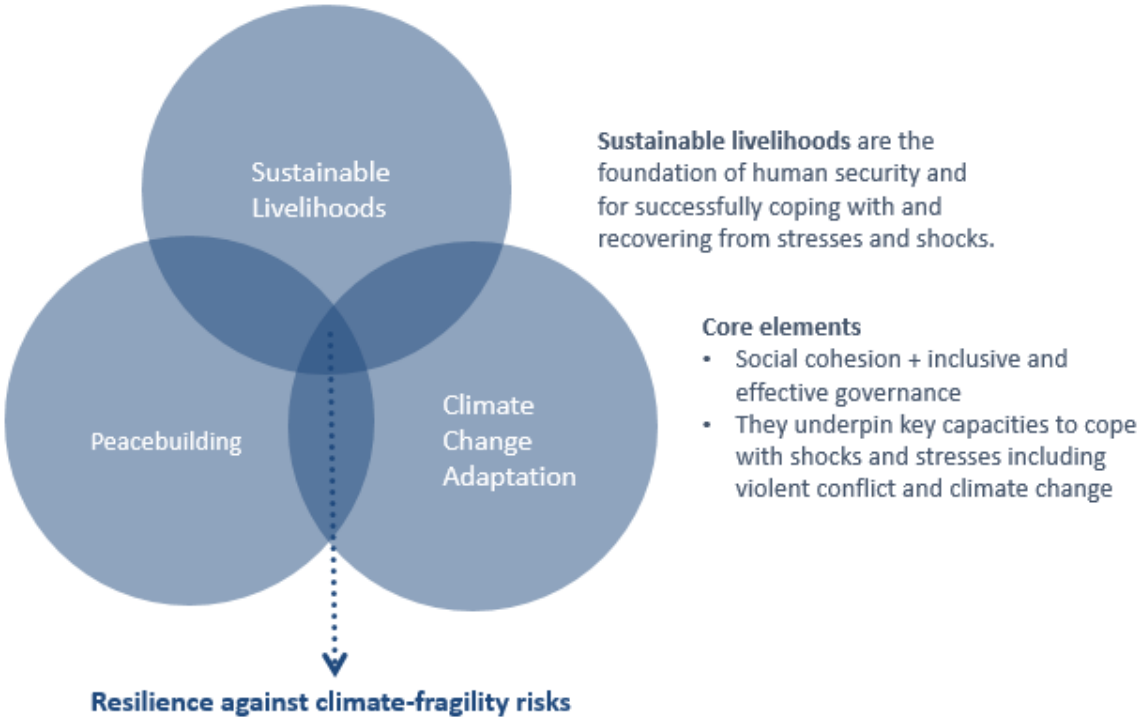
- Climate-fragility risks emerge when climate change interacts with other political, social, economic, and environmental pressures, such as rapid urbanization, inequality, economic shocks, and environmental degradation; and,
- By linking climate change adaptation and peacebuilding, we can increase resilience 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 conflict[3] 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]

[4]For more information on the risks and opportunities of engaging with the security sector, see the Further Reading section of the Toolbox.
[5]For 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 illegitimate or ineffective governments. **See toolbox: The Conflict Tree or Pressures and shocks/driver map**
    - Which shocks such as a sudden rise in food prices or an extreme weather event create or contribute to fragility?
    - Which pressures or long-term trends and changes such as population growth, the movement of people or increases in economic inequality are driving fragility and conflict?
    - Which structural or context factors – such as marginalization 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?

- **Map the actors**: Identifying the most relevant actors, particularly the most affected groups, and understanding the dynamics between them is a key step. While groups such as refugees and internally displaced people may seem homogenous from the outside, they often consist of sub-groups 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-fragility risks—and how? Are there sub-groups within the target group, and how are they specifically affected by climate-fragility risks?
    - Whose support is critical to minimise or adapt to climate-fragility risks? Who can threaten the success of this endeavour?
- **Understand the dynamics of conflict and fragility**: 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 fragility, livelihoods, and environment:** A particular focus of your assessment should be on understanding the links between fragility, 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. **See toolbox: Climate-fragility map or multi-causal model**
- **Understand the role of marginalisation and the conflict's political economy:** Ongoing conflicts and fragility dynamics are often part of a long 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. Conflicts or fragility 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.

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 include 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.[6]

Rapid climate-fragility risk assessment
If you have little time or if you need a quick overview, you can conduct a rapid climate-fragility risk assessment using the following questions: • What is the history of the conflict in the area? What are the key conflict issues and how long have they been going on? Which groups of people are involved? • What issues (e.g., caste, tribe, occupational affiliation, access to resources) divide these groups and what connects them (e.g., shared cultural practices, local peace initiatives)? • What are the key climate change impacts? How are climate risks managed? What are the coping mechanisms? What is the relationship between those affected by conflict and those affected by climate risks? • Where are the conflict-affected areas? Where are the climate-sensitive areas? • Does conflict get worse at any particular time or period (e.g., time of day, season, during elections, during religious festivals)? Are these periods linked to environmental challenges? • What are the best, worst, and most likely scenarios for the future of the conflict?

1.B Assess resilience to climate-fragility risks

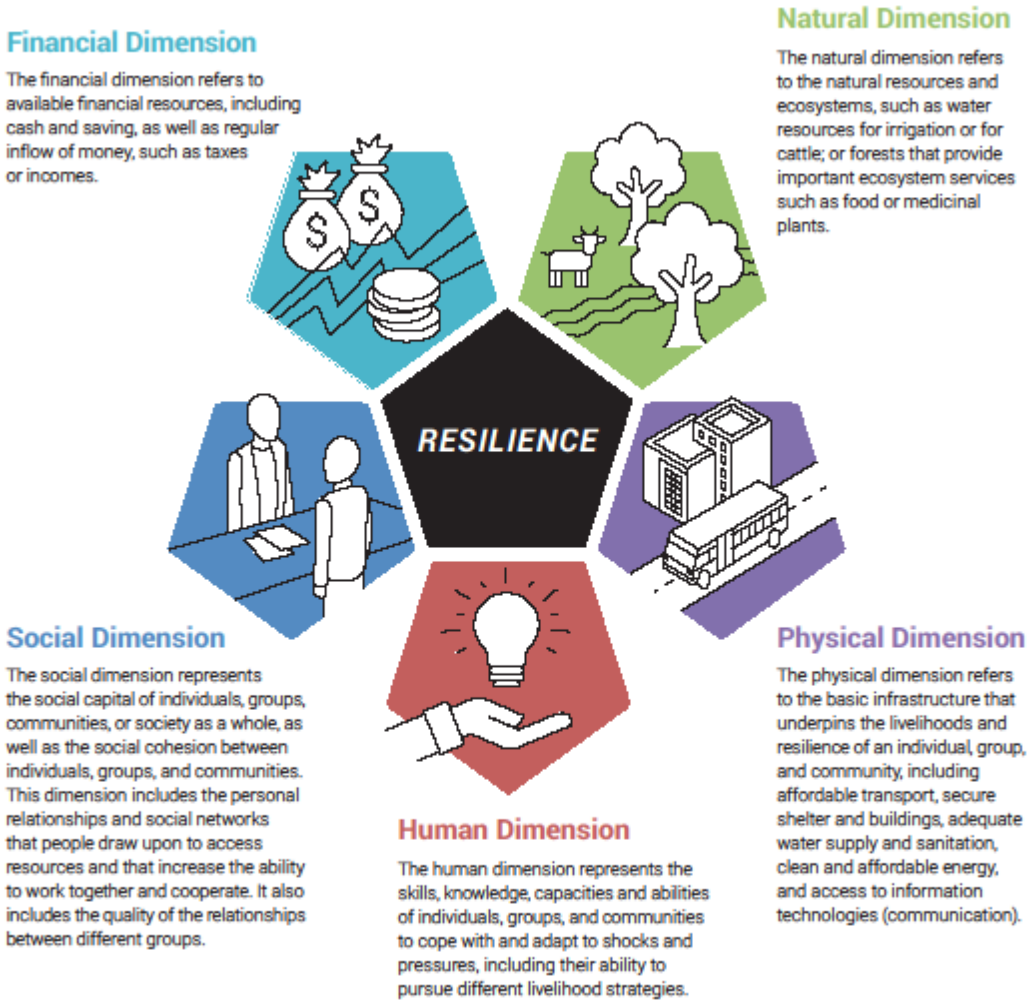
The second part of the assessment process focuses on understanding the resilience of a specific geographic area, community, or group to climate-fragility risks.

To set the scope of the resilience assessment, decide which climate-fragility risk(s) to address and which group's resilience needs strengthening. The table 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-fragility 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*

[6] For more information, see "Assessing vulnerability to climate change" in the Toolbox.

This part of the assessment measures resilience along five dimensions—social, financial, human, natural, and physical—that underpin sustainable livelihoods. The following graphics explain each of the five dimensions, provide guiding questions, and describe the type of information you need to assess each dimension.



Human dimension

Guiding questions:

- What is the level of access of different individuals, groups, or communities to basic services, such as health, sanitation, and education?
- How well can different individuals, groups, or communities sustain their livelihoods and change livelihood strategies?
- To what extent can different individuals, groups, or communities cope with and adapt to climate change impacts, such as extreme weather events?
- Do they have effective, legitimate, and accountable leaders?
- To what extent can different individuals, groups, or communities meaningfully participate in political processes and represent their interests?
- How do skills, knowledge, capacities, and abilities differ between individuals, groups, and communities?

Information required:

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.

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.

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 level of cooperation within and between different groups and communities. What are the tensions and conflicts?
- How are different groups organized?
- 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?

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 than 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 does dependence on natural resources differ between individuals, groups, and communities?
- How does the 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

Guiding questions:

- 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?
- Is income regular and from diverse sources? What role do remittances play?
- 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?
- How is financial capital primarily used?

Information required:

In addition to assessing which financial services and resources are available, it is important to understand who has access and who does not.

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.

Step 2: 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-fragility risks. These measures and interventions should have measurable benefits for climate change adaptation, peacebuilding, and development.

Step 2 is divided in three parts:

A. Identify entry points for policies and strategies to address climate-fragility risks

B. Develop resilience-building interventions and climate-fragility programming

C. Check the robustness of your interventions

2.A Identify entry points for policies and strategies

To build resilience, we must first identify entry points that link climate change adaptation, peacebuilding, and the development of sustainable livelihoods. By using these entry points, we can potentially attain climate change adaptation, peacebuilding, and development benefits.

To identify these entry points, we need to understand 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. *(See Table 1 for examples of entry points and their associated benefits.)*

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-fragility 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 climate-fragility 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 climate-fragility risks.[7]

[7] For more information, see "How can a project contribute to conflict prevention and peacebuilding" and "Approach adaptation holistically" in the Further Reading section of the Toolbox.

Guiding questions to identify entry points for policies and strategies

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. These strategies normally include Intended Nationally Determined Contributions (INDCs) and National Adaptation Plans of Actions (NAPAs).

- 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, NAPAs, INDCs)? What is the capacity to implement and enforce them?
- Do climate adaptation strategies and polices 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?

Guiding questions to identify entry points for policies and strategies

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. And in others, local adaptation plans may break down the objectives of National Action Plans for Adaptation (NAPAs) 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?

2.B Develop resilience-building interventions and climate-fragility 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 organization or institution help address?
- Which positive developments or existing capacities and strengths can your organization or institution reinforce?

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. (*See Table 1 for examples of objectives and their associated benefits.)*

After identifying the objectives and actions, develop a more detailed 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 climate-fragility risks. Based on your assessment, you assume that certain activities will address climate-fragility risks and build resilience. For example, building better relationships between different groups of water users will improve peacebuilding, climate change adaptation, and sustainable livelihoods.

A good theory of change links the resilience assessment to action plans. Based on your assessment you are making assumptions of how certain activities will address climate-fragility risks and build resilience. If it is not explicitly stated, the theory of change can get lost in the outputs, intermediate results, and objectives that often dominate project and programme planning.

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 conducting 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.[8]

[8] For more information and practical guidance on how to monitor and evaluate strategies and projects that address climate-fragility risks, please refer to the M&E guidance note.

General principles for programming in fragile and conflict-affected states and situations	
The table below provides a quick overview of guiding principles for programming in fragile contests. 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.	
Recommendation	**Guidance**
Context as a starting point	• Programming must take account the current situation, vulnerabilities (e.g., political, social, and climate-related), and social and institutional capacity. • Contextual changes could exacerbate existing tensions or create new tensions related to the environment and natural resources.
Ensure all activities are conflict-sensitive	• At a minimum, your activities need to be conflict-sensitive and follow the "do no harm" principle. • 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. • 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. • Conflict analysis should inform the design and implementation of responses in conflict-affected and fragile areas.
Focus on bolstering institutions and good governance	• 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. • There are opportunities to bolster general resilience by strengthening governance structures and ensuring that they are capable of adapting to changing circumstances.
State a clear, credible theory of change	• 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.
Address state and society dimensions of the challenge	• Both a top-down and a bottom-up approach to project planning are necessary and should be linked. • 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.
Approach adaptation holistically	• Climate change funding should not be limited to "narrow and technical interpretations of adaptation." • 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).
Remain flexible	• 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. • Institutions need to accommodate responses in a way that permits experimentation and adjustments as programs evolve.

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 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.

3.B 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 against climate-fragility 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 and fragility 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.

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.

	Examples of entry points and objectives	Climate Adaptation Benefit	Peacebuilding Benefit	Development Benefit (in terms of sustainable livelihood)
Policy Level	Improve land tenure rules and access rights for different user groups, particularly vulnerable and marginalised groups.	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.	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.	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.
Project Level	Improve management of natural resources by building relationships between different user groups.	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 is easier for the government to introduce new, climate-resilient crops.	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.	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.
Policy Level	Improve Disaster Risk Reduction policies and capacities to build resilience and trust in government.	Disaster Risk Reduction policies can help communities adapt to a host of climate change issues including flooding, drought, extreme weather events, and forest fires through efforts such as early warning systems, nature-based solutions, and improved coordination techniques.	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.	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.
Project Level	Build trust between communities and government by developing early warning systems.	Early warning systems for climate-driven flooding can enable threatened communities to move to a safe place. These systems are particularly effective when combined with a shelter for displaced communities.	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.	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.

Table.1

ABOUT THE PROJECT

UN Environment and the European Union (EU) are joining forces to assist crisis-affected countries tackle the destabilizing effects of climate change. The project is designed as a response to the recommendations of the 'A New Climate For Peace: Taking Action on Climate Fragility Risks' report (2015) commissioned by members of the Group of 7. It is one of the first initiatives to take concrete action on climate-security risks at country and community levels.

The four-year project (2017–2021) is financed by the EU's Instrument contributing to Stability and Peace (IcSP). The project is developing a suite of tools for the global, national and local level, as well as piloting practical measures building resilience to climate-fragility risks. The project is partnering with adelphi, one of the leading think tanks on climate security.

This project is made possible by the generous support of the European Union.

For more information see: unep.org/climatesecurity

Share your experience using the guidance note at:

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