

**WEATHERING RISK**

**PRACTICAL NOTE**

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Climate, Peace  
and Security:

**Operationalising the  
Climate, Relief,  
Recovery and Peace  
Declaration**

March 2024



## Background

Climate finance for fragile and conflict-affected contexts continues to fall dramatically short. Although extreme weather events affect three times as many people in fragile and conflict-affected states annually compared to other countries, they receive up to [80 times less climate finance](#). [Evidence](#) actually suggests that the more fragile a country is, the less funding it receives. Moreover, [a recent study](#) found that in West Africa, only 0.8% of climate finance is implemented by local organisations.

In light of this, adelphi and the UN Department of Peacebuilding and Political Affairs / Peacebuilding Support Office (UN DPPA/PBSO) convened a roundtable on ***Climate, Peace and Security: Operationalising the Climate, Relief, Recovery and Peace Declaration*** on 1 March 2024 in Washington D.C, as part of the [World Bank Fragility Forum 2024](#). Building on the outcomes of the 28<sup>th</sup> Conference of the Parties (COP28) of the UN Framework Convention on Climate Change (UNFCCC), the roundtable aimed to provide the frame for a first discussion around the operationalisation of the [Climate, Relief, Recovery and Peace \(CRRP\) Declaration](#), which was adopted at the COP28 in Dubai in December 2023, and endorsed by 82 countries and 43 organisations to date. It also builds on some of the early lessons from the UN Climate Security Mechanism and conversations commenced at the [Berlin Climate Security Conference in Nairobi and Berlin in 2023](#), as well as on the outcomes of a series of joint trainings on climate, peace and security programming and finance held by UN DPPA/PBSO, the UN Systems Staff College and adelphi.

The roundtable gathered more than 100 practitioners and experts from climate finance institutions and representatives of UN agencies and other international organisations who joined in person and online. Speakers reflected on the experience of several climate, peace and security and environmental peacebuilding projects funded by the UN Peacebuilding Fund (PBF), based on the findings of the first [Thematic review on climate security and peacebuilding \(2023\)](#), as well as of the UN Environment Programme (UNEP) in Haiti and the Food and Agriculture Organization (FAO) in West Africa. On this basis, they drew out learnings for future investments in climate peace and security efforts in fragile and conflict affected contexts for international climate finance institutions.

### The discussion was guided by three questions:

- What can we learn from existing experiences to design and deliver peace-positive climate action as well as climate-security risk informed peacebuilding in fragile and conflict-affected contexts?
- How can these learnings inform future investments, especially for international climate finance institutions?
- What partnership opportunities exist to take this agenda forward?

## What can we learn from existing experiences?

Participants shared the following lessons learned from existing programming in fragile and conflict-affected contexts, which should be taken on board when moving towards the implementation of the commitments made under the CRRP Declaration:

- **For both national and cross-border investments, programming needs to be demand-driven and prioritised by the governments.**

In recent years, for example, the PBF has consistently dedicated approximately 15-20% of its yearly allocations to projects focusing on climate, peace, and security – its portfolio, which is demand-driven and geographically diverse, currently totals around 130 million USD. Similarly, buy-in from the government and civil society organisations has been key to forming and operationalising Haiti’s Climate Security Group, which has been at the forefront of efforts to push the climate, peace and security agenda forward in the country.

- **Interventions need to be grounded in conflict analysis that integrates climate risks.**

To avoid the risk of doing harm and maladaptation, it is important that climate and peacebuilding interventions are grounded in context-specific, integrated conflict and climate risk analyses. FAO’s projects in Mali, Somalia and Liptako-Gourma, for example, were designed on the basis of integrated context analyses; this allowed them not only to address food insecurity, but also to deal with the deep socio-political factors causing it. Rather than focusing on mitigating the socio-economic consequences of conflicts such as mobility and displacement, FAO’s approach has dealt directly with the deep socio-political causes of climate vulnerability and conflict, including through activities aimed at strengthening inclusive access to natural resources and economic opportunities.

- **The theory of change and programming approach should purposefully push for achieving climate, peace and security co-benefits.**

The experience of the PBF highlighted the need for interventions to be designed based on a theory of change that explicitly aims at achieving climate, peace and security co-benefits. For example, the PBF’s portfolio in Haiti includes projects that were explicitly conceived so as to provide sustainable and climate-resilient livelihoods, while also addressing the drivers of violence and gang recruitment. Programme design should also include a strong risk mitigation strategy and strictly adhere to do no harm principles.

- **Programmes (and hence funding) need to be highly flexible and adaptable.**

The faster design and approval process of the PBF in comparison to larger vertical funds makes the implementation of its projects flexible and adaptable to a changing local context. This is paramount to respond to the fluid political and security situations that typically characterise fragile and conflict-affected settings. Recent experiences by the Adaptation Fund (AF) also showed that some of the factors that are important in regular climate adaptation projects are even more important when working in fragile and conflict-affected contexts. These include strengthening institutions, building capacities, investing in local ownership, fostering multi-stakeholder partnerships and ensuring adaptive management and flexibility.

- **Programming should encourage community-based responses to environmental management and sustainability that have nature-based solutions at their core.**

As an entry point to address broader dynamics of insecurity and violence, the FAO's peace programming approach in Mali, Somalia and the Liptako-Gourma region focused on improving the institutional representation of vulnerable groups, thereby also helping strengthen local capacities to influence decision-making processes over natural resource management. As another case in point, UNEP and the International Labour Organization are implementing a PBF project in Haiti which aims to maintain peace and security and reduce conflict, insecurity and migration among young people by capitalising on the environment (mostly agroecology) as a vector for dialogue.

- **Funders need to be ready to deal with higher risks to their investments.**

The PBF has adopted a tranche-based approach to all its investments, and integrates a risk matrix analysis and related mitigation strategy, with protection considerations at its core. In a [recent study](#) aimed at expanding the evidence base on climate adaptation in fragile and conflict-affected contexts, as part of its commitment to advance the implementation of the CRRP Declaration, the AF also found that it is important to have sound risk mitigation strategies in place. In one project in Ethiopia, for example, the outbreak of conflict led to significant delays, higher costs and insecurity of workers. Refocusing the activities towards addressing underlining conflict drivers, such as water shortages in communities, allowed the project to get back on track, while also contributing to a peace-positive long-term outcome.

- **Monitoring and Evaluation is critical to assess results, impact and strengthen the evidence-base of this agenda.**

While numbers matter, quality and peace-positive impact are also important. Monitoring and Evaluation (M&E) frameworks must be designed and implemented so that they capture all the relevant dimensions of climate, peace and security programming through quantitative and qualitative indicators, as well as impact stories. An effective M&E approach to clearly map out the kind of change that is foreseen through a given intervention is an essential and too often overlooked component of programming. For instance, at the outset of any project planning phase, the PBF identifies the peacebuilding pathways, type of institutional change, group behaviour and what success looks like in a context-specific way and encompassing both the climate and peace dimensions. The PBF also conducts regular project evaluations, which contribute to learnings that can be used to scale up existing interventions, shape future investments and identify capacity-building needs.

- **Funders should adopt an inclusive, locally-grounded agenda.**

The PBF's portfolio puts an emphasis on local engagement and empowering women and youth. The PBF has increasingly been mapping the allocation of its funds to identify the local organisations that have implementing capacity, particularly in hard-to-reach areas. It has also piloted a small-grant project to give money directly to local-level organisations, particularly those that are not officially registered as implementing entities but can nevertheless be important changemakers. Addressing and targeting youth is another important aspect of climate-peace work. One of the key initiatives of the FAO in the Jowhar district in Somalia, for example, explicitly focused on promoting youth as critical stakeholders for peace building. Overall, it is important that beneficiaries are given a real and active role into the design and implementation of projects, rather than being considered as passive recipients of aid.

## How to take the climate-peace agenda forward? Partnerships will be key.

The key message emerging from the discussion was that **partnerships** will be key to implement the commitments made by countries and organisations in the context of the CRRP Declaration, and overall to move towards peace-positive climate action and climate-informed peacebuilding in fragile and conflict-affected contexts.

This will require:

- Involving more partners (e.g. bilateral, green climate funds, international financial institutions, private sector, foundations) at the design stage of projects to sequence interventions and build a pipeline of projects for implementing partners and green climate funds.
- Discussing potential frameworks for scale-up and synergies with climate investment and vertical funds, as well as exploring more blended finance approaches, will also be important to ensure that [more and better climate finance for peace](#) is provided.
- Strengthening advocacy efforts towards funding flexibility for climate-security among more partners – including civil society and research communities both of which have a key role to play to this end.
- Adopting a whole-of-government approach to mainstream the climate, peace and security agenda within government policies, strategies and budgets.
- Continuing working towards the implementation of the localisation agenda thereby also focusing on strengthening the capacity of local partners, including civil society organisations, to access climate finance.

*This roundtable was moderated by **Dr. Beatrice Mosello**, Senior Advisor at adelphi. Speakers included **Paule Juneau**, Environmental Law Specialist and Mediator at the United Nations Environment Programme (UNEP), **Diane Sheinberg**, Portfolio lead at the United Nations' Secretary Generals' Peacebuilding Fund (PBF) and **Mohamed Sankoumba Fadiga**, Sub-Regional Resilience Specialist at the Food and Agriculture Organization (FAO).*



*Launch of the Declaration on Climate, Relief, Recovery and Peace (CRRP) at COP28*

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+49 (030) 8900068-0

[office@adelphi.de](mailto:office@adelphi.de)

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### Authors

The practical note was prepared by Nina Schmelzer, Beatrice Mosello, Yosr Khèdr and Alexandra Steinkraus (adelphi).

### Layout

Nina Schmelzer (adelphi)

### Contact

Beatrice Mosello (adelphi)

[mosello@adelphi.de](mailto:mosello@adelphi.de)

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