

**REGIONAL UNITED NATIONS DEVELOPMENT GROUP (R-UNDG)
EASTERN AND SOUTHERN AFRICA (ESA) &
WESTERN AND CENTRAL AFRICA (WCA)**

**Strategic Framework to Support
Resilient Development in Africa**



UNITED NATIONS
DEVELOPMENT GROUP
EASTERN AND
SOUTHERN AFRICA

TOGETHER FOR DEVELOPMENT



UNITED NATIONS
DEVELOPMENT GROUP
WESTERN AND
CENTRAL AFRICA

TOGETHER FOR DEVELOPMENT

FOREWORD & ACKNOWLEDGEMENTS

It gives me great pleasure as Chair of the Regional United Nations Development Group (R-UNDG) for Eastern and Southern Africa (ESA) and Western and Central Africa (WCA) to provide a few words on this Strategic Framework to Support Resilient Development in Africa.

The Strategic Framework comes at an opportune time when the United Nations development system continues to be called upon to support member states in their efforts to achieve internationally agreed development goals in line with their national priorities, and to address the special challenges facing the most vulnerable countries in particular, African countries, least developed countries, landlocked developing countries and small island developing States, countries in conflict and post-conflict situations as well as specific challenges facing the middle-income countries, in line with the Addis Ababa Action Agenda and the 2030 Agenda for Sustainable Development¹. This Strategic Framework is therefore a tool that would assist UNCTs in different country typologies.

The purpose of the Strategic Framework to Support Resilient Development in Africa is to enable UNCTs to better adapt their programmes, tools, and staff capacities to be “fit for context”, in order to help countries, achieve the SDGs and targets of the Agenda 2063 through resilient development. The Framework provides guidance to UNCTs on the “what” and “how” of resilient development during planning, design, implementation, monitoring and evaluation. The Framework will enable the

¹General Assembly Resolution A/C.2/71/L.63 Quadrennial Comprehensive Policy Review of operational activities for development of the United Nations system: 9 December 2016.

UNCTs to adopt more coherent programming approaches that ensure integration of different aspects of the UN works and further the nexus of development, humanitarian, human rights and peacebuilding agendas.

The development of Strategic Framework is in line with the core functions of the R-UNDG which includes providing leadership and strategic guidance to UN country teams to help them deliver more coherent, effective and efficient support to Member States, as well as providing programmatic policy and analytical services and products in support of countries and shared regional issues in the context of Agenda 2030.

I wish to convey my gratitude to all my colleagues – the Regional Directors in Eastern & Southern Africa (ESA) and Western & Central Africa (WCA) for their continued commitment and dedicated support to UN Country Teams in our region. The development of this Strategic Framework for Resilient Development in Africa would not have been finalized if it was not for your continued commitment in ensuring targeted support to UNCTs, guided by country typologies.

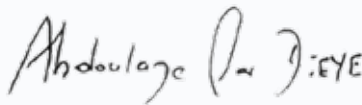
While acknowledging the contributions of all the Regional Directors through reviews of and inputs to various drafts of the Strategic Framework, I want to particularly thank the R-UNDG Champions for this initiative. My sincere gratitude to Leila Pakkala - Regional Director, UNICEF Eastern & Southern Africa (ESARO) for her strategic guidance and leadership in the development of this Strategic Framework. Special thanks also go to Allegra Maria del Pilar Baiocchi, former Regional Representative and Head of Office OCHA, Western & Central Africa for serving as Co-Champion and Manuel Fontaine, former Regional

Director, UNICEF Western & Central Africa, for his role in the conceptualization of this initiative.

I also want to appreciate the United Nations Country Teams (UNCTs) that volunteered to pilot test the Framework – South Sudan and Somalia. Your experiences and feedback proved very useful in informing the finalization of the Strategic Framework for Resilient Development in Africa.

Further, I wish to acknowledge Jean Dupraz - Regional Advisor UNICEF, ESARO and Dirk-Jan Omtzigt Regional Analyst - OCHA Regional Office for Eastern & Africa for their technical guidance in the development of the Framework. I would also like to thank Jacqueline Olweya - Regional Coordination Advisor and Head of the R-UNDG Secretariat for Eastern & Southern Africa, for coordinating inputs and comments on the various drafts and follow up to ensure that the Framework is completed within agreed timelines.

The Strategic Framework would not have seen the light of day had it not been the dedication and backstopping support of R-UNDG ESA and WCA Secretariats as they ensured that all operational work culminated in the production of the framework. I know that I can count on all of you in supporting UNCTs in the region in taking forward the Strategic Framework for Resilient Development in Africa, to ensure sustainable development.



Abdoulaye Mar Dieye

Chair, Regional United Nations Development Group, Eastern and Southern and Western and Central Africa; and Assistant Administrator and Director, UNDP Regional Bureau for Africa

Table of Contents

I.	Introduction and purpose.....	1
II.	Why Resilient Development?.....	4
III.	Conceptualising Resilient Development.....	9
IV.	Principles of Resilient Development.....	14
V.	Priorities for Resilient Development in ESA and WCA regions – The WHAT.....	15
VI.	Strategies for Resilient Development in ESA and WCA – The HOW.....	24
VII.	Different Contexts, Different Entry-Points.....	32
VIII.	Way forward.....	34

I. Introduction and purpose

The profiles of many countries within which United Nations Country Teams (UNCTs) operate in Eastern and Southern Africa (ESA) and Western and Central Africa (WCA) are characterized by multiple and compounded shocks and stressors. These severely affect the coping capacities of vulnerable people and leave existing national systems unable to cope, thus threatening hard-won development gains. In this context, resilient development, which is defined in the framework as the ability of individuals, communities and State to better prepare, manage, and recover from crises through capacity and system development, is a prerequisite for countries to achieve the Sustainable Development Goals (SDGs) and the targets of the African Union Agenda 2063.

In order to effectively support countries, it is critical that UN tools, such as One Programmes/United Nations Development Assistance Frameworks (UNDAFs) and Humanitarian Response Plans (HRPs) and Regional Refugee Response Plans (RRPs), are adapted to respond to the high risk context in ESA and WCA regions. For that reason, UNDAFs across the continent and beyond use “Sustainable Development and Resilience” as a core programme principle. Beyond UNDAF, it is also key that UNCTs and Humanitarian Country Teams (HCTs) are fully equipped to support countries to better link approaches that include: (i) risk-informed programming and preparedness for emergency response; (ii) disaster risk reduction; (iii) climate change adaptation; and (iv) conflict-prevention and peace-building, while seeking to integrate humanitarian and development programming where feasible and appropriate to do so.

The purpose of this Framework is to support UN teams to better adapt their programmes, tools, and staff capacity to be “fit for context”, in order to help countries and their people achieve the SDGs and targets of the Agenda 2063 through resilient development. The framework does not intend to impose standardisation of resilience initiatives or to serve as a ‘blueprint for action’. Instead, it intends to provide a conceptual framework, guidance and a compilation of tools and approaches to resilient development for UNCTs in ESA and WCA, based on experiences within and beyond Africa. These practices can serve as both a reference and an inspiration for UNCTs to bring coherence and adapt their resilience development programmes to their specific country context.

This Framework reflects and builds on numerous existing global and regional initiatives and reference documents related to resilient development, disaster risk reduction, and climate change adaptation. At the global level, these include: (i) Sendai Framework for Disaster Risk Reduction (2015-2030); (ii) Paris Agreement on Climate Change (2015); (iii) UN Plan of Action \ Disaster Risk Reduction for Resilience (2016); (iv) UN Climate Resilience Initiative “Anticipate, Absorb, Reshape” (2015); (v) Commitments from the World Humanitarian Summit (2016); (vi) the SDGs and the Addis Ababa Action Agenda on Financing for Development; (vii) the Rome-Based Agencies’ Collaboration of Strengthening Resilience For Food Security And Nutrition (2015); and (viii) “The Challenges of Sustaining Peace“, Report of the Advisory Group of Experts (AGE) on the Review of the UN Peacebuilding Architecture (2015).

At the regional level, key initiatives and frameworks include: (i) the IGAD Drought Disaster Resilience and Sustainability Initiative

(IDDRSI, 2012-2027); (ii) the Global Alliance for Action for Drought Resilience and Growth (launched in 2012); (iii) the Sahel and West Africa Global Alliance for Resilience (AGIR, launched in 2012); (iv) the UN Integrated Strategy on the Sahel (2013); (v) the Southern Africa Regional Inter-Agency Standing Committee (RIASCO) Resilience Framework (2014) and El Nino Action Plan (2016); (vi) the Windhoek Declaration for Enhancing Resilience to Drought in Africa (2016) and (vii) the UNDG-WCA Resilience Roadmap (2015).



II. Why Resilient Development?

Discussions about resilience have come to the forefront in ESA and WCA following severe crises in the regions' recent history. These include: the Horn of Africa crisis in 2011-2012, which saw famine declared in Somalia and the loss of over 260,000 lives (more than half of them children); the Ebola Virus Disease Outbreak in 2014, which devastated socio-economic and health systems in some countries in western Africa; and protracted conflict and recurrent violence in countries such as South Sudan, Somalia and the Central African Republic, directly affecting millions of lives.

The main reasons for focusing on resilient development are both contextual and programmatic:

- **Multiple and compounded shocks faced by countries.** Of 49 countries in the ESA and WCA regions, 17 (over one third) are considered to be at medium or high risk of a humanitarian emergency¹. Furthermore, the OECD 'Fragile States Index' categorizes 27 countries (over half) in the two regions as 'fragile'². The multiple risks faced by countries include: (i) conflict and insecurity; (ii) economic shocks, often due to over-reliance on primary commodities; (iii) extreme weather events and climate change impacts, including increased frequency and severity of extreme weather events, which often leads to food and livelihood insecurity and mass displacement; (iv) natural hazards, primarily floods and drought; and (v) communicable disease outbreaks, such as ebola, cholera, malaria and yellow fever.

¹ INFORM, <http://www.inform-index.org>

² OECD, State of Fragility: Meeting the Post-2015 Ambitions, 2015

- **Shocks are aggravated by chronic stressors. These include:** (i) environmental degradation and sea level rises; (ii) food insecurity, volatility of food prices and chronic malnutrition; (iii) high levels of monetary and non-monetary poverty, inequality, and socioeconomic exclusion; (iv) political instability and political exclusion; (v) poor governance, fragile institutions, and limited application of disaster risk management schemes at the national and sub-national levels; (vi) limited delivery and poor quality of basic social services, aggravated by increased urbanisation; (vii) tensions over exploitation and management of natural resources, particularly those that have transboundary nature; (viii) violence and conflict in some countries; (ix) high prevalence of HIV/AIDS, especially in Southern Africa; (x) influxes of migrants, internally displaced, and refugees; (xi) social and cultural traditional norms; and (xii) patterns and practices of discrimination and human rights violations.
- **Unprecedented demographic boom and dynamics mean that more people are being affected by shocks.** By 2050 the population in both regions will almost double, requiring time and adequate investment in youth to reduce the risk of future shocks. In spite of large-scale socio-economic progress, in absolute numbers vulnerabilities and poor health (including sexual and reproductive health) are affecting a larger number of people and pushing more people into poverty than in the past. In both regions, more children experience stunting today than at the beginning of the MDGs era.

- **Special attention should be paid to countries and regions affected by conflict, violence and instability. Conflict has become more protracted:** In 1990 the average length of an armed conflict was 19 years; by 2013 it had increased to 37 years. In Eastern Africa, for example not one year in the last 50 has been void of conflict, and currently all countries are either experiencing conflict or are on the border of a country in conflict. Support for building resilience is needed most in contexts of protracted conflict, but these are precisely the environments where increased development gains are hardest to achieve.
- **Recognising erratic weather, drought and climate change as a driver of conflict.** A growing body of evidence demonstrates the causal relationships between extreme weather events and civil conflict, particularly in regions where the economy is highly reliant on agriculture and livestock, (as it is the case in many parts of ESA and to some extent WCA), and where different groups may fight over remaining land or resources available.
- **The combination of increasing population displacement for longer periods, with relatively low numbers of displaced populations achieving a durable solution, remains a key challenge in ESA and WCA.** National and international actors are confronted with multi-variate factors that propel the forced migration and displacement of highly vulnerable populations; complex and diverse patterns of mobility within countries and across borders, and the diversity and fluidity of categories of migrants and displaced population. The international community is increasingly seeking greater synergy between traditional

emergency responses and transitional and longer term assistance recognizing the need for more comprehensive and integrated responses that address the multivariate factors that drive displacement and its consequences.

- **Unplanned urbanisation has resulted in the growth of informal settlements.** The share of Africa's population living in urban areas is projected to grow from approximately one-third in 2010 to one-half by 2030. This represents the highest urbanisation rate globally. Both the ESA and WCA regions are characterised by a high proportion of slum dwellers (65 per cent) who live with insufficient basic social services and infrastructure. Unplanned urbanisation has led, without exception, to increased inequality and urban poverty and to deteriorating environments and health.
- **There is an increasing convergence of people targeted by both humanitarian and development assistance.** For the first time in modern history the number of people living in extreme poverty has fallen below 10 per cent. But over 90 per cent of the world's poorest people live in places that are politically fragile, environmentally vulnerable, or both. Geographic convergence of humanitarian and development aid can be seen in Eastern and Southern Africa, where drought induced by El Niño has impacted some regions with the highest prevalence of poverty.
- **Development and humanitarian interventions have largely failed to address the causes of persistent vulnerability, and at times have not be able to meet the scale of humanitarian needs.** Many fragile contexts have seen either an over-reliance on cyclical, traditional,

expensive and short-term humanitarian action or development interventions that are 'risk-blind' to potential shocks and stresses. The business-as-usual strategy for humanitarian and development programming, reflected in the start/stop approach, and in the lack of coordination among the too, has not been efficient and sometimes effective.

- **Communities and governments seek more effective and sustainable ways to respond to crises.** Many contemporary shocks, particularly climate change, generate impacts and risks far beyond the traditional capacities of people to cope. Resolving these challenges requires collective local, regional, and international action. Economic growth rates in the ESA and WCA regions have been consistently high, masking pockets of inequality and poverty. Moreover, overall positive growth trends may slow or be halted by economic turmoil, unequal distribution of wealth, disasters, violence and political instability.



III. Conceptualising Resilient Development

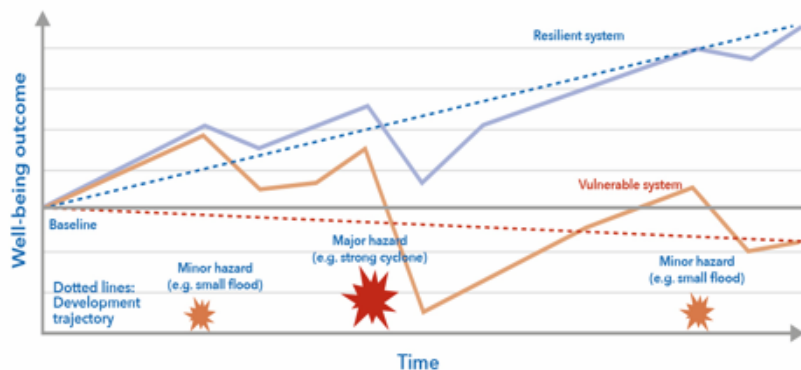
Many definitions of ‘resilience’ have been put forward by the development and humanitarian communities, each with their own merits. For the purpose of this Framework, resilience is understood as the capacity of individuals, communities and institutions to anticipate, prepare for, resist, withstand, adapt to, transform and recover from crises. Put more simply, resilient development means making sure that, through inclusive systems-building and capacity development, individuals and communities have what they need to better prepare, manage and recover from crises.

Resilience is a multi-dimensional capacity that draws on a wide array of resources, including: (i) human (e.g., health and nutrition status, skills); (ii) social; (iii) economic; (iv) political and institutional; (v) programmatic (e.g., safety nets); and (vi) ecological resources. Developing resilience requires an understanding of the optimal set of absorptive, adaptive and transformative capacities of individuals and communities, while acknowledging that the difference between these capacities is often blurred³.

Resilience programming refers to the planning, design, implementation, monitoring and evaluation of interventions that can respond to complex and interconnected risks and ensure

³ (i) Absorptive capacity: the ability to minimize exposure to shocks and stresses through preventative measures and appropriate coping strategies to avoid permanent, negative impacts; (ii) Adaptive capacity: making proactive and informed choices about alternative livelihood strategies based on an understanding of changing conditions; (iii) Transformative capacity: the governance mechanisms, policies/regulations, infrastructure, community networks, and formal and informal social protection mechanisms that constitute the enabling environment for systemic change.

that development gains are preserved, even during exposure to events that progressively erode the capacity of a community or system to cope (stresses). The following graph illustrates the potential gains from using a resilient development approach.



OCHA Policy and Studies Series; March 2014 (Figure 6, Pg. 19)

The chart shows how the quality of life changes over time in two communities – one that is resilient (blue) and one that is resilient-blind (orange). Over the observed time-frame, both communities were affected three times by a disaster. In the resilient community the impact of the disasters is smaller, the recovery is faster and the overall development trajectory remains with an upward trend. The implication of these observations is that reinforcing resilience is important not only in the context of crisis-risk management, but also in the context of overall development.

It is important to note that resilience is multi-level and system-based. Resilience capacity is often observed at a given level, such as household or community, but it is a multi-level construct. This means that inclusive interventions should be sensitive to nested dependencies between the household, community, regional and national levels.

IV. Principles of Resilient Development

To inform this approach, and based on the context in the ESA and WCA regions, resilience programming by UNCTs should be informed by the following principles:

Principle 1: Take context as the starting point. It is critical to understand the particular nature of the stresses or shocks to which a state, region or community may be exposed and their potential occurrence and magnitude over time. Even though large quantities of credible data are increasingly available for risk assessment, the regional humanitarian and development communities have rarely managed to undertake common analyses, especially at the lowest administrative levels. Analysis of conflict threats and political risk is particularly lacking. Understanding the broader context allows actors to jointly recognise the likelihood and impact of external factors (such as climate), as well as vulnerability, capacity, or gaps in political will. It is particularly important to have a common understanding of geographic areas that require more support; which specific populations face the highest risk (broken down by dimensions such as age or sex); existing indigenous capital; and regional and cross-border dynamics. It is similarly critical to identify sectoral interventions and systems that require strengthening, and the comparative advantages of potential actors that might intervene to mitigate specific risks and develop resilience.

Principle 2: Act early to prevent. Emphasis on prevention includes sharing risk analyses and acting before shocks materialise, as well as looking beyond quick-fix solutions to address the root causes of people's vulnerability and deprivation. Act early may also prevent that one type of shock or protracted

crisis results into another one. For example, natural disasters may result into a (local) conflict situation as different groups may fight over remaining resources available. This requires medium- to long-term strategies including disaster risk reduction, as well as preparedness and contingency planning. It also requires the promotion of a ‘no regrets’ approach to financing of early action with both governments and donors.

Principle 3: Act fast, but stay engaged long enough to give success a chance. Capacity development in core institutions normally requires at least ten years. Since volatility of engagement has the potential to destabilise both institutions and communities, UNCTs should advocate for and support national governments’ efforts to improve aid predictability, increase the duration of financial and technical support, and enhance mutual consultation and coordination prior to embarking on resilience development initiatives. UNCTs should also work with governments to reprioritise national resources in an effort to build or strengthen resilient systems that can react quickly when crises occur.

Principle 4: Focus on system-building as the central objective. The risks and vulnerability in ESA and WCA regions are best addressed through developing shock-responsive and government-led systems for the delivery of public goods and services that can expand and respond to meet humanitarian needs as part of longer-term development at both the national and local levels. This should include building emergency preparedness and response mechanisms to meet acute, short-term needs, as well as more permanent systems – particularly social services, social protection systems, and safety nets.

Principle 5: Think state-building and recognise and promote government leadership. To strengthen resilience UN should adopt a balanced approach in its interventions, whereby they reflect the interconnections between the social, economic and environmental dimensions of development and the role of the state in all of them. In that regard, UNCTs should use a “whole-of-government” approach to support – involving those responsible for security, political and economic affairs, as well as those responsible for development aid and humanitarian assistance – in an effort to promote coherence and government leadership. UNCTs should support governments to develop national and subnational risk informed policies, plans and legislation, and align support behind these in a coordinated manner and according to member agencies’ comparative advantage.

Principle 6: Promote equitable development, equality and non-discrimination, and a human rights-based approach as the basis for inclusive, stable and resilient societies. UNCTs should avoid unintentional exclusionary effects arising from a focus on “low-hanging fruit” or easy-to-reach populations. It is the poorest, most marginalised and discriminated-against communities (including refugees, migrants and the internally displaced), and other vulnerable population groups (such as children and women) who are most at risk and most likely to feel the impacts of shocks and stresses. UN actions must reinforce the fundamental entitlement of every individual to exert and fulfil their rights without distinction by age, race, gender, colour, origin or other grounds, as affirmed by international human rights law.

Principle 7: Be accountable to affected populations. UNCTs should align their interventions with local priorities and tailor programmes accordingly, avoiding “pre-packaged”

programming. Nobody knows better how to build resilience than communities; therefore they should not only be consulted in programme design, but actively engaged in the development, monitoring and progress review of any intervention.

Principle 8: Engage catalytic, broad-based partnerships for sustainable development. Collaborative partnerships are vital to achieving resilience. Catalytic partnerships, including the private sector and civil society, along the traditional humanitarian and development partners, are necessary to mobilise the knowledge, expertise and resources necessary for resilient development.

Principle 9: Design, test and iterate. Context is dynamic rather than static, and is constantly changing based on how individuals, households or communities deal with and respond to risks and shocks. Interventions must be designed to allow for real-time changes and improvements to programming through regular feedback and shared learning. When feasible, they should be based on theories of change, accepting that resilient development is unlikely to be visible within project cycles, and may be measured through proxies.



V. Priorities for Resilient Development in ESA and WCA regions - The WHAT

Programmes for resilient development should support the achievement of national development priorities and the SDGs and other international frameworks, as well as contributing to social, economic and environmental sustainability. Below are some key elements of resilience development for ESA and WCA regions, understanding that the specific key priorities will not be the same across the different countries and sub regions. While UNCT priorities will be different in each country, certain common elements should be the focus of resilient development.

1. Resilient State

1.1 **Strengthening governance and state-building.**

Approaches to state-building have often focused on institution building, especially of executive structures at the central level, within the “traditional” areas of support – such as support for elections, public sector management, and government role on basic services’ provision. Governance and state-building programmes supported by UNCTs should move beyond technical institution-building and strengthen risk governance, as well as strengthened their focus on state-society relations, at both the national and subnational levels. Reaching equilibrium over the social contract, on the basis of legitimacy, will ultimately be decisive in building resilience within the state, while a weak social contract will be a major determinant of state fragility.

Key activities that should be promoted by UNCTs include: (i) supporting citizen platforms, especially with women and young people, to demand more accountable and transparent development, with a particular focus on the use of domestic resources to achieve national development goals, the SDGs and the targets of Agenda 2063; (ii) support for a participatory approach in local governance; (iii) supporting the capacity of institutions (such as parliaments and judiciaries) to exercise their oversight functions and promote citizen engagement; (iv) strengthen data-generation processing and management through centralised, adequately funded statistics institutes; (v) support the government to develop and/or review and enact appropriate policies strategies and legislation that are risk sensitive and promote sustainable and resilient development; (vi) develop mechanisms to measure and report the impact of partners' interventions and government efforts; and (vii) support governments to engage in cross-border and regional initiatives that address bottlenecks for developing resilience within specific regions.

1.2 Reinforcing transparency, accountability and oversight of public finance. In light of the growing importance of domestic resources in the ESA and WCA regions to finance development – particularly through taxation policies and from the private sector – it is critical for UNCTs to help strengthen transparency, accountability, effective use and oversight of domestic resources.

UNCTs should support country investment in strengthening public finance management systems to: (i) promote risk-screening for all development plans and

fiscal instruments; (ii) strengthening disaster finance governance mechanisms to track expenditure on disaster and climate risk management; (iii) promote the effective use of resources invested in sectors (e.g. education, health, social protection); (iv) combat hidden fees that affect the most vulnerable segments of the population; and (v) engage in policy dialogue to promote the establishment of contingency budgets to ensure that affected populations can continue to access essential services in times of crisis. This could be funded by domestic resources or through enrolment in risk insurance pools (such as Africa Risk Capacity).

2. Resilient systems

2.1 Building risk-sensitive and shock-responsive social protection systems. Well-developed social protection systems that include a range of non-contributory programmes (e.g. social transfers, school feeding, public works, and health centres) and contributory programmes (e.g. social insurance) play a key role in breaking the vicious circle of crises and poverty. For example, large-scale social cash transfer programmes to the most vulnerable segments of the population, free primary and secondary education, free access to primary health care, and unhindered access to other basic social services can protect communities and families from the impacts of stresses (including the erosion of economic, environmental and social assets), while minimising negative coping practices. Evidence from impact evaluations of governmental social cash transfer programmes in both ESA and WCA have shown that these programmes have helped build and sustain peoples’

capacity over time by smoothing gaps in consumption and allowing for investments⁴. Governments should be equipped with budget, analysis and decision-making instruments that inform risk-sensitive social protection policies and mechanisms.

UNCTs should invest resources and capacity in support of the development of shock-responsive social protection systems, focusing on: (i) strengthening national coordination of social protection interventions, including safety nets and humanitarian, multi-purpose cash programming; (ii) supporting the horizontal and vertical expansion of existing systems, while avoiding the establishment of parallel systems; (iii) strengthening national information management systems and building a single registry of beneficiaries (including potential beneficiaries in case of shocks); (iv) supporting the development of financing strategies and resource mobilisation plans for scaling up social protection; (v) helping to strengthen a national targeting system on the basis of monetary and non-monetary poverty criteria; and (vi) supporting the integration of disaster/climate risk insurance schemes into social protection programmes, where feasible. In conflict settings, UNCTs should prioritise the use of common humanitarian assistance platforms whenever possible.

⁴ See evidence about the impact of social cash transfers in generated through the Transfer Project impact evaluations: <https://transfer.cpc.unc.edu/>

2.2 Strengthening systems for continued delivery of social services. Continued quality and access to basic social services – especially health, water and sanitation, nutrition and education – is critical for communities and households affected by shocks and stressors. While social protection schemes can help remove social and economic barriers to accessing of these services, the lack of access to services can also be the consequence of disruptions and breakdown in service provision in the event of a crises.

Key activities that UNCTs should promote include: (i) support for an enabling environment by strengthening systems, particularly those related to: social service public finance management; salary payments; accountability structures; and data collection, management and use, at both the national and subnational levels; (ii) support to demand-creation through improving the capability of communities to be aware of their rights and demand quality services; (iii) support to supply side through increasing the capability of service providers (teachers, health workers, etc.) to deliver quality services in both emergency and non-emergency situations; and (iv) in some cases, support for infrastructure and physical assets required for service delivery.

2.3 Developing integrated UN programmes for emergency preparedness and response and resilient development at community, national, and regional levels. Such programmes include: early warning systems; preparedness and contingency planning; information management and risk analysis; creation of government-led emergency operation centres and local risk management committees; capacity building in disaster management, context analysis

and conflict prevention; and thematic programming that promotes environments conducive to the realisation of rights and to resilience development; to mention a few,. UNCTs should also work with governments, development partners and the private sector to promote investments that empower communities to manage risks. For example, innovative financing and insurance-based approaches can provide communities with resources needed to manage the impact of shocks.

3. Resilient economy and livelihoods

3.1 Diversify the economy and production. In the Sub-Saharan Africa context, where agriculture accounts for more than half of total employment, there is a need to support strategies that can not only ensure sustainable agricultural practices, but also bring financial stability to households. Essentially, this can be done by supporting livelihood diversification other than agriculture, in order to generate off-farm and non-rain-dependent income and growth. Within the agricultural sector, productive and economic diversification is also critical, as in many regions in Africa there is an overdependence on mono-cropping production of maize, which is a soil-depleting crop that is highly vulnerable to drought, other climate change phenomena and price fluctuations. For economic and productive diversification to succeed, communities should also have enhanced access to markets and be engaged in the food value chains.

- 3.2 Promote and facilitate market-based solutions.** Some climate risks are insurable through weather-contingent insurance policies. This will enable farmers to insure themselves against drought and crop failure. Where possible, states and development actors should work with the private sector to facilitate the entry into markets and expansion of insurance providers, such as Africa Risk Capacity, taking into consideration the difference between infrequent threats and those that are cyclical and predictable in nature.
- 3.3 Support the creation of youth employment.** In peri-urban and urban contexts, economic self-sufficiency often relies on access to the job market. However, in many parts of ESA and WCA, access to decent jobs remains a major challenge for a large proportion of youth. The UN can support youth employment by assisting in the formulation of specific policies and targeted measures that address labour demand and programmes that equip youth with the skills required to successfully make the transition from school to work.
- 3.4 Support labour migration.** Labour migration is a key resilience strategy in the Sub Saharan African context, which benefit both receiving and origin communities. UNCTs can support governments in developing policies that facilitate labour migration, protect migrant workers, and reduce costs of remittances, as well as protect migrant workers.

4. Resilient environment

4.1 Climate change adaptation. A wide array of conservation practices, including improved land management practices, agroforestry, and conservation tillage, are increasingly being adopted in ESA and WCA. These practices strengthen the resilience of ecosystems to extreme events and broaden sources of livelihoods.

UNCTs can promote conservation agriculture, effective water and ecosystem management, and meteorological and climate information services, which provide a means to strengthen resilience in agro-ecosystems and livelihoods, and can also advance climate risk management and adaptation goals. UNCTs can support efforts to address constraints to broader adoption of these practices, such as the rehabilitation of degraded land, access to peer-to-peer learning, and to expanding women's access to credit and markets.

4.2 Human mobility and climate change. Environmental and climatic factors are both drivers and pull factors of migration and displacement, and are influenced by economic, social, political and demographic aspects. Mobility can save lives, enhance resilience and reduce risk – and it can also make people vulnerable and expose them to new risks. The contributions of migrants and diasporas for instance through remittances, knowledge transfers and investments can serve adaptation purposes.

In some contexts, migration constitutes an important and positive adaptation strategy that can be supported by policy action. UNCTs can support policies that recognizes the complex nexus of migration, environment and climate (as recognized in the Paris Agreement on Climate Change), and advocate for the inclusion of human mobility matters in the National Adaptation Plans.



VI. Strategies for Resilient Development in ESA and WCA – The HOW

Strategies and actions for resilient development are context-specific and dependent on the technical and financial capacity and leadership of governments and partners. Of the many strategies for strengthening resilience, those described below are particularly relevant.

1. Adapting programmes to overcome risks

- » **Risk-informed programming.** Risk informed programming is programming that reduces the risk (including the potential impacts) of shocks and stressors on individuals well-being, their communities and systems, contributing to resilient development, by addressing root causes and drivers or risk, including vulnerabilities and lack of capacities.

All UNCT-supported programmes should be informed by national and sub-national risk analyses and monitoring systems, based on each country's specific profile⁵. This analysis should include: (i) assessment of likelihood and potential impact of shocks and stressors; (ii) analysis of the nature of the risks (whether driven by humans or nature, possible seasonality, relation with climate change, connection with political or socio-economic factors); (iii) vulnerability and capacity assessment of individuals and systems in relation to wellbeing. Vulnerability can also be measured at the community level for issues such as capacity for self-organization, existence of local level risk

⁵ See for example Rwanda Risk Atlas <http://www.preventionweb.net/publications/view/45592> that UNCT could replicate in other countries.

management committees, household savings and access to quality social services, among others.

Risk analyses should accommodate forward-looking trends around risks, to put prevention and preparedness at the centre of any intervention. UNCTs should help governments and other stakeholders to better understand and operationalise risk-informed programming, incorporating these elements into policies and frameworks, and building skills to incorporate this approach into programming.

UNCTs should use the Resilience Common Diagnosis and Prioritization Approach. This resource offers a three-step process for integrating resilience diagnosis and prioritization into the UNDAF process. It takes a flexible and contextually-based approach for planning, creating and integrating resilience strengthening activities within UNDAF or other development and humanitarian planning processes.

This guidance comes as a joint effort of the UN and OECD-DAC to accompany UNCTs and Governments to operationalize recommendations of the 2030 agenda and other post 2015 frameworks, including the Sendai Framework and the World Humanitarian Summit outcomes. It places the understanding of risk, vulnerability and capacity at the center of effective programming, stresses the added value of programmatic approaches that are coherent, complementary, cross-sectoral and vertically integrated.

The objective of the Resilience Common Diagnosis and Prioritization Approach is to provide a practical, step-by-step modular guidance that will help UNCTs to:

1. Have a shared view of complex and inter-linked risk and vulnerability landscape and identify key drivers of vulnerability
2. Understand the capacities and assets that people need for their all-round well-being and how these are affected by key risks
3. Build a vision of what needs to be done, when, by who, at what layer of the system to strengthen resilience
4. Develop concrete programme plans with short, medium and long-term priorities and financing needs
5. Clarify the comparative advantage of the UN in contributing to the resilience collective outcome

The guidance is never prescriptive in its approach. Rather, the material assists UNCTs in responding to the requirements of the 2030 agendas to improve efficiency, integration and coherence of humanitarian and development activities.

Lowering the threshold for acceptable risk. UNCTs should systematically explore methods for lowering the threshold for acceptable risk, to increase the scale of development and resilience programming in conflict settings – including evaluation of the full range of delivery mechanisms.

2. Building the evidence base

- » **Evidence generation.** UNCTs should make sure that all supported programmes include strategies and tools to monitor, evaluate and analyse achievements associated with resilient development. This includes the identification and monitoring of (i) outcome indicators, to demonstrate that levels of well-being have remained stable or recovered despite a given stressor or shock, and (ii) output indicators, to demonstrate that interventions have built-in resilience elements; for example, the scalability of social service provision, or the flexibility of a social protection system in relation to a given stressor or shock.

3. Working with the right actors

- » **Placing communities at the centre of programmes.** The impact of external interventions will largely depend on the suitability of those activities to the local context, and the extent to which implementing agencies address existing social dynamics and involve community members. Due consideration should be given to the specific hardship facing displaced people. Programmes supported by UNCTs should place communities at the centre by: (i) increasing community ownership and participation in the design, implementation, monitoring and evaluation of resilience development interventions; (ii) supporting the linkages between community structures and local governments; (iii) enhancing communities' awareness of adaptation, disaster and risk management and developing local disaster and climate risk management action plans; (iv) strengthening social mobilisation and promoting social cohesion; (v) supporting both formal institutions and indigenous structures, to include traditional knowledge;

and (vi) engaging in interventions with displaced populations (internal or refugees) and migrants to promote self-reliance and engagement of host communities.

- » **Women and girls' empowerment.** Addressing gender disparity is a pre-requisite for resilient development. Gender and resilience are connected in a two-way causality: community-level resilience can be key to strengthening gender equality, and women's empowerment can strengthen community resilience. To develop resilience with a gender perspective, a two-pronged programme approach is needed: (i) strengthen programmes that address specific needs of women and girls on issues such as education parity, access to land, agricultural inputs and credit schemes or sexual and reproductive health, especially family planning and maternal health; and (ii) influence gendered power relations, particularly at the community level – for example, by engaging communities and their leaders in community-based dialogue on changing discriminatory practices, or promoting female representation on community decision-making structures.

- » **Multi - partnerships and multi-sectoral approach.** Cross-sectoral collaboration is vital to resilient development. In particular, it requires linkages between social protection, food security, livelihoods, nutrition, health, WASH, education, social services, and planning and finance. One Programmes/UNDAFs and HRPs should be used as entry points to enhance multi-sectoral and multi-agency collaboration within and beyond the UN, including, for example, peace keeping missions. UNCTs should also engage in dialogue with donors to build better

understanding of the need for flexible, long-term funding for resilience development initiatives.

- » **Engagement in regional initiatives.** Hazards and stresses such as drought or conflict are rarely (if ever) constrained by boundaries. Cross-border issues and dynamics frequently require specific attention and collaboration between states. UNCTs should collaborate and support governments to engage in regional initiatives and strengthen regional bodies (such as the African Union and its Regional Economic Commissions, IGAD, the Economic Commission of West Africa (ECOWAS), Southern Africa Development Community (SADC) & Indian Ocean Commission) that can advance regional approaches to resilient development in different contexts.

- » **Advocacy and engagement with the private sector.** The impact of disasters cuts across all sectors, and in many circumstances the private sector is the hardest hit. Advocating and raising awareness of the private sector to fully commit to risk reduction and adaptation to suitable business models, can contribute to better resource, plan, and implement resilience development initiatives, and to moving the resilient development agenda beyond the boundaries of government institutions.

4. Preventing adverse consequences

- » **Conflict sensitivity and peace-building.** ESA and WCA are home to some of the world's largest and longest protracted conflicts, as well as some of its most vulnerable communities. Any intervention can inadvertently create societal divisions and worsen tensions, corruption or

abuse, or establish parallel structures that weaken existing state or community systems. A more peaceful and cohesive society will be more resilient; thus it is crucial that UNCTs design their programmes with a “conflict lens”, not only to avoid unintended consequences (do not harm), but also to contribute to peace-building (do more good).

Applying conflict sensitivity to programming requires enhancing analytical understanding of the conflict context, considering the interactions between planned or ongoing interventions and the context and adjusting programmes in response to changes in conflict dynamics. Social services that are inclusive, accountable, transparent and relevant to the various social groups will reinforce both state and peace-building efforts. In addition, UNCTs should explicitly identify opportunities for specific peace-building programme interventions that can support communities to transition out of fragility, promote the role of women as peacebuilders, negotiators and mediators at regional, national and sub national levels, reduce violent relapses and strengthen resilience. This requires defining specific peace-building outcomes that can contribute to addressing root causes and ongoing consequences of conflict, and that can strengthen national, community and individual capacities to address conflict constructively⁶, as well as support governments in their commitments as Member States vis-à-vis the relevant UN Security Council resolutions.

» **Recognising the specific hardships facing displaced**

⁶PBSO is currently developing guidance and policy for resilience in conflict

people enduring protracted and prolonged crisis.

Wherever possible and feasible, UNCTs should explicitly shift the programmatic focus toward activities that promote self-reliance and engage host communities, beyond lifesaving interventions. This is especially the case in supporting women and girls, who are most impacted by conflict and displacement, and often have lost all productive assets as a result. Resilience principles can be applied to programmes providing assistance in both camp and non-camp settings, but in non-camp policies are more conducive to durable-solution finding and to the promotion autonomy and self-reliance among the displaced people.

5. Attracting adequate funding

- » **Multiyear and flexible funding.** While resilient development is about long-term development, a large proportion of resilience-related activities are funded through short time-frame humanitarian windows. Support to resilient development should compel UNCTs to seek increased, multi-year and flexible funding. This will allow UNCTs to develop, take to scale and sustain over time programmes that can have a meaningful impact on resilience.

VII. Different Contexts, Different Entry-Points

Resilient development should be defined by the regional, national and sub-national contexts. This includes a profile of risks, vulnerabilities, and capacities for addressing them. Multiple measurement options are available, including the Information for Risk Management (INFORM) tool, the Emergency Events Database (EM-DAT), World Risk Index and Notre Dame Gain Adaptation Index at the global or national level, and Disaster Information Management Systems (DesInventar) at the sub-national and lower administrative levels. Other tools exist in different regions and should be considered as complementary. These tools further allow the R-UNDG, Regional Economic Commissions and UNCTs to assess and prioritise risk management within and between states, and to ensure that both resource allocations and allocated development finance for resilience interventions are coherent with risk analyses at the national and regional levels.

To date the development of resilience approaches and strategies has progressed differently in specific country contexts. The experience of three broad groups illustrates different entry points and approaches in Africa. Risk can be a result of (i) high exposure to hazard, (ii) high levels of vulnerability or (iii) low government capacity to cope. While risk can also be a combination of these factors, it is important to unpack this, as each factor provides a different entry point for resilient development.

- **High exposure to hazards.** In this context, the focus should be on preparedness, prevention, disaster risk-reduction and mitigation strategies, such as early warning systems, improved land management,

and ecosystem-based adaptation. When hazards are related to conflict, violence and political instability, peace-building and conflict management interventions should be a priority.

- **High levels of vulnerability.** In the context of highly vulnerable populations the focus should be on empowering people and reducing vulnerability through: (i) economic and productive diversification, including of livelihoods; (ii) inclusive growth; (iii) expansion of social protection and basic service delivery; and (v) climate adaptation.
- **Lack of government coping capacity.** In this context, the priority should be capacity development to strengthen government systems and fiscal schemes through, for example, enrolment in risk-pooling mechanisms.

VIII. Way forward

Based on the “what” and “how” articulated in sections V and VI, this section highlights the critical actions UNCTs in ESA and WCA should commit to undertake, at a minimum:

A - Build the evidence base and enhance analysis

- 1. Undertake regular, common context analyses and evidence-based risk assessments**, including future scenarios and contingency planning processes, to adjust and validate both humanitarian and development planning frameworks. Common Country Assessments (CCAs) should include, at a minimum, the main risks to achievement of the SDGs and the 2063 Agenda and the mechanisms and capacities in place to manage multi-hazard risks and enhance resilience. In conflict- affected settings, CCAs should include conflict analysis. Assessments should focus on collecting sex and age disaggregated data (SADD), and should be undertaken and updated annually or in light of newly emerging risks and threats, and undertaken jointly by both humanitarian and development constituencies as appropriate to the country context. Where appropriate, the development community should be engaged in regular updates of Humanitarian Needs Overviews to ensure that priorities are aligned with the short-term objective of reducing need. National Gender Profiles will also ensure data are available for identifying gaps and remaining needs.

- 2. Develop, disseminate and implement existing risk-informed programming guidance** and provide technical assistance to country programme processes to incorporate risk-informed approaches – including guidance on mainstreaming risk and vulnerability as well as gender into programme design. This involves incorporating risk analysis, but also ensuring that necessary provisions are included within programme cycles to allow adjustments to be made on the basis of that analysis. It also requires providing tools and developing capacity-building initiatives for UN, government and partners to facilitate the acquisition of skills for operationalising the approach.

- 3 Support the generation of evidence and learning around resilient development, including gender-responsive evidence.** This calls for: (i) supporting documentation of case studies and good practices on resilience programming across ESA and WCA, including cost-effectiveness and cost-efficiency analysis; (ii) enhancing opportunities for learning, including providing spaces for cross-fertilisation and sharing of lessons learned; and (iii) mapping resilience investments overlaid with risk analysis, to understand where priorities lie for adjustment of humanitarian and development frameworks for action. Investment mapping should go beyond HRPs and UNDAFs given the extent to which programmes impacting upon resilience are increasingly funded outside of Humanitarian Response plans and UN development cooperation frameworks⁷.

⁷IGAD's investment mapping work with member states offers some good practice to emulate

- 4. Enhance resilience development measurement.** Much discussion has taken place around measurement of resilient development, but as yet there is little consensus on the merits of specific monitoring and evaluation frameworks that factor in resilience. UNCTs should invest adequate resources to enhance knowledge in this field – including through engagement of academic and research institutions – to ensure that programmes have risk- and resilience-informed monitoring systems.

B- Adopt new ways of working

- 5. Incorporate in One programmes/UNDAFs and HRP the “what” and “how” to develop resilience, as articulated in the framework.** This requires ensuring complementarity between resilience programmes and the removal of overlaps between HRPs, UNDAFs and other development frameworks, as necessary. This should lead to risk-informed UNDAFs that have resilience objectives, support the development of resilience capacities, and develop “flex” programming and resources during crises. UNCTs should explore options for systematically developing multi-year humanitarian response plans that clearly identify resilience objectives and programmes, noting recent progress made in the WCA region.
- 6. Incorporate resilience in humanitarian and early recovery actions.** Humanitarian assistance can be leveraged to develop resilience and promote earlier

elsewhere.

recovery, and prevent to the extent possible populations from slipping back into cycles of deprivation. When possible, humanitarian action along with development should anticipate medium term needs of people and communities. Harnessing the common space between humanitarian and development programming will also help to streamline operations, generate efficiencies and promote complementarity within service delivery.

- 7. Prioritise deliberate and longer-term capacity development for subnational governance and local community structure.** This requires UNCTs to support the incorporation of disaster risk reduction and resilience in development plans, and to ensure that they are supported by early warning and early action systems.

C- Coming together for resilience: work with partners

- 8. Review and adjust national and regional coordination models to ensure that a broader range of actors is included in design and implementation of resilience programmes.** Specifically, UNCTs should explore ways to engage more with communities and the private sector, when feasible. It is also important to emphasize equal representation and participation by including women and youth in decision-making processes as well as implementation of solutions.
- 9. Support regional organizations to develop policies and coordination mechanisms for resilience.** Understanding the importance of the regional dimension of many of the shocks and stresses to which the ESA and WCA regions are exposed, UNCTs should commit to continuing their

engagement with regional bodies, including the IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRSI), the Global Alliance for Resilience (AGIR), the RIASCO Resilience Working Group and its support to SADC and ECOWAS, to mention some. The R-UNDG, with UNCTs, commits to support the development of guidelines and protocols to facilitate data-sharing within institutions.

- 9. Engage with donors to ensure greater, less volatile and more flexible funding allocation**, which would allow UNCTs to put in place longer-term programmes that can have a meaningful impact on resilience. UNCTs should commit to work to improve coordination and coherence among donors, UN Agencies and stakeholders at large. UNCTs should enhance dialogue with donors to find ways to align to national accountability systems and priorities and avoid the creation of parallel structures or strain on national financial management mechanisms. In addition, the UN system should promote use of and contribute to existing funding mechanisms such as the Gender Acceleration Instrument for Women, Peace and Security, and work towards meeting existing obligations regarding the percentage of funding that is to be dedicated to programming focused on women and girls. The agreement reached at the World Humanitarian Summit to implement the ‘Grand Bargain’ for humanitarian financing offers further opportunities to align approaches with development financing instruments for resilience, ensuring that women and girls are at the centre, as also agreed at WHS. The UNCT should be more proactive in engaging with the private sector, from the dual perspectives of social responsibility and fund mobilization.



**UNITED NATIONS
DEVELOPMENT GROUP
EASTERN AND
SOUTHERN AFRICA**

TOGETHER FOR DEVELOPMENT



**UNITED NATIONS
DEVELOPMENT GROUP
WESTERN AND
CENTRAL AFRICA**

TOGETHER FOR DEVELOPMENT