



## Cross-boundary adaptation to climate change: learning from challenges and opportunities in Senegal

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Research for climate-resilient futures

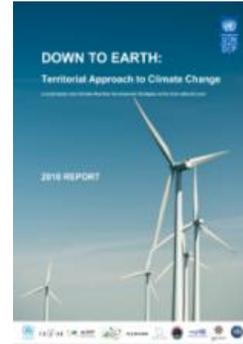


### Pathways to Resilience in Semi-arid Economies (PRISE)

- 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
- Our research project: Cross-boundary multi-scale governance of semi-arid lands: Implications for climate resilience and economic development
- Case study of Senegal's TACC approach in Ferlo region and PCTI of Dakar
- 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?

## 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

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## 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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### Q.1: What are the particular complexities of the (multi-scale) risk governance systems in the context where you are working?

- Senegal has a long process of decentralisation to promote local administration & involve communities in governance of local affairs
  - 1972: Creation of rural communities; promoted 'deconcentration'
  - 1996 Decentralisation Laws: Creation of region as a local authority; country divided into 10 regions (now 14)
    - Regions responsible for management of 9 major public services, incl.: environment and natural resource management; land management, zoning & local development
  - 2013: 3rd act of decentralisation – regions replaced by departments
- Two 'parallel' systems: one where state government is represented at multiple levels; and one where local authorities are independent decision makers

DECONCENTRATION/ADMINISTRATIVE UNITS	DECENTRALISATION/ LOCAL AUTHORITY AS DECISION MAKER
REGION – Governor (nominated)	REGION – Regional Council – President & elected regional councillors
DEPARTMENT – Prefect (nominated)	Urban Town/Municipality (Commune) – Municipal Council - Mayor & elected municipal councillors
District/neighbourhoods – Sub-prefect (nominated)	Rural community – Rural council – President & elected rural councillors

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### Q.1: What are the particular complexities of the (multi-scale) risk governance systems in the context where you are working?

- **Lack of clear responsibility for & approach to adaptation:**
  - Climate policy mainly based on sectoral approach under national government
  - No adaptation policy in Senegal – just NAPA; no clear clarification of roles, responsibilities of actors and links/relationships between them
  - Adaptation approach still centralised yet from a legal/regulatory perspective environmental planning comes under local authority jurisdiction
- **Multitude of actors** involved in decision making on adaptation at local level – how to achieve unified vision & determine roles/responsibilities?
- **Duplication of structures & roles** with lack of coordination between vertical & horizontal governance structures – e.g. Dakar Regional Council and National Climate Change Committee (COMNACC)
- Difficulty in separating responsibilities between local authorities and central administration in the implementation of some of the areas that have been delegated to local authorities in decentralisation process
- **Local authorities lack capacity, knowledge & technical skills to implement CCA** – thus adaptation & climate risks not integrated into development planning & decision making processes
- **Dependence on international level:** Financial & technical support mainly from international agencies (UNDP, French regions); Insufficient technical & financial support from national level

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### Q. 3: How has the experience of doing empirical research changed your understanding of the risk governance system and how best to strengthen/ reform/ transform elements of it?

#### Potential benefits of this approach:

- Integration of climate risks in regional/territorial policies;
- Potential reduction in vulnerability as inter-dependencies & linkages between bordering municipalities/regions are considered in vulnerability assessment & development of adaptation strategies
- Consideration of gender dimension and specific vulnerability of women & other vulnerable groups

#### Key issues raised by this approach:

- How to provide sustainable governance structure/arrangements for a territorial approach to adaptation?
- How to encourage local governments to consider adaptation in their local development policies – need for regulation?
- How appropriate is the 'adaptation is local' agenda/discourse that is widely supported/acknowledged in research & policy circles?
- Critical to better link horizontal & vertical governance structures – critical role for national government: provide technical & financial support; how to avoid duplication between vertical & horizontal governance structures?
- Need for greater & sustainable financial resources to implement adaptation actions
- Fully implement decentralisation BUT provide local authorities with adequate/effective support & build their capacity to manage local development
- Dependency on international level – is this sustainable?

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## Q.2: How has the theory/literature on resilience informed your work, particularly with respect to thinking about governance systems, their components and how they interact?

Socio-ecological systems intricately interconnected and straddle administrative borders

Municipalities as linked systems (local governments positioning themselves as part of a broader interconnected *network within a linked system*)

Framing builds on systems approach to urban governance and urban ecological insights

Socio-ecological systems perspective

- overcome temporal, spatial & institutional scale mismatch between policies & environmental issues
- Requires re-imagining & transcendence of administrative boundaries
- Interdependencies & cross-scale linkages between socio-ecological & technical arrangements that link municipalities can guide adaptation decision making

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## Q.4: What are the characteristics of a resilient risk governance system?

- Governing beyond boundaries: governance defined by socio-ecological systems rather than administrative boundaries  
*Innovation, integration and inclusivity:*
- Integrated management of climate risks which considers diversity of actors, socio-economic & environmental inter-dependencies & exchanges between bordering territories
- Strong multi-scalar (horizontal and vertical) collaboration – adaptive, flexible and integrated
- Innovative mechanisms in place to support this – e.g. revised funding mechanisms; technical support provided to local actors/capacity building of local actors
- Climate change risks integrated into local development planning
- Flexible adaptation programmes that consider current & future risks and the changing nature of those risks
- Actor-orientated approach
- Inclusive & participatory – in particular of local actors & vulnerable or marginalised people (including women, youth, etc.)

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