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COMESA REGIONAL RESILIENCE FRAMEWORK

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LIST OF ABBREVIATIONS AND ACRONYMS

ACP	African, Caribbean and Pacific States
COMESA	Common Market for Eastern and Southern Africa
CSA	Climate Smart Agriculture
COP	Conference of Parties
DoA	Description of Action
DRR	Disaster Risk Reduction
DRM	Disaster Risk Management
EAC	East African Community
EDF 11	European Development Fund 11 (also 11 th EDF)
EUR	European Union Currency (Euro)
EU	European Union
FTA	Free Trade Area
GCCA+	Global Climate Change Alliance Plus
GCF	Green Climate Fund
GEF	Global Environmental Facility
IDDRISI	IGAD Drought and Disaster Resilience and Sustainability Initiative
INDC	Intended Nationally Determined Contribution
MoA	Ministry of Agriculture
MS	Member State(s)
NDC	Nationally Determined Contribution
SADC	Southern African Development Community
SDG(s)	Sustainable Development Goal(s)
SIDs	Small Island Developing States
UN	United Nations
UNFCCC	United Nations Framework Convention on Climate Change
UNDP	United Nations Development Programme

1. BACKGROUND

1.1. Overview of COMESA

The Common Market for Eastern and Southern Africa (COMESA) was formed in December 1994 to replace the former Preferential Trade Area (PTA) which had been in existence since 1981. It is the largest of the eight (8) Regional Economic Communities (RECs) recognized by the African Union, bringing together 21¹ Member states, with a total population of 585 million people (2019) and a combined Gross Domestic Product (GDP) of US\$ 769 billion (2018). It is also the REC that integrates most of the countries of the Great Lakes region, covering Central, Eastern, Southern and Northern Africa, with a regional and global trade in goods amounting to US\$ 235 billion (2018). COMESA is governed by a Treaty and was established ‘as an organisation of free independent sovereign states which have agreed to co-operate in developing their natural and human resources for the good of all their people’ and hence its main focus is to ensure economic prosperity within the region through regional integration.

1.2. COMESA Mission and Vision

With the mission ***“To be a fully integrated, internationally competitive REC with high standards of living for all its people ready to merge into an African Economic Community”***, COMESA seeks to promote regional economic growth and social development through sustainable trade, human and institutional capacity building, policy harmonization and sustainable utilization of natural resources. This is embedded in COMESA’s vision which is: ***“Endeavour to achieve sustainable economic and social progress in all Member States through increased co-operation and integration in all fields of development particularly in trade, customs and monetary affairs, transport, communication and information, technology, industry and energy, gender, agriculture, environment and natural resources”***

Within the mandates of its mission and vision, COMESA offers its member states and partners a wide range of benefits which include:

- A wider, harmonised and more competitive market;
- Greater industrial productivity and competitiveness;
- Increased agricultural production and food security;
- A more rational exploitation of natural resources;
- More harmonised monetary, banking and financial policies;
- More reliable transport and communications infrastructure.

¹ Burundi, Comoros, Democratic Republic of Congo, Djibouti, Egypt, Eswatini, Eritrea, Ethiopia, Kenya, Libya, Madagascar, Malawi, Mauritius, Rwanda, Seychelles, Somalia, Sudan, Tunisia, Uganda, Zambia and Zimbabwe.

1.3. The Regional Environmental and Agroecological Characteristics

The COMESA region has highly diversified ecosystems from the most arid places (the Sahara Desert) to the tropical rain forest of the Congo Basin. The region has temperate zones, savannahs, semi-arid areas, deserts, rivers, lakes, wetlands, mountain ranges, diverse land as well as marine fauna and flora. The climate has a strong influence on the day-to-day economic and social development of the region, particularly in terms of water, food production, health, ecosystems, livelihoods, and more generally on the entire economic system.

The region is extremely vulnerable to climate changes. The frequency and intensity of natural disasters linked to climate extremes have been on the rise in the region; which in turn has eroded the capacities of local populations and economies to adapt and recover from such disasters. Moreover, the relationship between livelihood, access to natural resources and climate, has historically had a strong effect on social/political fragility, conflicts and migration; increasing further the vulnerability of the people in the region.

1.4. Political Representation

COMESA is a grouping of 21² sovereign Member States all of which are members of the African Union. Other RECs in the Eastern and Southern Africa region are: The East African Community (EAC) with six (6) Partner States, four (4) of whom are in COMESA; The Indian Ocean Commission (IOC) with five (5) Member States, four (4) of whom are in COMESA; The Intergovernmental Authority on Development (IGAD) with ten (10) Member States, nine (9) of whom are in COMESA; The Southern African Development Community (SADC) with 15 Member States, eight (8) of whom are in COMESA. COMESA is also privileged to have 2 members of the Arab Maghreb Union (AMU); namely Libya and Tunisia.

1.5. Demography

The total population of the 21 COMESA Member States is 585million (2019). The least populous Member State is Seychelles with 98,000 people while the most populous is Ethiopia with 112 million people. Five (5) countries – Ethiopia, Egypt, DR Congo, Kenya and Uganda account for more than two thirds of the total population of COMESA. The annual population growth rates range from 0.2% in Mauritius to 3.6% in Uganda. The average population density is 49 per sq km and ranges from 4 in Libya to a high of 643 in Seychelles. Nine (9) out of the 21 Member States have population densities of more than 100 persons per sq km. The median age is approximately 20 years but varies from a low of 16.1 in Uganda to 35.9 in Mauritius. The average GDP per capita is just over US\$1,300. Seychelles has the highest GDP per capita at just under US\$17,000 while Malawi has the lowest at US\$377.

1.6. Economic characteristics

Agriculture, mining, and tourism are the main economic activities of the countries in COMESA. Manufacturing and value addition are not yet well developed.

² Burundi, Comoros, Democratic Republic of Congo, Djibouti, Egypt, Eswatini, Eritrea, Ethiopia, Kenya, Libya, Madagascar, Malawi, Mauritius, Rwanda, Seychelles, Somalia, Sudan, Tunisia, Uganda, Zambia and Zimbabwe.

1.7. Trade

COMESA established the largest Free Trade Area (FTA) in Africa with 17 MS participating in duty-free, quota-free trade in goods and services that meet the rules of origin. Intra-COMESA trade currently stands at US\$ 8 billion per year. The bulk of the goods traded are agricultural commodities like sugar, tea, tobacco, grains, fruits, beverages and textiles. Five (5) countries: Egypt, DR Congo, Kenya, Zambia and Zimbabwe account for 80% of that trade.

1.8. Climate Risks in Key Sectors

1.8.1. Trade

Disruptions due to Climate change touch the core mandate of COMESA as most COMESA MS rely heavily on agricultural exports both within the COMESA region and with the rest of the World. Intra COMESA trade accounts for approximately 7% of global trade with the rest of the world.

1.8.2. Industry and Agriculture

Industry and Agriculture in the region are intricately linked in that agriculture provides much of the raw materials which are key inputs for industry. Agriculture is also the largest destination for industrial output. These include tools, implements and machinery; seeds, fertilizers, pesticides and chemicals. By nature, industry is energy-intensive. Much of the electricity produced in the region is hydro which is susceptible to droughts as is the case with Lake Kariba where power generation has been all but shut down due to insufficient water. This has led to crippling load-shedding in Zambia and Zimbabwe affecting industrial output. Coal and geothermal power also require a lot of water.

More than 90% of agriculture in the COMESA region is rain-fed and therefore very vulnerable to impacts of climate change such as droughts, erratic rainfall, flooding, rising sea levels and salt water ingress into coastal areas. These impacts are compounded by deforestation and land degradation that impact water catchment areas and reduce productivity. Droughts affect fresh water fisheries. Rising ocean temperatures and acid levels affect breeding and migration patterns of marine fish. Emissions of greenhouse gases from industry and agriculture in the region are thus on the rise.

1.8.3. Infrastructure and Logistics

The prevalent mode of transport for trade in the region is by road. The road infrastructure is very poorly developed and not designed to withstand the heavy flooding being witnessed of late. Cyclone Idai that struck Mozambique, Malawi and Zimbabwe in 2019 put the port of Beira out of operation and damaged road, rail and pipeline infrastructure of the Beira corridor that is critical for imports and exports from the region. Rail transport which is cheaper and greener is poorly developed and non-

existent in many localities. Most rivers and lakes in the region are either not navigable or convenient for trade apart from stretches of the Congo and Nile rivers and lakes Victoria and Tanganyika. Water transport is the most cost-effective with the least emissions. Rising sea levels, cyclones, storm surges threaten coastal infrastructure. Lack of resources mean that damages caused to infrastructure often remain unrepaired for long periods.

1.8.4. Gender and Social Affairs

Climate change impacts women and men differently largely due to the gender roles assigned by society to the different genders. Generally, women tend the fields while men look after livestock. Women fetch environmental resources for sustenance like water, firewood, and other forest products, prepare food and look after the sick. The roles assigned to women are more susceptible to the impacts of climate change. Men on the other hand have the opportunity to relocate to the towns and cities to look for work while women remain in the rural areas. It is well established that the vast majority of victims of both natural and man-made disasters are women, children, the old and the challenged. It is also established that empowering women in any way including resilience has a stronger positive impact on the family and community.

1.8.5. Peace and Security

Poverty and competition for dwindling environmental resources such as water, fertile land for food production and pasture, among others, are the biggest drivers of insecurity in the region. This in turn leads to increased rural to urban migration. Urban populations are rising rapidly with the poor crowded in environmentally unsuitable localities that are more vulnerable to the impacts of climate change. Furthermore, the urban poor increase the pressure on environmental resources. The use of firewood and charcoal and the consumption of wild fruits and bush meat are worsening an already precarious environmental situation while at the same time stretching the ability of local authorities to provide adequate services. This in turn leads to urban squalor, crime and conflicts. To this must be added the forced displacement and migration from climate induced cyclones, floods and droughts.

The shared water resources (rivers, lakes, wetlands, underground aquifers) are not spared from the impacts of climate change and tensions are mounting. If not addressed through proactive conflict prevention and resolution, inter-state conflicts will arise. The Nile basin is a case in point.

1.9. Scope and Purpose of the Resilience Framework

This COMESA Regional Resilience Framework outlines the structural elements of resilience building in the region. It will guide Member States, other RECs with overlapping membership, key stakeholders and partners in the design and implementation of resilience programmes in support of the COMESA vision and vision as well as Member States' development objectives.

2. CLIMATE CHANGE RESPONSES WITHIN THE REGION

2.1. COMESA Initiatives in Climate Change

The COMESA Climate Change Unit was established in 2009. Since then, the Unit has supported various Climate Change Interventions in the region. These have included the implementation of Climate Smart Agriculture (CSA) projects in nine (9) Member States (Botswana, Lesotho, Madagascar, Namibia, Seychelles, Swaziland, Uganda, Zambia and Zimbabwe). COMESA also supported eight (8) MS (Botswana, Burundi, Comoros, DR Congo, Kenya, Sudan, Swaziland and Zimbabwe) to design their National Climate Change Response Strategies/Policies and Climate Smart Agriculture Investment Frameworks as well as update their climate change adaptation and mitigation measures and action plans. In addition, Member States have been supported with capacity building in climate negotiations skills, NDC Indicator Tracking and the development of bankable project proposals. Through various dialogues, Member States have also been supported to develop position papers for the African Group on Negotiators (AGN) as well as AMCEN. Another key land mark is the support to agroforestry whereby over 2 million trees were planted in the region, specifically in Madagascar and Eastern Zambia. The Unit has also raised the profile, understanding and application of Resilience approaches to national and regional development within the region.

2.2. Other Regional Initiatives in Climate Change and Resilience Building

In addition to COMESA's actions, a number of resilience interventions are being implemented at regional level and include, inter alia:

- i. **African Union - African Risk Capacity (ARC):** The African Risk Capacity is a specialized institution of the African Union (AU), created to insure countries in Africa against the economic impact of drought and address the issues caused by the traditional late response to such droughts. ARC aims to provide cost effective contingency funding very early in the drought cycle to enable governments and households to protect individual and national development gains.
- ii. **IGAD Drought and Disaster Resilience and Sustainability Initiative (IDDRSI):** The IGAD region has developed the IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRSI) for its member states. The IDDRSI focuses on the drought resilience and conflict management to ensure a "resilient IGAD Region." Its objectives include ensuring reduced vulnerability to disasters; food security and sustainable livelihood systems among others.

- iii. **Southern Africa Resilience Strategy 2018–2021:** This strategy focuses on increasing the resilience of agriculture-based livelihoods to enhance food security and nutrition through a multisectoral, multi-hazard approach. The strategy covers measure to alleviate the key impediments to food security which are: (a) natural hazards and climate-related disasters, such as droughts, floods, cyclones earthquakes and wild fires (b) food chain crises, including transboundary crop and livestock pests and diseases, and food safety threats and (c) conflicts and protracted crises which are often conflict-driven, complex and prolonged.
- iv. The East African Community has a Disaster Risk Reduction and Management Strategy that provides for the formulation of cross-border cooperation/collaboration mechanism among the Partner States. A mechanism to look at how to boost governance to reduce the risk of disasters and reinforce the capacity of populations to build sustainable livelihoods. The East African Disaster Risk Reduction Parliamentarian Platform has been established

2.2. Resilience Gaps and Opportunities

From the COMESA Resilience Academy which was held in 2017, a number of gaps, challenges and opportunities for resilience were identified. The findings from the Academy were complemented with in-country consultations on resilience that were undertaken in 2018. It was observed that the region faces a number of challenges and gaps, but it is also presented with opportunities that can be harnessed to build and strengthen climate resilience among the Member States.

Resilience Challenges in the Region

- i) Lack of a stand-alone policy/strategy on resilience in most Member States. It was noted that although Resilience initiatives exist, they are scattered in different policy documents and hence implementation is fragmented in different sector ministries. In some cases, resilience priorities are not incorporated into the National and regional efforts;
- ii) Stemming from the absence of stand-alone resilience policies, there is lack of integrated approaches in institutional planning and hence coordination arrangements for resilience are not comprehensive implying that implementation of interventions is often times in silos;
- iii) Limited understanding of resilience by the policy and decision makers, the general public including rural populations (who are more vulnerable to climate change shocks) as well as the private sector poses a big challenge for the region;
- iv) Inadequate funding for Resilience from the governments and low involvement of the private sector. It was observed that most of the funding for resilience comes from the development partners making sustainability a challenge;

- v) Lack of effective Climate Early Warning Systems coupled with mindset issues relating to resistance to implement resilience measures;
- vi) Urban resilience is often ignored as most countries focus on the rural areas. Building urban resilience is important in the wake of the evolving nature of the shocks that affect urban infrastructure;
- vii) Limited awareness as well as technical and human capacity in resilience;
- viii) Lack of data is also a major challenge as information on loss and damage due to natural or man-made disasters is not readily available in many of the countries.

Opportunities in the Region

In spite of the above challenges, there are opportunities for fostering resilience building. The regional focus offers the opportunity to Member States to learn from each other and benefit from other member states which have made advanced steps in resilience building. These opportunities are highlighted below:

- i) Early warning Systems such as the IGAD integrated regional early warning system (the IDDRISI) set a good example as a starting point that can be a building block for the development of improved, comprehensive, integrated multi hazard early warning systems;
- ii) In spite of the lack of stand-alone policies on resilience in the Member States, institutional arrangements for elements of resilience and disaster management exist in different forms for most Member States. In the sampled MS, Disaster risk reduction, disaster preparedness and management are managed by inter-ministerial councils of Ministers where the various Climate Change Interventions are placed. In some countries such as Uganda, the disaster preparedness interventions fall under the Office of the Prime Ministers' office which is a high-level ministry;
- iii) The growing private sector is a key player in resilience and its potential can be harnessed through interventions such as insurance among others by securing lives and property in the event of any calamity in a sustainable way;
- iv) There is growing interest among development partners in providing support to resilience building. In Zambia for example, there is a World Bank-funded Pilot Project on Climate Resilience as well as the UNDP funded project on climate change early warning information system; Zimbabwe has a Resilience Building Fund; Uganda has Resilient Africa Network (RAN Lab) hosted by Makerere University School of Public Health while Kenya is implementing the Kenya Water Security and Climate Resilience Project. Rwanda has the Disaster awareness, education and communication project as well as the Green

Secondary cities project while Ethiopia is implementing a project on Mainstreaming DRR and climate change into the curriculum of Addis Ababa University;

- v) Academic institutions within the region that teach environment/resilience related courses can be used as examples for replication in the region where such courses are non-existent or under-developed;
- vi) Though there are challenges in financing resilience (and climate change interventions in general) in most MS, the region has examples of MS that have set up financing mechanisms for resilience building such as Zimbabwe which has established the Zimbabwe Resilience Building Fund, while Ethiopia has a climate resilience green economy (CRGE) Facility to fund activities under the CRGE strategy. Rwanda has established the Green Fund, a ground-breaking environment and climate change investment fund. These examples can also act as building blocks for establishing robust funding mechanisms within the region.

3. RATIONALE FOR RESILIENCE

3.1. Introduction

The development of a Regional Resilience Framework was a key recommendation of the Resilience Academy that was held in 2017, attended by 14 MS³. The Academy emphasized the need for resilience planning, policy mainstreaming and implementation of resilience project interventions in the COMESA region. The participants who included decision makers and technocrats were sensitized on resilience thinking and approaches to regional integration and national development. The COMESA Resilience Academy strongly recommended the development of a regional framework and strategy on resilience which would strengthen regional cooperation and resilience building efforts, especially through development and implementation of transboundary resilience projects and programmes (Resilience Academy Report, 2017).

Further, national consultations which were held with 11 MS⁴ in 2018 also confirmed the need to develop a regional resilience framework and strategy that are broad and transboundary; not only for COMESA Member States but also covering neighboring countries in view of the fact that a catastrophe in a neighbouring country can have adverse effects on the region. It was recommended that the Framework should cover the varied climate shocks and stresses that affect the region and its neighbours.

3.2. Understanding resilience

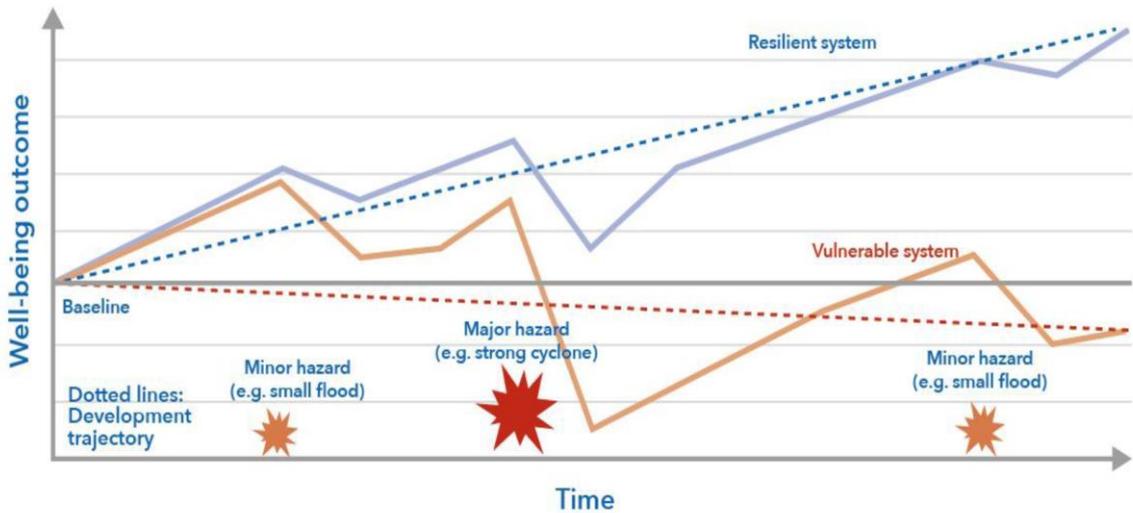
The concept of resilience is used loosely in many different contexts. It usually refers to the capacity individuals, households, communities, countries and regions to manage, adapt, to cope with, or recover from shocks and stresses, disasters; or the ability of a system to remain stable or adapt to a new situation without undergoing catastrophic changes in its basic functioning⁵. Hence regional resilience ought to enable the region to survive the effects of any climatic related shocks and stresses without compromising long-term living standards of the region.

³ Burundi, DRC, Djibouti, Egypt, Eswatini, Kenya, Madagascar, Malawi, Rwanda, Seychelles, Sudan, Uganda, Zambia and Zimbabwe.

⁴ Burundi, DRC, Kenya, Madagascar, Malawi, Rwanda, Seychelles, Sudan, Uganda, Zambia and Zimbabwe.

⁵ The United Nations Development Group/Inter-Agency Standing Committee in 2015 defined resilience as: "The ability of individuals, households, communities, cities, institutions, systems and societies to prevent, resist, absorb, adapt, respond and recover positively, efficiently and effectively when faced with a wide range of risks, while maintaining an acceptable level of functioning and without compromising long-term prospects for sustainable development, peace and security, human rights and well-being for all".

Figure 1: Potential gains from using a resilience approach



The COMESA region is subject to a variety of shocks and stresses that undermine the well-being of the population and threaten the equilibrium of economic, social and ecological systems. Shocks can be defined as a sudden event that impacts on the vulnerability of a system and its components. In the region, the main shocks include erratic and uneven rainfall resulting in severe drought, flooding and landslides; outbreaks of livestock diseases; crop pests; seism; high food prices; and conflict.

Stresses are long-term trends that affect the potential of a given system and increase the vulnerability of actors within it (UNISDR 2009). In the COMESA region, stresses include the degradation of the environment (land erosion, deforestation, etc.) and low agricultural productivity; inadequate access to water and sanitation; inadequate access to education and health services; high prevalence of HIV/AIDS; inter-community violence and social tensions and weak institutions.

As described in the UN Common Guidance for Helping Build Resilient Societies⁶, Resilience building is anchored around 4 key elements, which include (i) the multidimension of risks; (ii) interconnected systems; (iii) multiple stakeholders, and (iv) and resilience capacities.

3.3. Resilience Capacities

Building resilience requires an integrated approach and a long-term commitment to improving three critical capacities: absorptive capacity, adaptive capacity, and transformative capacity. These three capacities are interconnected, mutually reinforcing, and exist at multiple levels (i.e. individual, household, community, national, and ecosystem levels).

⁶ See “UN Common Guidance on Helping Build Resilient Societies” of the High-Level Committee on Programme of the United Nations System Chief Executives Board (December 2018 version), p12-13.

Absorptive capacity

This is the ability to minimize exposure to shocks and stresses through preventative measures and appropriate coping strategies to recover quickly and avoid permanent negative impacts. Disaster risk reduction/management (DRR/DRM) supports improved absorptive capacity by helping households and communities reduce risk and absorb the impacts of shocks without permanent, negative impacts to their livelihoods.

Adaptive capacity

Making proactive and informed choices about alternative livelihood strategies based on an understanding of changing conditions. Improved adaptive capacity results from livelihoods diversification, asset accumulation, and improved social and human capital.

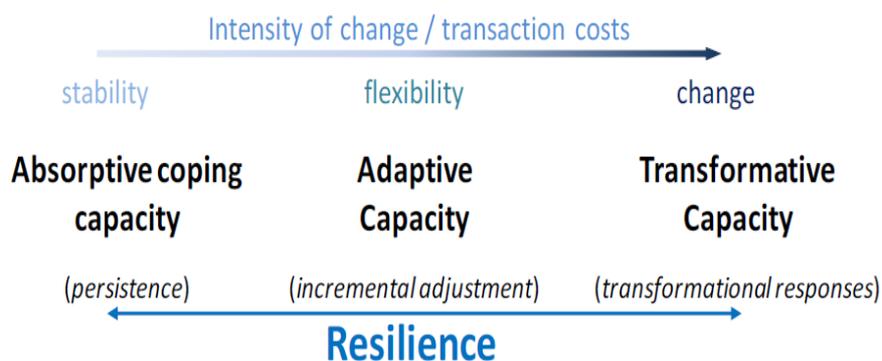
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[SEP]

Transformative capacity

The governance mechanisms, policies/regulations, infrastructure, community networks, and formal and informal social protection mechanisms that constitute the enabling environment necessary for systemic change. Transformative capacity refers to system-level changes that enable more lasting resilience and often challenge the status quo in a substantial way. [L]
[SEP]

Adopting the analytical framework by Bene, et al. (refer to Figure 2), the development of each of these resilience capacities lead to different outcomes. The responses (or capacity) is directly correlated to the intensity of the shock or change. Lower intensity shocks are likely to be absorbed by a given system (household, community, county, country, etc.) through various coping. However, when the shock or stress overwhelms the absorptive capacity of a system, then adaptive behavior comes in demonstrating the flexibility in the functioning of the system to moderate potential future damage and to take advantage of opportunities. When the changes needed are no longer considered incremental and that such results to a change in the system's structure and function, then this is considered to be transformative. Transformative capacity helps creates a condition whereby the impact of the shock is negated. The intensity of change is magnified as one progresses from stability (absorptive) to change (transformative) likewise the transaction cost as it is more costly to transform a system than to maintain it as it is or to rebuild it as it was.

Figure 2. Resilience Framework⁷



3.4. Rationale for a resilience framework

The COMESA region is vulnerable to climate change and unforeseen disasters such as drought, flooding, cyclones, extreme rainfall, disease outbreaks and heat waves, among others. These phenomena gravely affect the key sectors such as food, water, health and sanitation, infrastructure, energy, safety as well as security. Whereas the negative effects could be averted or reduced, the ability and capacity of MS to respond to the effects of climate change and adequately prepare for future climate crises remains low in the region.

It is projected that the above shocks and stresses will increase in frequency and intensity over the years. Most of the COMESA Member States continue to use a fragmented and haphazard approach to managing risks, shocks and stresses and this has proved to be ineffective as the magnitude of loss and damage continues to escalate. This calls for the need to build resilience across all sectors as the surest way to ensure development in the wake of these unforeseen threats.

For this reason, interest in resilience has increased and is seen as an opportunity to address the situation described above, bridging the humanitarian-development nexus. Resilience is viewed as valuable because it provides a comprehensive approach to addressing shocks resulting from catastrophic events and crises, and to the stressors associated with the on-going exposure to risks that threaten well-being. The idea of resilience also holds particular appeal as a generalized ability to respond to an array of threats that are difficult to predict. Moreover, given its multi-dimensional and multi-level approach, resilience building requires collective action.

Supporting COMESA MS to build resilience is among the region's climate change interventions that respond to objective 2.1 of the 11th EDF Intra-ACP Strategy in "*contributing to improved capacities of adaption to and mitigation of climate change in ACP regions and countries*". It further contributes to the UN's Sustainable Development Goal (SDG) 13 "*Take urgent action to combat climate change and its*

⁷ Adapted from: Béné C., R. Godfrey Wood, A. Newsham and M. Davies (2012). Resilience: New Utopia or New Tyranny? Reflection about the Potentials and Limits of the Concept of Resilience in Relation to Vulnerability Reduction Programmes. IDS Working Paper 405. Brighton: Institute of Development Studies.

impacts” to reduce poverty and promote sustainable development. This is part of the Global Climate Change Alliance Plus (GCCA+) Intra-ACP Programme and builds on the Global Climate Change Alliance (GCCA) Intra-ACP Programme. The overall objective of the GCCA+ project is to increase the resilience of the COMESA region (and its Member States) to climate change and achieve the UN’s sustainable development goals.

3.5. The Regional Resilience Vision

COMESA aims for a more a climate-resilient region which at the same time focuses on the achievement of the set objectives of COMESA as articulated in the Treaty.

The vision of the Resilience Framework resonates with the overall COMESA vision. The resilience vision for the region is “*realizing a fully integrated, internationally competitive regional economic community with high living standards that is sustainable and resilient to climate shocks and stresses*”.

This vision, is supported by the aims and objectives of the COMESA, which are:

- (i) To attain growth and development of the Member States by **promoting a more balanced and harmonious development of its production and marketing structures**;
- (ii) To **promote joint development in all fields of economic activity** and the joint adoption of macro-economic policies and programmes to raise the standards of living of its people and to foster closer relations among its Member States;
- (iii) To co-operate in the creation of an **enabling environment for foreign, cross-border and domestic investment** including the joint promotion of research and adaptation of science and technology for development;
- (iv) To co-operate in the **promotion of peace, security and stability** among the Member States in order to enhance economic development in the region;
- (v) To co-operate in **strengthening the relations between the Common Market and the rest of the world and the adoption of common positions in international fora**, and;
- (vi) To contribute towards the establishment, progress and the realization of the objectives of the African Economic Community.

To achieve the above, and in line with its mandate, COMESA will provide a global framework that is applicable to all the needs of its Member States in building resilience to manage the varied shocks and stresses. Although drought and floods are the most common shocks in the region, there are some shocks that are specific to some countries (such as the cyclones) which require specific effort. The framework will therefore cover as much as possible all the possible shocks and stresses that could afflict any of the Members States in the COMESA region as well as its neighbors. The resilience approach that COMESA wants to adopt will reduce the susceptibility of the COMESA regional integration agenda to natural and man-made shocks.

The development of the Regional Resilience Framework is anchored in the COMESA Treaty, the COMESA MTSP (2016-2020), the decisions of Member States during the Resilience Academy held in November 2017, further consultations with Member States as well as the COMESA ACP GCCA+ EU funded project.

Moreover, the COMESA Regional Resilience Framework is embedded in the broader 2030 Agenda on Sustainable Development that has set 17 Sustainable Development Goals (SDGs) and 169 targets with the objective to eradicate poverty in all its forms and dimensions⁸. The Resilience framework is mainly focusing on achieving the Goal 1 on *No poverty*, Goal 2 on *Zero Hunger*, Goal 5 on *Gender Equality*; Goal 8 on *Decent Work and Economic Growth*; Goal 9 on *Industry, innovation and infrastructure*; Goal 11 on *Responsible Consumption and Production*; Goal 13 on *Climate Action*, and; finally Goal 17 on *Strengthening the means of implementation and revitalize the global partnership for sustainable development*. The framework will also contribute indirectly to all the other SDGs.

The framework is also in line with the Sendai Framework and will aim to achieve the substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries within the region.

At regional level, the framework contributes directly to the implementation of the AU 2063 agenda. Aspiration 1 of the AU Agenda 2063 which focuses on a prosperous Africa based on inclusive growth and sustainable development, which recognizes that *“Whilst Africa at present contributes less than 5% of global carbon emissions, it bears the brunt of the impact of climate change”* (AU Agenda 2063). It therefore recommends the urgent implementation of the Climate Action in Africa and highlights the importance of climate resilient agricultural development.

⁸ Seen on <https://sustainabledevelopment.un.org/post2015/transformingourworld>

4. THE COMESA RESILIENCE FRAMEWORK

4.1. Theory of Change

The Theory of Change is anchored on the COMESA vision described above. It contributes and operationalizes key global and regional initiatives, including the Paris Agreement, the Agenda 2030 for Sustainable Development and the Sendai Framework on Disaster Risk Reduction and the AU 2063 Agenda.

The Theory of Change is premised on the appreciation that households and communities are not passive actors in development and that they have inherent absorptive and adaptive capacities which if supported by an enabling environment will bring about the necessary transformation to a society where households and communities are food and nutrition-secure, have sufficient and diversified income sources, are integrated and inclusive, not prone to violence and displacement as a result of climate shocks and stresses.

The resilience approach will contribute to achievement of the aims and objectives of the COMESA Treaty through interventions that will enhance preparedness of key economic sectors and therefore limit the impact of disasters on economic growth both at micro and macro levels. Investments in private sector (both formal and informal) development and risk financing will reduce the exposure and speed up recovery of producers and communities against adverse climate events. Action on regulations and production/dissemination of information on resilience building will ensure the transformation of COMESA societies towards sustainable and risk-informed development. In the end, economic well-being and social cohesion within and between households and communities will be improved, with women and youth empowered and playing a crucial role in economic development and conflict prevention. Social instability and forced migration will be minimized as resilience capacities are enhanced through asset accumulation and risk mitigation. By improving (and diversifying) livelihoods and managing risks that impact on agricultural production, infrastructures, energy and markets a resilience approach will lead to enhanced economic and social stability, improved income levels, and reduced exposure to shocks and stresses.

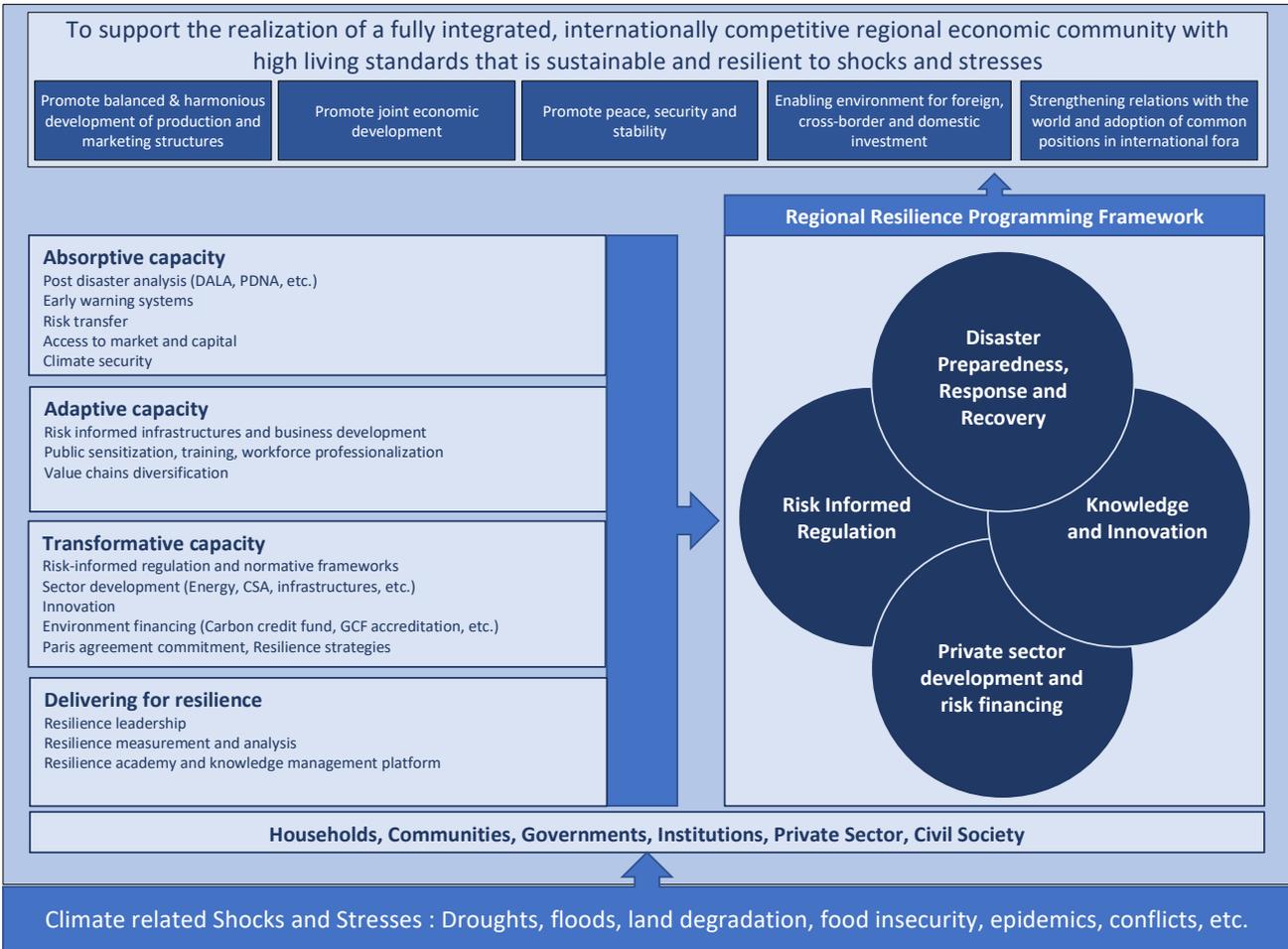
4.2. Resilience Programming framework

Resilience programming facilitates the paradigm shift from a reactive, unanticipated risks and short-term response focused on meeting immediate needs towards a proactive and deliberate effort of addressing the root causes of vulnerability through a comprehensive package of programmes that are complementary, and which builds on the resilience capacities of the households, communities and institutions. Interventions under a resilience approach are based on a thorough understanding of the shocks impacting on communities, their capacities and responses to cope, adapt and transform from such events, and their well-being outcomes.

In the COMESA context, the ultimate outcome is given by COMESA’s vision and its objectives as described above.

While this necessitates that programmatic interventions vary as it is contingent upon the relationships between various shocks, capacities, responses and outcomes, certain strategic areas of focus are necessary for building resilience and could be the basis for joint interventions and programmes. The different absorptive, adaptive, and transformative capacities indicated in Figure 3 above, provides the entry point for joint programming and scaling-up of successful approaches and initiatives. However, the list is not exhaustive and additional programmatic interventions can be included given the significance of its contribution to the achievement of the resilience outcomes. Figure 4 below shows the outline of the Programming Framework.

Figure 4 – COMESA Regional Resilience Programming Framework



4.3. Targeting

The people of the COMESA region are at the center of the Regional Resilience Programming Framework, recognizing their specificity as much as their diversity, and

based on the principle that no one should be left behind. In this regard, the framework will pay particular attention to 3 types of actors:

Women and Youth

Africa is undergoing a rapid population growth and represents the most youthful population in the world with over 40% of the population below the age of 15, while about 20% of the population fall between 15-24 years age. While young people are facing important challenges on the continent like limited political inclusion, high levels of poverty, and limited access to health, educational opportunities, entrepreneurship and decent jobs; they are also at the forefront of their community's development, proposing innovative solutions and driving social and economic progress at all level of the society.

Women, in addition to representing half of Africa's population, are playing a crucial role in the economic development of the region. In key development sectors such as Agriculture, women represent about 40% of the labor force in crop production and are involved at all levels of value chains, from production to processing and marketing. However, there are major constraints to engage women and youth at their full potential in the agricultural sector, which include (i) access to land; (ii) access to production resources, information and technology; (iii) access to finance; (iv) access to markets, and more generally; (v) their subservient position in the society.

Investing into women and youth and reversing these constraints will open new opportunities for economic development, especially with the development of new technologies and in the food economy where activities outside of the agricultural production in the post-harvest and marketing segments is growing quickly, and in which women and youth have a critical role to play.

Private sector

The private sector is the engine for Africa's sustainable and inclusive development, and it represents 90%⁹ of employment on the continent. The informal private sector accounts for about 40% of the region's economy while micro and small enterprises represent the largest number of businesses in Africa and also the main source of employment and income for the poor¹⁰. In the context of a changing climate, targeting the private sector, both informal and formal, as an entry point for resilience building is essential, with the objective of adapting enterprises' internal operations to climate change, to improve interactions of actors across the supply chains and within the sector with local government, regulation authorities as well as the business associations, among others. Interventions in key sectors such as the Energy and infrastructures, and investments in vocational training will contribute to reducing the vulnerability of the private sector for example by securing access to adequate power sources and supporting diversification of value chains. Moreover, specific attention will

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¹⁰ Idib

be given to better organize sector-based organizations, such as associations or cooperatives of producers.

National institutions and authorities

The framework will support Member States' capacities and leadership on Climate Resilience, by providing technical assistance in policy development, sector and market regulation and harmonization, knowledge management and coordination and planning that will promote transformation towards risk informed and resilient development.

4.4. Resilience programming principles

COMESA is adopting the Shared principles for Resilience Building¹¹ identified by the United Nations to guide the implementation of resilience building programmes, these include:

- Leave no one behind and focus on the most vulnerable and at-risk populations.
- Ensure equality, non-discrimination, and a human rights-based approach.
- Be accountable for pursuing inclusive partnerships.
- Do No Harm.
- Engage and commit over the long term, in a flexible yet strategic approach.
- Pursue context-specific and tailor-made approaches.
- Act early to prevent.
- Build on local and national capacities for ownership and leadership.

4.5. Priorities areas

To implement this framework and achieve the COMESA vision and strategic objectives, the following 4 priority areas have been identified as the backbone COMESA's Regional Resilience Programming Framework, as described in Figure 4.

Priority area 1 – Disaster Preparedness, Response and Recovery

Developing solutions for disaster preparedness and prevention is at the heart of the COMESA Resilience strategy. Under this priority area, COMESA will support regional and national multi-sector and multi-risk early warning/action systems as well as efforts in disaster preparedness and emergency relief, recovery and building back better reconstruction. More specifically, the initiative will concentrate on:

Multi-hazard Early Warning Systems – The lack of or ineffective Early Warning Systems is a major gap in resilience building and COMESA recognizes that the first step to building resilience in the region is through ensuring that

¹¹ See "UN Common Guidance on Helping Build Resilient Societies" of the High-Level Committee on Programme of the United Nations System Chief Executives Board (December 2018 version), p14-15.

early warning systems are in place and effective in communicating climate information in good time to ensure that communities take precautionary measures in time. This requires a predictive, modelling systems that uses dynamic, geo-spatial applications. A similar system has been developed for the IGAD Member States, albeit with limited coverage in terms of scope. The system envisaged by COMESA is a multi-hazard one covering as many as possible of the catastrophes that plague the region. The COMESA system will focus the analysis on critical factors such as trade links, road networks and vital infrastructure (power, airports) that can severely impact on trade, economic growth, and market integration. The system will build on existing systems in the region such as the IGAD Regional Early Warning System, to avoid duplication of efforts while ensuring complementarities.

Preparedness for early action – Disaster preparedness and risk reduction solutions focusing on resilience will be implemented closely with humanitarian actions through the development of response and contingency plans in main economic sectors including Trade, Energy, Infrastructure, Industry, and Agriculture at all levels (regional, national and local), identifying clearly who is responsible for what and where and with which capacity. Response measures will also be developed to lessen the impact of disasters and facilitate cooperation among Member States such as facilitating the transfer of food and non-food items across the region in response to emergencies in any Member State.

Recovery planning – This action aims to facilitate the recovery and rehabilitation process to allow affected communities and sectors to recover faster and more efficiently from the impact of disasters. This will include the dissemination of post-disaster impact and needs analysis methodologies such as the Damage and Loss Assessment (DALA), the Post-Disaster Needs Assessment (PDNA), the Disaster Recovery Framework (DRF), and the dissemination of best practices for integration of Building Back Better solutions into the recovery process.

Conflict prevention and resolution – COMESA is engaged in quiet diplomacy in resolving conflict and has a conflict early warning system that analyzes, in particular, the economic dimension of conflict through a Peace and Prosperity Index. This activity will enhance COMESA's interventions in the areas of conflict prevention, resolution, post-conflict reconstruction, anti-money laundering, and expand to the relationship between Climate, Conflict, Migrations and Economic Development, through the development of a robust monitoring and warning system for conflict.

Priority area 2 – Private Sector Development and Risk Financing

Under this priority, the framework will strengthen the resilience of the private sector, by providing risk reduction and risk transfer solutions to micro-enterprises of the formal

and informal private sector, in the sectors of energy, infrastructure, industry and agriculture. This will comprise the following activities:

Risk transfer and micro-insurance – COMESA is looking at risk financing models and initiatives that provides social protection to the many vulnerable and disadvantaged populations in the region. Building on its insurance products and institutions like the COMESA Reinsurance Company, there is high potential for the introduction of innovative risk financing instruments such as micro-insurance and index-insurance products. COMESA believes that while the private sector plays a huge role in developing the micro-insurance sector, Member States have an equally significant stake and must therefore be involved especially on the aspect of regulation and consumer protection. With the reach of COMESA towards insurance regulatory authorities, consumers, and insurance companies, this activity will guide the development and wider adoption of risk transfer and micro-insurance products building on the experience at continental and global levels.

Ecosystem DRR and climate change adaptation – COMESA has been piloting climate smart agriculture projects, including landscape and ecosystem-based solutions in several countries. Adopting such practices with an agroecological approach of land and water use, including (i) tree plantation and regeneration; (ii) soil fertility and biomass management; (iii) water conservation and water harvesting; (iv) biodiversity preservation, including crops and animals; significant impact on small-holder farmers and the resilience of agro-sylvo-pastoral systems. There has been substantial documentation on the process and experience of these CSA pilots which have the potential to be scaled-up. To do so, COMESA will strengthen its relations and develop partnerships with other regional and global research institutions and networks on resilience to provide a platform for the wider dissemination and adoption of proven CSA practices.

Water Management

In 2017 nearly 100 million people globally were directly affected by natural disasters, 78% of which resulted from floods, storms, or drought. Of these, about 50% are due to floods. While water is often the instrument of disaster, it is also a key to resilience in the face of climate change and essential to sustainable development, peace, security, and economic well-being.

Natural hazards do not necessarily lead to disasters. For instance, extreme rainfall, floods and earthquakes translate to disasters only to the extent to which human society is unprepared for them; when infrastructure and planning has not been designed to withstand or buffer against them, or if society cannot respond adequately.

Regional value chains – Taking opportunities of demographic changes and associated consumption patterns that are occurring in the region, COMESA will

facilitate access of small producers to local and regional markets and consumption hubs; this will enhance their connection to food economy activities. The resilience framework will promote investments in the development and diversification of value chains through financing appropriate equipment and innovative technology along the value chain; facilitating access to energy by local enterprises involved in prevention of food losses and food processing, conditioning and retailing; empowering local entrepreneurship by accompanying them throughout the development of their business and by enhancing the capacities of rural workers especially women and youth, and; by promoting reduced barriers to regional trade and integration.

Green economy financing – COMESA has a common investment agreement that includes environmental protection, management, mitigation, and restoration. It promotes the development of climate sensitive, green economy emphasizing the need for quality industries that are resilient and which adopt the use of green technologies. The COMESA will further enhance the promotion of resilient and green economies by developing markers and checklist to better guide action of its member states. It will continue to support its member states in the implementation of the Paris Agreement and their NDCs. To do so, COMESA will look at better use of green financial mechanisms such as the establishment of a Carbon Credit Trust Fund, and will pursue accreditation to the Green Climate Fund, increasing further COMESA capacity of action for resilient and green development.

Priority area 3 – Risk Informed Regulation

Infrastructure risk standards – A key concern for COMESA and its Member States is the state of critical infrastructure in the region and of its ability to withstand climate and disaster risks. It is understood that the impact of climate change and disasters on trade, economic growth and market integration could be better managed if there is better understanding on the state of these critical infrastructure that facilitates regional trade and market integration. and on the extent of its vulnerability. On this basis, COMESA will work with its member states on harmonization and standardization of building regulations/codes for such critical infrastructure and control/monitoring on regulation enforcement.

Promoting energy efficiency – COMESA intends to support the development of a conducive environment for the promotion of clean energy especially in the region. Such a conducive environment for clean energy will be developed through a regional market for renewable energy and in promoting efficiency in energy utilization. To realize these objectives, COMESA will develop a regional framework to increase the uptake of renewable energy and to develop standards for energy minimum performance.

Risk financial disclosure – In line with the G20's Financial Stability Board and Task-Force on Climate-related Disclosure (TCFD), COMESA will accompany the region's large companies across sectors, to assess the potential impacts of climate change on their business and to disclose their strategies for dealing with

these impacts. To do so COMESA will use existing reporting frameworks such as the Sustainability Accounting Standards Board (SASB) and the Global Reporting Initiative (GRI) Standards. Under TCFD, companies report against governance, strategy, risk management metrics and targets related to climate risks using a 2 degrees C scenario and disclose information related to water consumption, energy use and efficiency, land use and development or use of products and services designed for a low-carbon economy¹².

Priority area 4 – Knowledge and Innovation

Risk and Resilience Analysis – Understanding resilience and its underlying factors in the COMESA region is essential for effective policy and programme development. Under this objective, COMESA will work with member states and partners to establish a standard procedure and methodologies for regular collection and analysis of resilience-related information and data at regional, national and local levels. Analysis will be done both from primary data collected on the ground and from secondary data. This will provide key information on the main drivers of resilience in a given location, thereby to inform resilience policy and programme development on the medium to long term basis. All the assessment and analysis results on resilience will be made available to key stakeholders, including policy makers, development practitioners, local authorities and academics through the resilience knowledge management mechanisms to be established by COMESA.

Resilience leadership – COMESA has established a Resilience Academy for the purpose of sensitizing decision makers on resilience thinking and approaches. This will allow them to better take into consideration the risks and the resilience drivers for sustainable development planning. Determined to further the gains of the COMESA Resilience Academy, this activity will develop and deliver a capacity development/training package on resilience, using existing packages developed by different networks that COMESA can tap on. It will target in priority National and local authorities, including member of governments and members of parliaments; actors of the civil society and the private sector; as well as representatives of international organizations and NGOs.

Resilience information system – COMESA will make information and knowledge on disaster and climate resilience available to the public, including researchers, development practitioners, policy makers, students, etc. through the development of a robust communication strategy and use of innovative tools and the social media. It is consist of (i) developing a comprehensive repository of information and knowledge on resilience that will facilitate access to information and knowledge exchange by creating online tools to facilitate knowledge exchange such as a web-portal, a digital library, e-learning

¹² For more information on Climate risk disclosure: <https://www.greenbiz.com/article/why-voluntary-climate-risk-disclosure-going-mainstream> and https://www.unepfi.org/fileadmin/documents/global_framework.pdf

programmes and tools, online forums; (ii) organizing face-to-face knowledge exchange events through the creation of community of practice, and development of partnerships and networks among academic institutions, development organizations, and policy makers, linking-up academic research with practical action of resilience and development at community level; and; (iii) the organization of advocacy events to link up disaster and climate resilience knowledge to policy development and investments.

Innovation for building resilience – Innovation and the adoption of new technology such as, digital and mobile technology, is crucial in building climate and disaster resilience. Since 2014, COMESA has been organizing annual research forums bringing together the academia, government officers, private sector and policy think tanks. The policy implications of selected papers are presented through the COMESA policy organs and implemented by Member States. COMESA has also been running innovation awards since 2013. These awards are aimed at recognizing and celebrating individuals and institutions that have used science, technology and innovation to further the COMESA regional integration agenda. COMESA has established a Ministerial Committee on Science and technology, as well as, a technical committee on Science and technology to support and further innovation practices. Under this activity, an Innovation Lab/Hub will be established within the COMESA Headquarters to promote the REC's work on innovation, provide mentorship, and incubate the many innovations in the region. Part of promoting innovation in the region is the holding of Hackathons specifically targeting the youth and women. The research forum will also be supported by linking the forum with regional and global networks and forums in order to raise the profile of the COMESA research forum and lead to the wider dissemination of knowledge and learning from the region.

5. STRATEGIC IMPLEMENTATION

The framework will be implemented on an initial period of 5 years in all COMESA Member States.

5.1. Strategic Partnerships

As mentioned above there are multiple ongoing initiatives related to Resilience building in the region. The purpose of the framework is not to implement yet another strategy but rather to build on these existing initiatives and complement them when necessary. More specifically, the framework will build on the resilience framework and climate strategies of the other RECs of the region, such as the IGAD/IDDRSI, EAC, and SADC.

In that regard, COMESA will develop partnerships with a wide range of stakeholders at regional and national levels. Partnerships will be with development partners and with research institutions and the academia for the implementation of each of the priorities of the framework. For example, on priority 1, strategic and technical partnership with regional Climate centers such as ICPAC will be sought to strengthen the early warning system in the region.

At national level, the Resilience Framework will link with climate change and DRR coordination mechanisms given the high relevance of climate change and variability towards building drought resilience in the region. Member States will be supported to mainstream relevant aspects of the Framework into their National Development Plans and climate actions.

Partnerships with bilateral donors and multilateral fund sources/facilities, especially those providing financial and technical support to COMESA and those engaged in resilience building, will be strengthened.

Moreover, South-south and tri-angular cooperation will be amongst the primary vehicles for cultivating partnerships.

5.2. Coordination and Monitoring

The implementation of the initiative is put under the responsibility of the COMESA Climate Change Unit. The unit will oversee the overall coordination and monitoring of the Framework. A detailed Monitoring and reporting framework will be developed to include actions and measurable benchmarks. Internal Performance monitoring will be carried out periodically for remedial action as necessary. External evaluations (mid-term and final) of the Framework will also be undertaken to assess the impact and value added by the framework.

5.3. Resource Mobilization

The effective implementation of the Framework calls for financial as well as technical resources within the region. On the financial side, the COMESA Resource Mobilization Strategy will be used as a key tool in raising funds for the implementation of the framework. In cognizance of the fact that resilience is multi-sectoral and multi-dimensional, it will require resources from a number of sources, at national level as

well as regional and international levels. The COMESA Resource Mobilization Strategy stipulates a number of vehicles to be used which include but not limited to: Donor funding; Public-Private Partnerships as well as contributions from the Member States. In addition, Member States will mobilise resources at national level and budget for resilience during their planning and budgeting cycles. On the technical side, the region will endeavor to build partnerships to facilitate the continuous building of the required technical capacity.

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