



Adapting to climate change across boundaries – lessons from a territorial approach in Senegal

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Research for climate-resilient futures



PRISE - Pathways to resilience in semi-arid economies

- PRISE is a five-year (2014-2018), multi-country research project that aims to generate new knowledge about how economic development in SALs can be made more equitable and resilient to climate change.
- 5 key partners with research in 6 countries: Senegal, Burkina Faso, Kenya, Tanzania, Pakistan and Tajikistan
- **Vision:** achieve a future where SALs are growing in a way that is inclusive, equitable and resilient to CC
- 7 research projects focusing on migration, private sector, value chains, governance, property regimes and water
- **Our research project: Cross-boundary multi-scale governance of semi-arid lands: Implications for climate resilience and economic development**

Why cross-border collaboration for adaptation?

- Borders create political, economic, social & cultural divisions
- Growing need for collaboration and cooperation across borders
- Climate change impacts transcend boundaries
- Yet, adaptation planning generally confined within traditional administrative boundaries
- Fragmented approaches to adaptation reinforce existing inequalities between regions – particularly true between urban and rural areas

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Why cross-border collaboration between urban/rural municipalities for adaptation?

- Local governments increasingly concerned with developing adaptation plans
- Widespread recognition of intrinsic connections characterizing rural & urban systems

HOWEVER...

- Adaptation research & emerging plans tend to adopt more **separatist perspectives**, with focus on either rural or urban contexts
- Limited research & policy attention on **role of cross-border collaboration between urban & rural municipalities for adaptation**
- **Traditional administrative boundaries** have predominantly **determined the parameters & scales of action** on adaptation with limited collaboration between and across municipal jurisdictions
- ‘System of municipalities’ perspective

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Key Research Questions

- What are the existing governance structures/processes for cross-boundary planning and implementation? To what extent are these relevant for adaptation?
- Are they sufficient for supporting equitable climate resilient development that transcends administrative boundaries?
- What institutional & regulatory factors support or constrain cross-boundary collaboration for adaptation? How can the motivations and incentives for cross border collaboration at multiple scales be enhanced & barriers overcome?
- What is role of municipal climate partnerships in supporting cross-border adaptation beyond urban-urban networks to consider strengthening or developing rural-urban linkages?

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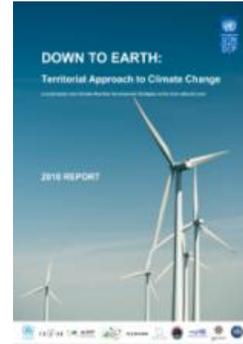
Case study: Senegal

- Senegal case study of two climate change policies taking cross-border approach:
 - Project on Territorial approach to climate change (TACC) for Ferlo Region
 - Integrated Territorial Climate Plan (PCTI) for Dakar
- Long process of decentralisation to promote local administration & involve communities in governance of local affairs
 - 1972: Creation of rural communities; promotion of deconcentration
 - 1996: regionalisation approach with creation of region as a local authority; & devolution of powers on 9 public service areas, incl.: environment and natural resource management; land management, zoning & local development; urban development & housing
 - 2013: 3rd act of decentralisation – regions replaced by departments
- Law relating to local authorities giving them power to collaborate & cooperate

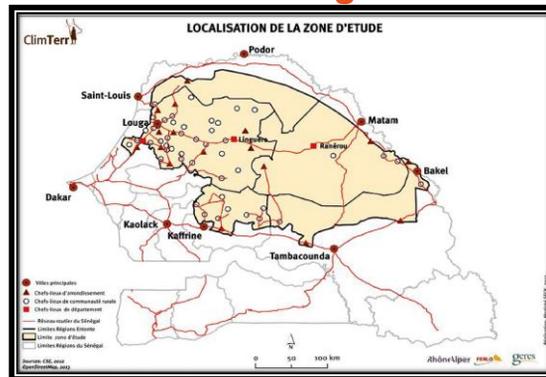
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Territorial approach to CC (TACC) in Senegal's Ferlo region

- TACC concept originated in Network of Regional Governments for Sustainable Development (NRG4SD) conference in Saint Malo, France, in 2008
 - Regional governments committed to integrating adaptation into regional sustainable development strategies/policies
- TACC trialled by UNDP in Peru, Colombia, Uruguay, Uganda & Senegal
- Senegal was selected because of its history of decentralisation process; focus on Ferlo region
- Partnership between UN & sub-national governments (incl. region Rhone Alpes in France) for fostering climate friendly development at sub-national level
- Supports integration of adaptation & mitigation measures into sustainable development planning



Territorial approach to CC (TACC) in Senegal's Ferlo region



- Ferlo zone covers 5 regions and about 40% of the country
- UNDP, region Rhone Alpes provide technical support
- Builds on pre-existing regional collaboration – Entente Ferlo, created in 2008
- TACC objectives: 1) participatory & inclusive governance framework; 2) integration of CC into programmes at regional level; 3) capacity building of local actors on CC adaptation & mitigation

Plan Climat Territorial Integre (PCTI) Dakar

- A territorial climate plan is a territorial/regional project for sustainable development with primary aim to combat CC (adaptation & mitigation)
- Dakar region obtained technical and financial support from France's 'Ile-de-France' region in 2011
- PCTI Dakar launched in 2013, follows on from TACC approach
- Key actors involved in PCTI:
 - Regional Council of Dakar – coordinating role,
 - Regional Council of Ile-de-France – financial & institutional support, capacity building
 - ARENE Ile-de-France – technical expertise to support local authorities in development of CC plans
- PCTI Dakar includes the urban, peri-urban & rural zones

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Initial Results – Challenges & constraints in developing cross-border approach

- Two parallel systems in Senegal: decentralisation & deconcentration
 - Local authorities (regions & communes) do not have responsibility over all issues
 - Lack of clarity on responsibility for adaptation: legally it's responsibility of local authority BUT still a very centralised system; no clarity on roles & responsibilities of the different actors
- Lack of coordination between horizontal & vertical governance structures
- Establishing governance/institutional framework to coordinate the different levels of decision making (international, national, regional, inter-regional, local) & local actors
- Lack of human, financial & technical capacity of local authorities, esp. communes - decentralisation process has not been financially supported by the State
- Lack of financial support from national government to implement adaptation projects

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Challenges & Constraints

- Power issues between different levels of decision making & between decentralised & 'deconcentrated' systems
- Cross-border collaboration too often at individual instead of institutional level – difficulty in maintaining engagement of all actors to ensure real collaboration
- Integrating adaptation into local development planning – local development agencies not involved in TACC & PCTI approaches
- How to engage local development actors? Many did not see link between CC & development
- Actors involved in vulnerability studies not involved in development of individual projects to implement PCTI – risk of piece-meal approach – exact opposite of objective of PCTI
- In PCTI Dakar – interdependencies & interaction between rural & urban zones not adequately addressed/evaluated in vulnerability assessment
- Dependence on international level: Initiated by international agencies; finance & technical support provided by international agencies & donors

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Benefits & Opportunities

- Better able to tailor decisions to local environmental, economic & socio-political realities
- Reduced regional vulnerability to climatic extremes
- Involvement of actors from most vulnerable sectors in development of action plan for PCTI
- For Dakar: urban, peri-urban & rural zones all included in process
- Opportunity for local authorities to establish a multi-scalar partnership/ collaborative framework
- Sharing of skills, experience & knowledge on adaptation between authorities
- Development of new economic activities at regional level – e.g. green economy
- Paves way for cross-border collaboration on other issues?
- Integrates greater variety of actors & attempted to target most vulnerable populations (including women)

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Lessons learnt beyond case studies

- Challenges notion that adaptation is a local agenda
- Need to re-think way adaptation is governed & regulated, transform existing institutional & governance frameworks, address issues of institutional, political & geographical fragmentation; ad-hoc projects will not be effective
- Adaptation too often domain of experts & national technical structures – cross-border approach gives opportunity to map & include key local actors, clarify roles & responsibilities and links between horizontal & vertical governance structures
- Need appropriate support from national government – technical & financial

