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Are climate and security policies coherent and integrated in **Senegal**?

A Policy Coherence Analysis

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This fact sheet assesses the coherence and climate security-sensitivity of policy and strategy documents extracted from sectors relevant to the climate, peace, and security nexus at both the national level in Senegal and regional level across West Africa.



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Questions 1, 2, 3, 5 are analyzed at country level through a Climate Risk Lens (impact pathways, economic, spatial, network and social media analyses). The policy coherence and scopus analyses are at continental level.

*Scopus is one of the largest curated abstract and citation databases, with a wide global and regional coverage of scientific journals, conference proceedings, and books. We used Scopus data for analyzing: (1) how global climate research addresses the dynamics between climate, socio-economic factors, and conflict, and (2) how the countries studied are represented in the database.

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INTRODUCTION

Climate change impacts are not experienced uniformly, with patterns of intersecting socio-economic development, land use, historical and ongoing patterns of inequity causing different degrees of vulnerability across various social groups. Climate impacts may therefore disproportionately threaten the human security of often already marginalised communities with a limited choice of adaptive strategies, increasing the risk of competitive coping modalities being selected and the subsequent emergence of conflict. As such, rather than being viewed as an exclusively external phenomenon, it is imperative that climate change – and the extent and nature of its impacts across different contexts – is an inherent function of pre-existing socio-ecological conditions and dynamics.

Climate policy design and formulation processes should therefore be conflict-sensitive in nature and cognisant of both how climate change and responses to it (if systemic interconnections are not recognised) may trigger conflict, but also sensitively account for vertical and horizontal policy linkages and interactions to ensure effective collaboration across multiple scales and sectors and minimise the risk of negative spillover effects for human security or conflict risk. Likewise, policies related to peace and security must be sensitive to the various ways through which climate change is likely to alter the landscape in which they seek to intervene by influencing conflict dynamics and drivers.

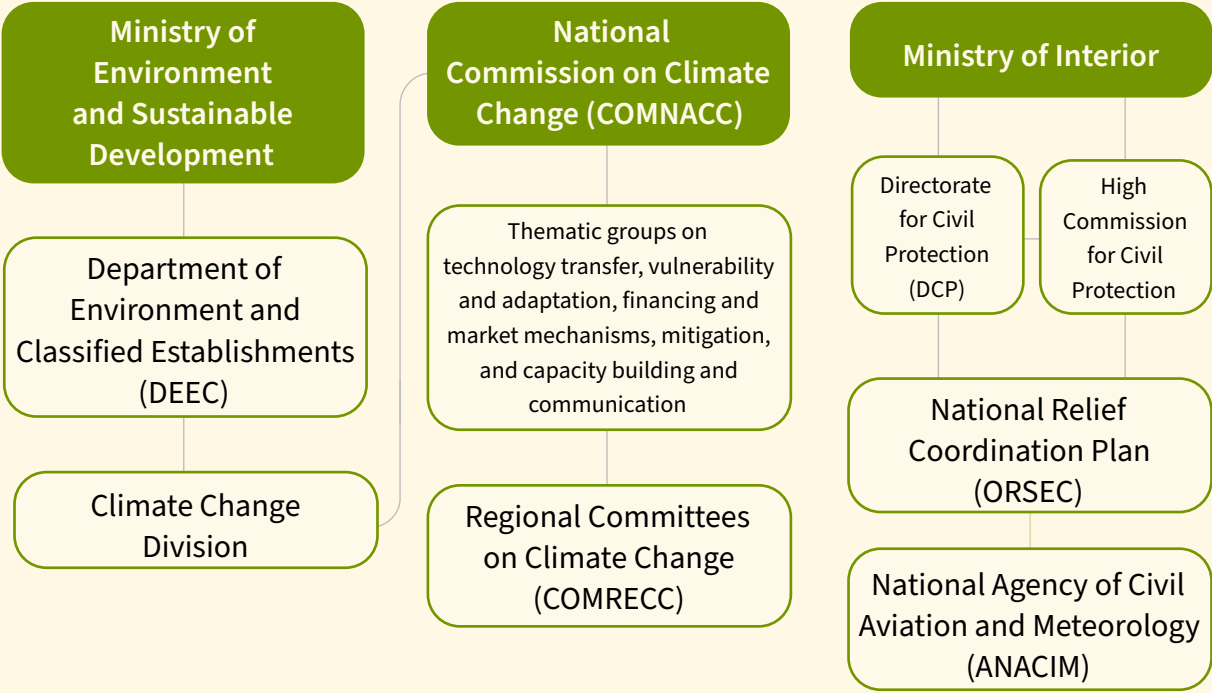
Given the human security and potential conflict risks attached to incoherent policy making and implementation processes that display no sensitivity to climate-related security risks, it is essential that thematic and implementation-related gaps in current policy outputs are found, opportunities for better integration of climate-related security considerations and cross-scalar/sectoral cooperation are identified, and that policymakers are provided with effective policy design and evaluation tools to help improve climate security-sensitivity. This policy brief – summarising the outcomes of a full length report – assesses the coherence and climate security-sensitivity of policy and strategy documents extracted from sectors relevant to the climate, peace, and security nexus across the national level in Senegal and across the regional level in West Africa. The report aims to answer the following research questions:

- **To what extent do the selected documents engage with the topic of climate and display an awareness of climate-related security risks?**
- **To what extent can coherence be detected between climate- and peace and security-related policy domains?**
- **How deep is the level of engagement with the topic of climate security evidenced by the documents?**
- **Does mitigation of climate-related security risk feature in implementation related policy programs?**
- **To what extent do the documents display in-text evidence of deploying multi-level and adaptive governance mechanisms?**

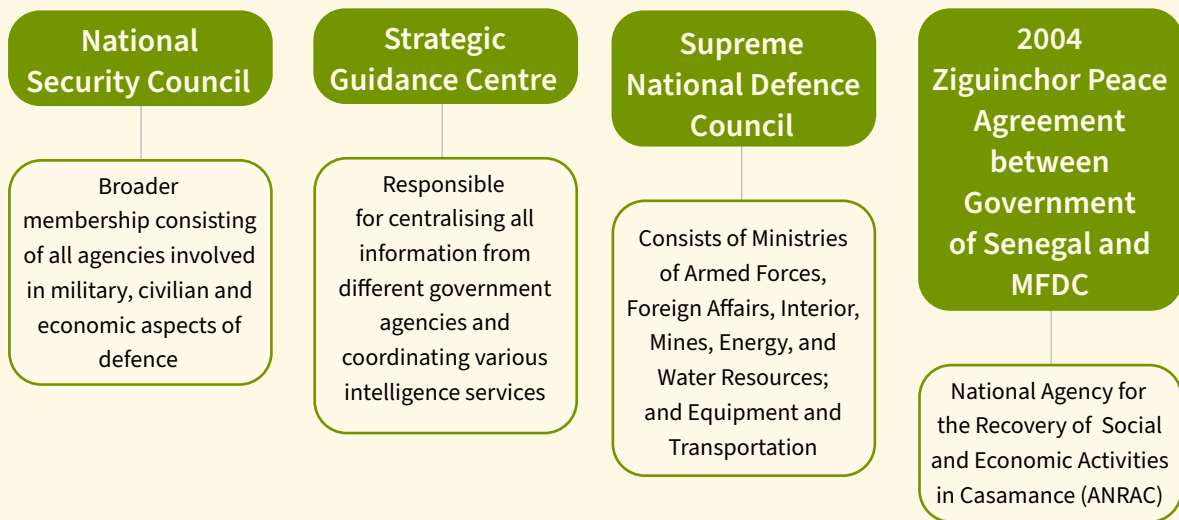
COUNTRY CONTEXT: Policy Processes & Institutional Structures

1. CLIMATE CHANGE GOVERNANCE at national and subnational levels

Senegal has a deconcentrated and decentralised framework of governance in which local governments are attributed several areas of responsibility, including natural resources management and environment, health and social care; education; culture, sport and recreation; planning and territorial development; and urban planning and housing (UCLG and OECD, 2016). Climate change – as well disaster risk reduction (DRR) policy and legislation therefore feature in a complex framework of cooperation between various decentralized entities, with local and regional authorities sharing competences with the national government. Climate change is commonly linked to the promotion of sustainable development.



2. PEACE, SECURITY, AND CONFLICT MANAGEMENT GOVERNANCE at national and subnational levels



RESULTS

A total of 29 policies and strategy documents were assessed as part of the analysis, extracted from international climate policy databases, repositories, and government ministries and agencies and institutions active in sectors related to climate, peace, and security (climate and environment, peace and security, disaster risk reduction (DRR), development, food security, agriculture, and gender).

1. Appropriate conceptual understandings of the climate-conflict interface are largely absent in policies and strategies from sectors that are nonetheless highly relevant to the climate security nexus. The interface of climate and conflict is therefore generally not discussed in the policy documents subjected to analysis.
2. In-text evidence suggests that even when discussions of the climate, peace, and security nexus are present, translating this awareness into programmatic realities through integrated objective setting and the creation of specific programmatic initiatives and projects is incredibly rare. The joint deployment of climate- and conflict-related analyses and measures was also largely absent.
3. Policies related to disaster risk reduction (DRR) and extracted from disaster management sector are the most consistently highest scoring. They are well-integrated across scales of governance, making reference to both regional and national risk management processes, the most likely to contain explicit climate security-sensitive objectives, as well as policy instruments and action plans to help achieve these objectives.
4. Disaggregation of the coding results across different scales of governances reveals that the regional bodies that were assessed achieve higher total average scores than policy documents produced by Senegal at the national level.

CONCLUSION

Very few policy documents displayed evidence of engaging with the climate-conflict interface, and even fewer were found to put forward clear definitions of climate security that operated on the basis of human security or threat/risk multiplier narratives. Policies and strategy from the sectors included in this analysis similarly struggled to translate potential concerns with climate-conflict linkages – in the few instances these were found in-text – into programmatic realities. This may suggest that there exists an equally limited awareness amongst policy- and decision makers with regards to the topic of climate security.

Certain sectors are clearly more successful than others in terms of cross-scalar and cross-sectoral coherence as well as awareness of climate-related security risks, particularly DRR. Yet the absence of climate security considerations in policy documents beyond DRR – such as in adaptation and mitigation strategies – points to the fact that the co-benefits of such activities for sustaining peace have not as of yet been systematically realised.

Documents subjected to analysis demonstrate a very limited operationalization of the principle of policy adaptivity. Very few policies produced by Senegal or the regional bodies in this analysis, successfully embedded the learning experimentation, and readjustment that policymaking in a complex environment requires.

Regional governance bodies achieve higher total coherence and awareness scores than Senegalese policy documents produced at the national level, suggesting that greater awareness of the climate, peace, and security nexus exists at the regional level.

RECOMMENDATIONS

1. Sensitise policy- and decision makers about the topic of climate security through capacity building workshops and trainings in order to help mainstream climate security considerations throughout policy formation processes.
2. Actively make climate part of the solution by taking steps to enlarge current understandings of how and where climate-related security risks can be mitigated beyond just DRR approaches and strategies, particularly for adaptation programming designed to address long-term climatic shifts.
3. Mainstream adaptivity principles amongst policymakers and build the adaptive capacity of the systems of governance they are a part of to remain responsive to emergent climate-related security risks.
4. Find entry points within the UNFCCC (United Nations Framework Convention on Climate Change) reporting mechanisms to anchor climate security-sensitive responses and mainstream climate-conflict/climate-peace considerations.

REFERENCE

UCLG and OECD. (2016). Senegal: Unitary Country.
<https://www.oecd.org/regional/regional-policy/profile-Senegal.pdf>.



About CGIAR FOCUS Climate Security

CGIAR aims to address gaps in knowledge about climate change and food security for peace and security policies and operations through a unique multidisciplinary approach. Our main objective is to align evidence from the realms of climate, land, and food systems science with peacebuilding efforts already underway that address conflict through evidence-based environmental, political, and socio-economic solutions.