

Governance and Peace and Security

Introduction

Purpose: This annex to the Climate Risk Screening and Management Tools is designed to provide you with more information on climate change¹ implications for governance and peace and security. It should be noted that many of the program elements in Democracy Rights and Governance Category (DG) are not represented here. This is due to the inherent low climate risk that these types of programming face. That said DG as a category provides both a unique opportunity to address vulnerability and to address governance concerned in an area that may significantly interest and motivate local citizens and government officials alike, leading to both robust governance and climate gains. The information is grouped into the following sub-sections, with the corresponding step from the Tool shown in parentheses:

- Climate Risks to Governance and Peace and Security (Step 2)
- Adaptive Capacity Related to Governance and Peace and Security (Step 3)
- Opportunities Related to Governance and Peace and Security (Step 5)
- Climate Risk Management Options for Governance and Peace and Security (Step 6)
- Additional Key Resources Related to Governance and Peace and Security

The questions and examples provided in this annex are illustrative and designed to stimulate thinking about climate risks, adaptive capacity, opportunities, and climate risk management options. Actual climate risks will depend on the context and anticipated climate changes for particular geographies.

Sectoral focus of this annex: The material in this section focuses on the following program areas of the Standardized Program Structure: PS.5 Trafficking in Persons, PS.6 Conflict Mitigation and Reconciliation, PS.7 Conventional Weapons Security and Explosive Remnants of War (ERW), DR.2 Good Governance, and DR.6 Human Rights. Note, to the extent your design involves multiple sectors, you may want to consult other relevant annexes. In particular, if any new construction or rehabilitation² is anticipated, referring to the [Infrastructure, Construction, and Energy Annex](#) is highly recommended. Please note, *activity*-level climate risk management (CRM) for engineering design **must** be conducted by the Engineer of Record.³ See the [Infrastructure, Construction, and Energy Annex](#) for solicitation language.

¹ In this document, the term “climate change” refers to both climate variability and climate change. “Climate variability” refers to variations in climate (including the normal highs and lows, wet and dry periods, hot and cool periods and extremes) and can refer to month-to-month variability, year-to-year variability, and even decadal scale variability. In this document, “climate change” refers to those variations as well as persistent change in climate over decades or longer (USAID, 2014. Climate-Resilient Development: A Framework for Understanding and Addressing Climate Change).

² USAID Implementation of Construction Activities, A Mandatory Reference for ADS Chapter 303, defines “construction” as: “construction, alteration, or repair (including dredging and excavation) of buildings, structures, or other real property and includes, without limitation, improvements, renovation, alteration, and refurbishment. The term includes, without limitation, roads, power plants, buildings, bridges, water treatment facilities, and vertical structures.” Construction at USAID almost always occurs within another primary programming area (e.g., school building for education, hospital/clinic construction for health).

³ An appropriately qualified engineering firm under contract or subcontract with USAID for the purpose of completing the engineering design.

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Tool Step 2: Climate Risks to Governance and Peace and Security – Illustrative Examples and Questions

Once you have reviewed this section, you can navigate back to the Tool by clicking on the relevant hyperlink in the header.

Governance	Conflict Mitigation and Stabilization	Human Rights
<ul style="list-style-type: none"> ● Impact to local government function, the delivery of public decentralized services, the delivery of local infrastructure, and natural resource management due to current or predicted climate variability and change. ● Creation of economic and political instability due to reduced effectiveness of water management systems and prolonged drought. ● Exposed weaknesses in transitional governments and increased political instability due to extreme events. 	<ul style="list-style-type: none"> ● Contribution to social unrest through reduced resource availability due to the myriad impacts from climate change. ● Decreased perceptions of state legitimacy in post-conflict situations due to reduction in natural resource-based livelihoods and increase reliance on informal or illicit livelihoods caused by higher temperatures and other climate changes. ● Exposure of more buried or unexploded ordinance (Explosive Remnants of War, ERW) due to increased flooding and erosion. Explosions of ERW may be triggered by higher temperatures. ● Creation of “winners” and “losers,” creating social tensions that weaken fragile states, due to flooding damage of croplands in low-lying areas. ● Interference with resettlement of ex-combatants due to property and infrastructure damage from flooding. ● Exacerbated underlying conflicts and reduced citizen security in post-conflict areas due to food and water shortages from prolonged drought. ● Displaced populations and introduced conflicts over property rights and land tenure due to sea level rise. ● Increased pressures on fragile states and accelerated urbanization due to forced movement of people from coastal areas caused by sea level rise. 	<ul style="list-style-type: none"> ● Altered ecosystems and ecosystem services, upon which indigenous peoples depend, due to higher temperatures. ● Displaced marginal populations due to flooding. ● Increased risk of trafficking in persons and migrant smuggling due to sudden population migration⁴ caused by flooding. ● Interference with traditional livelihoods of indigenous peoples due to prolonged drought. ● The status and treatment of women and girls, as well as of LGBTI individuals, may be affected by sudden displacement and disruptions of cultural norms, including gender relationships, triggered by extreme events. ● Forced abandonment of traditional lands by Indigenous populations due to sea level rise. ● Flooding, drought, or sea level rise may disproportionately affect LGBTI people who may be denied the ability to resettle following migration or displacement.

⁴ In this document, the term “migration” is used to indicate the movement of people in general, and not necessarily movement across borders.

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Many of these risks relate to institutional capacity and barriers, ability to utilize information, and balance “no regrets” development strategies under adverse conditions. A set of questions below can assist in identifying risks that are specific to what you are trying to accomplish.

Illustrative questions by climate stressor:

Temperature:

- Are higher temperatures likely to increase competition and conflict in areas with a narrow resource base?
- Will higher temperatures increase disease risks among displaced populations?

Flooding:

- How might flooding, and its health and infrastructure impacts, give rise to sudden population migration and affect the risk of trafficking in persons or migrant smuggling?
- Is flooding likely to interfere with resettlement of ex-combatants?
- Is flooding likely to expose ERW?

Drought:

- Is drought likely to increase political instability and the risk of state failure in post-conflict areas?
- How might prolonged drought increase reliance on informal or illicit livelihoods and affect perceptions of state legitimacy in post-conflict situations?
- Is drought likely to significantly reduce agricultural production, reducing incomes and causing food insecurity and out-migration or displacement?

Sea level rise and storm surge:⁵

- Is sea level rise likely to force indigenous peoples to migrate away from traditional lands?
- Is sea level rise likely to impact marginalized populations⁶ disproportionately? How might they be impacted?
- Is sea level rise likely to create conflicts over land tenure and property rights, including among ex-combatants returning to coastal lands?

⁵ A temporary sea level rise associated with a storm.

⁶ Marginalized populations are groups of people who are excluded, based on their identity, from political, social, and economic power and participation. Often they include women and girls, at-risk youth, the elderly, LGBTI individuals, persons with disabilities, people in linguistic minorities, indigenous people, and/or a combination of any of these identities. (LGBTI individuals refers to lesbian, gay, bisexual, transgender, or intersex individuals. Further information can be found in the LGBT Vision for Action, <https://www.usaid.gov/sites/default/files/documents/1874/LGBT%20Vision.pdf>.)

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Illustrative questions by programming or system element:

Governance

- How might current or predicted climate variability and change impact local government function, the delivery of decentralized public services and local infrastructure, and natural resource management?
- Is climate change data and information shared across and available to appropriate local government agencies responsible for adaptation, disaster response, and other relevant activities?
- Do trainings and other capacity building activities for local government officials include how to engage national meteorological services and incorporate climate information into local planning?
- Are local government officials incorporating climate vulnerabilities into local government plans and do they have a process in place to do so?

Conflict Mitigation and Stabilization

- Are higher temperatures and heat stress likely to contribute to social unrest?
- Are higher temperatures or flooding likely to trigger explosions of or change the location and risk posed by ERW?
- Is drought likely to increase resource competition?
- Are extreme events likely to reduce security and the rule of law?
- Could climate change impact agricultural production and food markets leading to volatile food prices or provision or changes in national policies that affect food pricing? How would these changes to food security impact marginalized populations? Urban populations? Rural populations?
- Is flooding or other weather and climate extremes likely to disrupt the delivery of essential services in post-conflict areas and erode confidence in transitional governments?
- Is sea level rise interfering with relocation strategies for ex-combatants and the success of conflict-to-peace transitions?
- Is climate change likely to increase reliance on illicit livelihood activities?
- Will combatants be given appropriate adaptive skills in the face of current or predicted changes in precipitation, temperature, or storm surges?
- Are combatants being placed in highly climate-vulnerable communities?

Human Rights

- Are higher temperatures or prolonged drought likely to alter the ecosystems and ecosystem services upon which indigenous peoples depend?
- Is flooding likely to displace indigenous populations into marginal environments?
- Is flooding likely to impact historically marginalized populations disproportionately?
- Are extreme events likely to give rise to sudden population migration and increase the risk of trafficking in persons or migrant smuggling?
- Is sea level rise likely to affect the property rights and land tenure of indigenous peoples?

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- Are LGBTI individuals, and other marginalized populations, at risk of being denied social services and/or will their ability to migrate and resettle in response to extreme climate events be restricted?

Tool Step 3: Adaptive Capacity Related to Governance and Peace and Security – Illustrative Questions

Once you have reviewed this section, you can navigate back to the Tool by clicking on the relevant hyperlink in the header.

Information Capacity

- To what extent do existing peace and security monitoring systems have access to and integrate information about near- and long- term climate stressors?
- How effectively is climate change information being communicated to indigenous communities?
- How effectively is climate change information being communicated to involved parties, particularly in situations where resource scarcity is a piece of the conflict?

Social and Institutional Capacity

- Are there institutions in place to govern shared use of resources and manage instances of conflict that may be exacerbated by climate change?
- Are governing institutions prepared to enforce laws related to illicit livelihood changes? How will those actions affect the ability of affected populations to cope and/or public perceptions of state effectiveness and legitimacy? Will marginalized populations be included in such actions?
- What is the capacity of local institutions and civil society organizations to develop strategies for conflict-to-peace transitions that account for climate change?
- How well prepared are institutions at the points of departure and arrival to manage population migration induced in part by climate variability and change, and are they prepared for the changes in the need for service delivery and governance?
- How sufficient are policies and institutions to help indigenous peoples address climate risks to traditional livelihoods?
- How sufficient are policies and institutions to help marginalized populations, such as women, LGBTI individuals, and persons with disabilities, address climate change?

Human Capacity

- What is the capacity of indigenous communities to respond to climate risks to traditional livelihoods?
- To what extent are technical staff available and capable of training peacekeepers about climate risks and climate risk management options?
- What is the capacity of marginalized populations and local community leaders to respond to climate change risks?

Financial Capacity

- How sufficient are funding sources to support monitoring and research on potential climate risks to conflict resolution and stabilization?
- How sufficient are financial resources for governance and peacebuilding to invest in climate risk management?

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Tool Step 5: Opportunities Related to Climate Risk Management for Governance and Peace and Security – Illustrative Examples

The need to address climate risks related to governance and peace and security may provide a range of additional opportunities. For moderate/high risk strategic elements, projects, and activities, the important types of opportunities to discuss are climate change mitigation,⁷ potential co-benefits for non-climate development objectives, leveraging political will, and other development issues. For Washington-based and low-risk strategic elements, projects, and activities, opportunities should focus more on how to support resilience more broadly.

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Governance

- Promote stakeholder engagement in addressing severe weather events as a means of strengthening governance and peacebuilding.
- Consider climate change adaptation planning as an activity in demand-side local governance programming.
- Use public concern about climate change as an opportunity to engage civil society and citizens, including marginalized populations, to increase their involvement in planning and local government.
- Support development of governance mechanisms to help manage competition over natural resources, of which shortages might be exacerbated by climate change.

Conflict Resolution and Stabilization

- Support monitoring, early warning models, and response protocols in conflict areas that take climate change into account.
- Encourage incorporation of climate change information in peacebuilding communication systems.
- Help identify areas where flooding may increase exposure to Explosive Remnants of War (ERW) and the risk of explosions triggered by high temperatures.
- Help identify areas or populations in which climate change is likely to increase reliance on illicit livelihood activities.
- Support the provision of adaptive skills for combatants to address current or predicted changes in precipitation, temperature, and storm surges.
- Identify and support combatants placed in highly climate-vulnerable communities.

Human Rights

- Provide opportunities for indigenous peoples and other marginalized populations to participate in climate-related decision-making related to local governance and participation, and peacebuilding.
- Help identify areas where population migration in response to extreme events may increase the risk trafficking.

Develop synergies with other development objectives

- Provide information on climate change to support “climate smart” rebuilding in post-conflict areas.

⁷ In this document “climate change mitigation” refers to efforts to reduce greenhouse gas emissions.

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- Encourage activities that meet both peacebuilding and climate risk management objectives.
- Look for opportunities to bring adversaries together to address climate risks through collaborative, transparent, and participatory implementation processes.

Tool Step 6: Climate Risk Management Options for Governance and Peace and Security – Illustrative Examples

Some options for reducing climate risks to governance and peace and security are outlined below.

Once you have reviewed this section, you can navigate back to the Tool by clicking on the relevant hyperlink in the header.

Integrate climate information into related program areas

- Conduct conflict assessments that integrate climate change considerations and seek to identify climate risks and climate risk management actions that could contribute to conflict.
- Consider how climate information and support for adaptation strategies could be integrated into dispute resolution processes and other conflict management interventions to improve climate resilience as well as peacebuilding/conflict prevention outcomes.

Strengthen relevant policies, planning, and systems

- Help reinforce peacebuilding by encouraging cooperative actions to manage resource scarcity resulting from climate change.
- Look for opportunities to leverage climate change mitigation and adaptation activities to advance post-conflict reconstruction.
- Support changes to policies and laws that contribute to poor resource management and increased scarcity.
- Support more effective enforcement of existing resource protection and management requirements.
- Support participation and inclusion, especially of marginalized populations, in climate change adaptation planning processes at the local, regional, and national level.

Integrate climate change considerations in decision-making to improve governance and peace and security

- Conduct a climate-sensitive conflict analysis that considers how climate change might influence the following three conflict-relevant factors: the context, institutional performance, and key actors' interests, resources, and strategies.
- Conduct a problem diagnosis linked with your project design, identifying a peacebuilding or related development objective in terms of its economic, political, social, and cultural context. Then, determine which inputs and enabling conditions must be supported to achieve that goal.
- Working with stakeholders, assess vulnerabilities to climate stressors. Emphasize engaging decisionmakers and stakeholders, especially local civil society organizations (CSOs) and marginalized communities, throughout the assessment with transparency. This has the co-benefit of reducing tensions through a deeper common understanding of the challenges and the perspectives of all parties involved.
- Assess, monitor, and report on institutional performance of climate-related efforts in this sector. This includes reviewing progress of supported societal mechanisms for managing latent conflict among groups.

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Additional Key Resources Related to Governance and Peace and Security

The following **resources** provide additional information related to climate risks to governance and peace and security and corresponding climate risk management options.

Title	Author(s)	Organization	Date	Length	Intended Audience	Unique Value
<i>Climate Change and Conflict: An Annex to the USAID Climate-Resilient Development Framework</i>	K. Reiling et al.	USAID	2015	44 pp.	Development practitioners and policymakers	Describes approaches for integrating climate risk into governance tailored for USAID.
<i>Governing for Resilience: An Annex to the USAID Climate-Resilient Development Framework</i>	J. Troell et al.	USAID	2015	64 pp.	Development practitioners	Describes approaches for integrating climate risk into post-conflict and peacebuilding efforts.
<i>Adaptation and Governance</i>	J. Schaar and P. Caffrey	USAID	2014	24 pp.	Development practitioners	Describes the challenges faced by decisionmakers in addressing climate change adaptation needs and building resilience in communities.
<i>Addressing the Linkages Between Democracy and Governance and Climate Change Management</i>	D. Callihan	USAID	2010	36 pp.	Development practitioners	Describes the democracy and governance linkages related to climate change programming and suggests program approaches that can be used to address the challenges.