

IsDB



البنك الإسلامي للتنمية
Islamic Development Bank

RESILIENCE REPORT

UNDERSTANDING, INVESTING &
PROGRAMMING FOR RESILIENCE
IN IsDB MEMBER COUNTRIES



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Building resilience to achieve sustainable development requires an understanding of the context and drivers of fragility if we are to design more relevant and tailored development interventions.

FOREWORD



Fragility driven by human-made and natural disasters is a global development challenge. The majority of the conflicts across the world take place in the Organization of Islamic Cooperation (OIC) states. Building resilience is, therefore, critical to addressing the major drivers of fragility and conflict, ranging from social and economic exclusion to uneven development. Member Countries need greater attention to conflict prevention and strengthening their institutional capacity to respond to shocks and risks.

Given the complexity of the issue and limited resources, I believe that “business as usual” cannot address the needs of IsDB Member Countries affected by fragility and violent conflict. This necessitates new thinking, a new approach, good understanding, and innovation, which are instrumental in tackling this critical global development challenge.

To address the challenge of fragility, the Bank has developed its first-ever Fragility and Resilience Policy, which has been recently approved by the IsDB Board of Executive Directors. The Policy aims to set standards and strategic direction of IsDB to strengthen institutions, build resilience and contribute to social cohesion and sustainable development in Member Countries. Drawing on the experiences and challenges faced by other Multilateral Development Banks (MDBs), the IsDB Policy accents a partnership approach especially in focusing on prevention and bridging the important transition between relief and development as well as supporting recovery and resilience.

The Bank is currently exploring an innovative approach to mobilize resources for resilience through a network of developers and non-traditional partners, such as philanthropists, private sector, social investors, crowdfunding platforms, blended, and Islamic finance. Investing in private sector development and building resilient markets is necessary through value chain development. This will create more jobs and economic opportunities and address the drivers of fragility.



Building resilience to achieve Sustainable Development Goals (SDGs) requires an understanding of the context and drivers of fragility if we are to design more relevant and tailored development interventions. That is why the Bank is producing its first in a series of IsDB member country resilience reports. We need to understand the challenges and opportunities of building resilience by sharing knowledge, experience, best practice, and lessons learned to enable Member Countries to manage pressures, risks, and shocks posed by human-made and natural disasters.

This report considers resilience as a transformational process that is critical for the achievement of the SDGs in Member Countries.

This report considers resilience as a transformational process that is critical for the achievement of the SDGs in Member Countries. I am confident that the recommendations and outcomes of this report will be very useful for understanding, investing in, and programming for resilience, to promote sound economic and social development in our member Countries

H.E. DR. BANDAR M. H. HAJJAR
PRESIDENT, ISLAMIC DEVELOPMENT BANK

PREFACE



I am sure that the findings, recommendations, and outcomes of the report will help MCs and stakeholders to better understand the key elements of resilience



Achieving the Sustainable Development Goals (SDGs) requires an understanding of the drivers, risks, shocks, and pressures of fragility in order to design sound and relevant resilience strategies and interventions in IsDB member countries affected by human-made and natural disasters.

The objective of this report is to provide practical recommendations for effective resilience response in IsDB Member Countries (MCs). The findings will assist IsDB, its MCs and stakeholders to: (i) better understand resilience for smart investments and efficient programing; and (ii) design interventions, strategies, and programs to build resilience.

The report goes beyond classical analysis on the challenges and causes of human-made and natural calamities; it rather brings out global and local innovative resilience efforts to manage risks and pressures. The report will begin with a contextual overview of underlying drivers of fragility within Member Countries. It will also highlight the state of resilience across the member countries with nine case studies to assess systems of resilience, what works and what does not work in managing pressures, risks and shocks posed by fragility and conflict.

Furthermore, the primary emphasis of the report will be to highlight areas where social and institutional resilience exist that may be built upon and strengthened to enhance local capacity and encourage local ownership and solutions to complex multidimensional challenges.

Finally, the report presents critical factors, tools, and approaches to build resilience and why building resilience is critical for member countries to achieve sustainable development. The analysis of the report looks at what is needed to invest in building resilience and what kind of financing is necessary to support a resilience-based response. The report will also highlight programs and interventions that are suitable for effective resilience building.

I am sure that the findings, recommendations, and outcomes of this report will help member countries and stakeholders to understand key elements to design relevant policies, strategies, and programs to build resilience to achieve sustainable development.

DR. MANSUR MUKHTAR

VICE PRESIDENT,
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This report is the first of a series that will be produced by the Bank highlighting key themes and dimensions of resilience.

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ACRONYMS

ADB:	Asian Development Bank	GIZ:	Deutsche Gesellschaft für Zusammenarbeit
AfDB:	African Development Bank	HDPI:	Humanitarian-Development-Peace Initiative
AFAD:	Disaster and Emergency Management Authority	ICU:	Islamic Courts Union
AMISOM:	African Union Mission in Somalia	IsDB:	Islamic Development Bank
AS:	Al-Shabab	IDDRSI:	IGAD Drought Disaster Resilience Sustainability Initiative
ASEAN:	Association of Southeast Asian Nations	IDPs:	Internally Displaced Persons
AU:	African Union	IFI:	International Finance Institution
BAP:	Balochistan Awami Party	IGAD:	Intergovernmental Authority on Development
BAPPENAS:	Indonesian National Development Planning Ministry	IGO:	Intergovernmental Organization
BNPB:	Badan Nasional Penanggulangan Bencana	INCAF:	International Network on Conflict and Fragility
BRIDGES:	Building and Reinforcing Integration through the Development of Guidance, Employment, and Skills	INFORM:	Index for Risk Management
CBI:	Cash Based Intervention	IRC:	International Rescue Committee
CBO:	Community-Based Organization	ISF:	Islamic Solidarity Fund
CCPHI:	Indonesian Partnership for a Sustainable Community	ISIS:	Islamic State of Iraq and Syria
CDC:	Community Development Committee	ISWA:	Islamic State of West Africa
CEWARN:	IGAD's Conflict Early Warning and Response Mechanism	ISWAP:	Islamic State West Africa Province
CJTF:	Civilian Joint Task Force	IT:	Information Technology
CRFA:	Country Resilience and Fragility Assessment	JAD:	Jamaah Ansharut Daulah
CRVA:	Country Risk and Vulnerability Assessment	JRP:	Jordan Response Plan
CSO:	Civil Society Organization	Ji:	Jemaah Islamiyah
CSPPS:	Civil Society Platform for Peacebuilding and Statebuilding	KII:	Key Informant Interview
CWF:	Cash Waqf Foundation	KPK:	Corruption Eradication Commission
DESA/PD:	UN Department of Economic and Social Affairs/Population Division	LGA:	Local Government Area
DFI:	Development Finance Institution	LLF:	Lives and Livelihood Fund
DIE:	Deutsches Institut für Entwicklungspolitik	LSE:	London School of Economics
DPL:	Development Policy Loan	MARAC:	ECCAS Central African Early Warning Mechanism
ECOWARN:	ECOWAS Early Warning and Response Network	MC:	Member Country
ECOWAS:	Economic Community of West African States	MCPS:	Member Country Partnership Strategy
EPIC:	Equal Pay International Coalition	MDB:	Multilateral Development Bank
EU:	European Union	MEND:	Movement for the Emancipation of the Niger Delta
EVC:	Electronic Voucher Recharge	MSME:	Micro, Small, and Medium Enterprises
FAO:	Food and Agriculture Organization of the United Nations	NDA:	Niger Delta Avengers
FCV:	Fragility, Conflict and Violence	NDMA:	Natural Disaster Management Authority
FFF:	Fragility Finance Facility – Triple F	NDMF:	National Disaster Management Fund
FFP:	The Fund for Peace	NEMA:	National Emergency Management Agency
FGD:	Focus Group Discussion	NGO:	Non-Governmental Organization
FRRA:	Fragility Risk and Resilience Analysis	NRC:	Norwegian Refugee Council
FSI:	Fragile States Index	OCHA:	UN Office for the Coordination of Humanitarian Affairs
GDP:	Gross Domestic Product	OCR:	Ordinary Capital Resources
GFDRR:	Global Facility for Disaster Reduction and Recovery	ODI:	Overseas Development Institute
GIS:	Geographic Information System	OECD:	Organization for Economic Cooperation and Development
		P4P:	Partners for Peace Network in the Niger Delta
		P5P:	President's Five-Year Program
		PARE:	Pastoral Resolve
		PCBS:	Palestinian Central Bureau of Statistics
		PCRP:	Post Conflict Reconstruction Plan

PDMA:	Provincial Disaster Management Authority
PDP:	People's Democratic Party
PIND:	Foundation for Partnership Initiatives in the Niger Delta
PIPS:	Pak Institute for Peace Studies
PSG:	Peacebuilding and Statebuilding Goals
RDPI:	Rural Development Policy Institute
REC:	Regional Economic Community
SAFRON:	Ministry of States and Frontier Regions
SAMS:	Syrian American Medical Society
SBMC:	School-Based Management Committee
SDC:	Swiss Agency for Development and Cooperation
SFCGI:	Somali Federal Chamber of Commerce and Industry
SGBV:	Sexual and Gender-Based Violence
SIM:	Syria Independent Monitoring
SNA:	Stakeholder Network Analysis
START:	National Consortium for the Study of Terrorism and Responses to Terrorism
TIKA:	The Turkish Cooperation and Coordination Agency
TMMS:	Transitional Management and Mitigation Strategy
TVET:	Technical and Vocational Education and Training
UCDP/PRIO:	Uppsala Conflict Data Program/Peace Research Institute Oslo
UIC:	Union of Islamic Courts
UN:	United Nations
UNDP:	United Nations Development Program
UNOCHA:	UN Office for the Coordination of Human Affairs
USDPB:	US Dollars Per Barrel
UNFCCC:	United Nations Framework Convention on Climate Change
UNRWA:	United Nations Relief and Works Agency for Palestinian Refugees in the Near East
USD:	US Dollar
USIP:	United States Institute of Peace
UNFPA:	United Nations Population Fund
UNHCR:	United States High Commissioner for Refugees
WANEP:	West Africa Network for Peacebuilding
WASH:	Water, Sanitation and Hygiene
WB:	World Bank
WHO:	World Health Organization
WWI:	World War I
WWII:	World War II
YIAGA:	Youth Initiative for Advocacy, Growth and Advancement



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EXECUTIVE SUMMARY

IN 2018, FATALITIES DUE TO
NATURAL DISASTERS EXCEEDED

5,000

THE HIGHEST NUMBER
SINCE 2010



Although global poverty rates have dropped over the last few decades, millions remain trapped in a vicious cycle of natural and human-made disasters and poverty.

In the face of protracted, recurrent, and large-scale humanitarian crises, there has been an increase in discussions by development scholars and practitioners on the issues of fragility and resilience. According to the World Bank's Harmonized List of Fragile Situations, there 36 countries affected as of 2019. 18 of them are Islamic Development Bank (IsDB) Member Countries (MCs).¹ The OECD States of Fragility Report lists 58 fragile countries out of which 29 are IsDB MCs (OECD 2018). Across IsDB MCs, fragility is widespread. Battle deaths are at the highest levels since before the 1990s, reaching almost 94,000 in 2015 alone. (Pettersson 2018)² Forced migration is at the highest level ever recorded with 19.9 million Internally Displaced People (IDPs) and 12.9 million refugees in 2017.³ In 2018, fatalities due to natural disasters exceeded 5,000 which was the highest number since 2010.⁴

A consensus is emerging that the solution to these pockets of fragility is to identify and promote existing systems of resilience rather than strictly trying to impose solutions from the outside. While partnerships, local ownership, and sustainability have long been recognized as best practice in the field, the practicalities of just how to do it well are not obvious. Particularly, given the many difficult trade-offs and sharp variations from one context to another, especially in the most difficult cases, all too often, humanitarian and development efforts tend rather to delay, extend, or even escalate crisis. Multilateral Development Banks (MDBs), humanitarian agencies, academics, and other experts are actively working to develop tools, policies, templates, and guidelines, to unlock a new approach to resilience programming that can be harmonized and deployed in a way that will promote human, social, and economic wellbeing across the world.

The objective of this report is to provide practical recommendations for effective resilience response in IsDB MCs. The findings will assist the IsDB and its MCs to design interventions, strategies, and programs for building resilience. It will also help other donor partners and MDBs to better understand resilience, for smart investments in what works, and efficient programming of those interventions.

The report first provides a contextual analysis of resilience, with a quantitative overview across five dimensions (Economy/Livelihoods, Environment/Natural Disasters, Human Security, Institutional/Infrastructural Coping Capacity, and Forced Displacement). For each dimension there is a summary of best practice for resilience,

including prevention, preparedness, emergency response, and regenerative development.

This is followed by a review of global trends, showing that over the long term, poverty and violence are much reduced, but that around the year 2000, there was a sharp divergence between global improvements overall and stagnation in countries affected by fragility. Further adding to the urgency around untying the knot of fragility and resilience is the fact of rising environmental pressures and unprecedented levels of forced displacement, which are likely to make the challenge of development in the "last mile" even harder to achieve, unless a new approach is adopted.

A new approach to resilience requires a study of what works in countries under very different circumstances: those with large and small populations; those in conflict, under occupation, or emerging from conflict; those dealing with conflict in the region or localized conflict; those susceptible to natural disasters; upper, middle income, and low income countries; countries in Africa, Middle East, Asia, and Europe; countries rich in natural resources, and countries without. Through extensive field research and video teleconferences with local experts, nine case studies were undertaken in countries with very different social, economic and political contexts: Indonesia, Turkey, Syria, Nigeria, Somalia, Jordan, Pakistan, Iraq, and Palestine. These case studies highlight what works in those countries for lessons learned and recommendations that can be applied more broadly.

Through this process, three categories of findings and recommendations have been highlighted.

UNDERSTANDING RESILIENCE (THE WHY)

First, for resilience programming, what needs to be understood? How does resilience work in different contexts? What is the difference between social capital and institutional capacity and how can that be leveraged? And what tools can help development actors to be better informed about spheres of influence, centrality, and leverage points?

INVESTING IN RESILIENCE (THE WHAT)

Having understood the systems of resilience, what sectors and interventions need to be invested in for maximum impact? And what finances and financing mechanisms are available and how can they be mobilized?



PROGRAMMING FOR RESILIENCE (THE HOW)

Having understood resilience and what needs to be invested in, the next question is how programs should be designed and implemented. How can investments in resilience be successful in unpredictable and volatile environments? What are the dilemmas and trade-offs that must be weighed?

FINALLY, SIX KEY THEMES EMERGED:

1. **Youth:** The importance of empowering youth to contribute constructively to society in contexts of natural or human-made disasters.
2. **Education:** The power of education as a tool for social cohesion, and psychosocial benefits for those who may have been traumatized by natural or human-made disasters.
3. **Women:** Where communities are displaced and disconnected, women must generate income and be protected from assault and predation. Women must also be included as decision makers and leaders as they bring vital perspectives and insight to issues of public concern.
4. **Water:** Access to plentiful and renewable water means physical health and economic sustainability through agriculture and food security. The lack of water means poverty, migration, and associated social stresses which can lead to conflict.
5. **Disaster Preparedness:** Across all IsDB MCs the number of natural disaster-related fatalities has increased steadily over the last several years. And with climate change, there is the possibility that that trend may continue. With rural-urban migration and increased population density, there is the possibility that more people may be affected.
6. **Regional Spillover Effects:** Competition over shared water basins, forced migration, and boundary disputes, can combine to create complex systems of risk and vulnerability that require a regional approach to resilience programming.

¹ <http://pubdocs.worldbank.org/en/892921532529834051/FCSList-FY19-Final.pdf>

² Pettersson, Therése and Kristine Eck (2018) Organized violence, 1989-2017. *Journal of Peace Research* 55(4).

³ <http://popstats.unhcr.org/en/overview>

⁴ Source: EM-DAT: The Emergency Events Database - Université catholique de Louvain (UCL) - CRED, D. Guha-Sapir - www.emdat.be, Brussels, Belgium

FORCED MIGRATION IS AT THE HIGHEST LEVEL EVER RECORDED WITH

19.9 MILLION

INTERNALLY DISPLACED PEOPLE (IDPs)



KEY QUESTIONS



UNDERSTANDING RESILIENCE: THE WHY

For resilience programming in fragile situations, what needs to be understood?

What data, tools, and information are required?



INVESTING IN RESILIENCE: THE WHAT

What types of programs and projects will have the most impact on resilience in fragile situations?



PROGRAMMING FOR RESILIENCE: THE HOW

If investments are to achieve the intended outcomes, what principles and best practices need to be employed?

INTRODUCTION & PURPOSE

BATTLE DEATHS ARE AT THE
HIGHEST LEVELS SINCE BEFORE
THE 1990S – ALMOST

94,000

IN 2015



BACKGROUND

Battle deaths in IsDB MCs are at the highest levels since before the 1990s, reaching almost 94,000 in 2015 alone (Pettersson 2018).⁵ Forced migration is at the highest level ever recorded with 19.9 million IDPs and 12.9 million refugees in 2017.⁶ Even as global poverty has plummeted over the last few decades, human-made and natural disasters pose unprecedented challenges to development in fragile and conflict-affected countries. According to the 2018 report by the International Rescue Committee (IRC), and Overseas Development Institute (ODI) (Samman 2018)⁷, the vast majority of fragile and conflict affected states are off-track in achieving their SDG targets. In light of this, a new approach is clearly needed, one that goes beyond mitigation, and instead catalyzes successes on the ground.

This new approach must leverage local systems of resilience. Even in the most challenging of environments, communities and societies have developed innovative strategies to cope, and in many cases, to thrive. Building on this resilience is crucial for sustainable and inclusive economic growth and human development. This report provides an overview to better understand the resilience situation and how to invest in what works in different environments and what can be leveraged, replicated, and scaled up for a more effective and coordinated approach by the IsDB, its MCs, and other MDBs and development partners.

Ultimately, this report will address three critical areas of research: 1) **Understanding Resilience**, 2) **Investing in Resilience**, and 3) **Programming for Resilience**

Resilience, as defined in this study, is not the absence of risk and vulnerability, but rather the presence of practices, mechanisms, and policies to manage those challenges. There is a natural tension between the imperatives of humanitarian relief on the one hand, and sustainable development on the other. In a crisis, food, shelter, health, and security must be delivered as rapidly as possible, which may undermine the systems and livelihoods of local communities. However, especially in the event of a protracted or cyclical crisis like Somalia, a different approach is needed, one that works with and amplifies the systems of resilience in a particular country context.

Now, in part due to the unprecedented scale and scope of the Syria crisis, the field is going through a rethink, where humanitarian actors are shifting their focus more

onto elements like partnerships, infrastructure, and livelihoods (traditionally the purview of development), while International Finance Institutions (IFIs), such as the IsDB, and others which have tended to focus more on development are now recognizing the need to be more responsive, earlier in the lifecycle of a crisis – whether that be through direct programming or in bilateral agreements with MCs.

This report provides an overview of pressures across the IsDB MCs and then a deeper look at nine case studies to see what systems of resilience are in place that can be leveraged for the promotion of human wellbeing around the world.

The report will begin with a contextual overview of the underlying drivers of fragility within the IsDB's 57 MCs. But beyond a simple assessment of fragility, the primary emphasis will be to highlight areas where social and institutional resiliencies exist that may be built upon and strengthened, to enhance existing local capacity and encourage local ownership and solutions to complex problems.

The key aim of the report is to examine the challenges, opportunities, policies, and strategies for building resilience in countries facing situations of fragility. The report assesses what works and what does not in addressing the risks and shocks posed by human-made and natural disasters. The key messages and recommendations of the report will contribute to the efforts of the MCs to carry out the necessary measures for building resilience to achieve sustainable development. This study will help development decision makers and practitioners identify targeted entry points for strengthening resilience, including through Islamic finance.

As with all MDBs, the strategic objectives of the IsDB relate to the promotion of inclusiveness, connectivity, and financial services across the world through economic and social infrastructure, private sector development, inclusive social development, and cooperation between member countries. The IsDB also focuses on Islamic finance sector development. However, in order to be successful in achieving these objectives, the enabling environment must be considered, both in terms of constraints and opportunities. While fragility, as evidenced by social, economic, political, and security pressures, is widely recognized as a constraint, less attention has been placed on social/institutional resilience factors which may exist, even in fragile environments, to manage those pressures.

Thus, the focus of this report will be on how public, private, religious, community, and civil society sectors respond successfully to patterns of risk and vulnerability across the 57 MCs. After an overview of context across all MCs, a drill-down into the case studies will explore how these dynamics play out in key countries with regional

⁵ Pettersson, Therése and Kristine Eck (2018) Organized violence, 1989-2017. *Journal of Peace Research* 55(4).

⁶ <http://popstats.unhcr.org/en/overview>

⁷ <https://www.rescue.org/sites/default/files/document/3151/odireport.pdf>

RESILIENCE IS THE “ABILITY OF HOUSEHOLDS, COMMUNITIES, AND NATIONS TO ABSORB AND RECOVER FROM SHOCKS, WHILST POSITIVELY ADAPTING AND TRANSFORMING THEIR STRUCTURES AND MEANS OF LIVING IN THE FACE OF LONG-TERM STRESSES, CHANGE AND UNCERTAINTY.”



and thematic balance to ensure maximum representation and relevance, to better understand what works and what may be transferable from one region or thematic area to another. While some countries may have challenges in certain areas, this report explicitly focuses on the resiliencies and best practices. It does not evaluate the degree to which a given country may be falling short, as it is not intended to criticize but rather to learn from each country's success.

A scoping of the social/institutional resilience factors across MCs and an evaluation of what works, will help the IsDB and MDBs optimize impact, effectiveness, and sustainability.

According to the OECD definition, resilience is the “ability of households, communities, and nations to absorb and recover from shocks, whilst positively adapting and transforming their structures and means of living in the face of long-term stresses, change and uncertainty.” Based on this definition, the report will assess resilience through absorptive, adaptive and transformative capacities.

METHODOLOGY

The research methodology included a juxtaposition of desktop and field research, using quantitative and qualitative techniques. For the desktop component, dozens of datasets were mapped to the five dimensions, normalized, scaled, and aggregated (see Appendix D for details) in order to assess the relative levels of vulnerability across IsDB MCs. This was followed by field research and key informant interviews (KIIs) to understand what is being done to address those various risks and vulnerabilities, as well as what existing systems of resilience are functioning and how they work with respect to absorptive, adaptive, and transformative capacity. Each of the five dimensions below affects each of the other four, both in terms of pressures and resilience.

Dimension	Pressures (Desktop Research)	Resilience (Field Research)
1. Economy/Livelihoods	Have economic constraints or shocks adversely affected the country's production in the last five years?	Despite these pressures, how do individuals and communities make a living? What is the role of private sector, government, and development actors in strengthening these local systems?
2. Environment/Natural Disasters	To what extent have floods, landslides, earthquakes, volcanoes, drought, wildfire, or other disasters threatened human security?	In countries susceptible to natural disasters and environmental challenges, what are the mechanisms by which individuals and communities survive? How have systems and infrastructure been established for prevention, preparedness, and response?
3. Human Security	In the last five years, to what extent have conflict issues adversely affected the population, including violence, fatalities and displacement?	What types of platforms exist for the promotion of social cohesion and protection of the most vulnerable, especially women, minorities, children, and the disabled?
4. Institutional/Infrastructural Coping Capacity	How effective are mechanisms and policies at enabling institutions and infrastructure to facilitate a constructive exchange of goods, services, and ideas at the national, local, and community levels?	What types of community-based platforms for joint decision-making exist and how do they work? At the national level, how are the voices and priorities of different stakeholders included for effective distribution and delivery of services?
5. Forced Migration	In the last five years, to what extent have refugees from neighboring countries as well as IDPs within the country added social and economic pressure on capacity and services?	How have communities been able to absorb and include refugees and IDPs without adverse effects on social cohesion? What mechanisms and policies have been most effective in mitigating stress on services and livelihoods for both refugees/IDPs and host communities? Have there been ways in which the presence of refugees/IDPs has been positive to the host communities and the country as a whole?

INTRODUCTION & PURPOSE

A range of tools, templates, and frameworks, necessary for donors and practitioners to effectively diagnose, analyze, plan, and implement resilience programs are now emerging as essential and best practice in the field.

WHY RESILIENCE? WHY NOW?

The solution to fragility is not one that can be strictly imposed from outside.

RATIONALE

It has long been recognized that natural disasters (such as drought, earthquakes, and floods) and human-made disasters (such as violent extremism or communal clashes) present constraints to sustainable human development. However, over the last 50 years, there has been an evolution in how policy makers and development actors understand the essential structure of the problem and therefore what the entry-points for mitigation might be. Fifty years ago, the intellectual focus of international relations (IR) was on inter-state power politics, with development options focused on post-war reconstruction, trade theory, and basic needs. Then 20 years ago, the focus shifted to “state failure” with associated mitigating options linked to institutional capacity building as a way of reducing conflict and promoting equitable growth. More recently, in recognition of the fact that both internal and external pressures have an impact on the integrity and effectiveness of institutions, the interpretive lens has shifted again to countries in “fragile situations.” Mitigating options under this framework are, by definition, regional as well as national and go well beyond the shoring up of institutions alone to the inter-dimensionality of demographics and environment as well as economics, governance, and security, including the role of civil society and communities. More specifically, if the dynamics which cause fragility are to be addressed, it requires an approach that accurately diagnoses the complexity of the problem and presents options for a strategic and coordinated approach.

Reinforcing the need for such a framework are the many protracted, intractable, and recurrent crises, or crises at an order of magnitude that affect entire regions of the world. These situations belie the viability of traditional methods and approaches to development, which in cases of fragility, too often just postpone, delay, extend, or even escalate the crises they were ostensibly trying to resolve.

Under this framework, although external partners can help, the solution to fragility is not one that can be strictly imposed from outside. The solution is ultimately through the identification, leveraging, and amplifying of local systems of resilience that exist, even in countries facing enormous challenges. A country like Somalia, for instance, which is widely considered to be among the most fragile countries in the world, has systems of resilience linked to clan networks, the private sector, the diaspora community, and the innovative use of technology, that taken together can be a key part of the solution. Coming in from the outside and starting something from scratch works much less effectively than coming alongside a local platform, or government ministry, or sector, or value chain, and working with the materials that are already there.

Despite great strides in global poverty reduction, more people are dying or displaced due to natural and human-made disasters than at any time in recent history. Approaches to development that work well globally, do not work for the most vulnerable. Therefore, a new approach is needed now. This approach should be based on a better **understanding** of resilience, smart **investing** in what works, and efficient **programming** of interventions.

DIAGNOSTIC TOOLS

A range of tools, templates, and frameworks, necessary for donors and practitioners to effectively diagnose, analyze, plan, and implement resilience programs are now emerging as essential and best practice in the field. In the last decade, a rich scholarship has developed in universities, think tanks, finance institutions, and governments to better assess the drivers and implications of fragility, including both human-made and natural disasters, as regards to sustainable human and economic development.

The German Development Institute (DIE) has developed the **annual Constellations of State Fragility** (Grävingholt 2018),⁸ an index that estimates legitimacy, capacity, and authority of the state through a calculation of metrics drawn from the UCDP/PRIO Armed Conflict Data Set, Bertelsmann Transformation Index, the United Nations, Freedom House, and HumanRightsScores.org.

The Organization for Economic Cooperation and Development (OECD) has developed the **States of Fragility** (OECD 2018),⁹ a bi-annual report that draws on a quantitative framework to assess the economic, environmental, humanitarian, political, security, and societal dimensions of fragility in all UN member states. In the 2018 report 58 contexts were considered fragile, including six of the nine case studies used in this report (Syria, Iraq, Nigeria, Pakistan, Palestine, and Somalia).

METHODOLOGY

The Fund for Peace (FFP) produces an annual **Fragile States Index (FSI)**¹⁰ which calculates the social, economic, political, and security pressures on the state, across 12 indicators, drawing on data from the World Bank, World Health Organization (WHO), United Nations, Polity IV, the Economic Intelligence Unit, Transparency International, Freedom House, Political Terror Scale, UNHCR, Uppsala, and other sources, as well as a content analysis of millions of open source news articles, and qualitative assessment.

The **Index for Risk Management (INFORM)**,¹¹ quantifies the exposure and vulnerability to natural and human hazards, and socio-economic vulnerabilities, as well as the institutional and infrastructural capacities to cope with those risks.

The African Development Bank (AfDB), has recently developed a tool for **Country Resilience and Fragility Assessment (CRFA)**,¹² which calculates pressures and institutional capacities across seven dimensions (Inclusive Politics, Security, Justice, Economic and Social Inclusiveness, Social Cohesion, Externalities/Regional Spillover Effects, and Climate/Environmental Impacts), drawing on over 90 metrics from pre-existing datasets and surveys.

The Economic Community of West African States (ECOWAS), is producing a series of in-depth **Country Risk and Vulnerability Assessments (CRVAs)** in each of their 15 member states. These assessments, which catalogue structural vulnerabilities, event-driven risks, and social/institutional resilience factors, draw on the use of a Geographic Information System (GIS), a CRVA index, Stakeholder Network Analysis (SNA), and field research including Key Informant Interviews (KIIs) and Focus Group Discussions (FGDs).

In the diagnostic tools listed above, the emphasis is largely on the mitigation of risks and vulnerabilities, as opposed to the identification, catalyzation, and leveraging of resilience factors. However, all of the above referenced approaches and frameworks, to one degree or another, do recognize the role of coping capacity. For example, both the African Development Bank's CRFA, and the OECD's Fragility Framework measure institutional and other capacities in direct juxtaposition with pressures, across all dimensions. This report will build on that

DESKTOP RESEARCH

QUANTITATIVE BASELINE
LITERATURE REVIEW

FIELD RESEARCH

VALIDATION AND CONTEXTUALIZATION
OF DESKTOP RESEARCH
EMPHASIS ON RESILIENCE
FACTORS

ANALYSIS

SYNTHESIS OF FINDINGS
IDENTIFICATION OF EMERGENT AND
CROSS-CUTTING THEMES.
RECOMMENDATIONS FOR A STRATEGIC
APPROACH TO THE PROMOTION
OF RESILIENCE

⁸ Grävingholt, Jörn; Ziaja, Sebastian; Ruhe, Constantin; Fink, Patrick; Kreibaum, Merle; Wingens, Christopher (2018): Constellations of State Fragility v1.0. German Development Institute / Deutsches Institut für Entwicklungspolitik (DIE). DOI: 10.23661/CSF1.0.0

⁹ <http://www.oecd.org/dac/states-of-fragility-2018-9789264302075-en.htm>

¹⁰ <http://fundforpeace.org/fsi/>

¹¹ <http://www.inform-index.org/>

¹² <https://www.afdb.org/en/news-and-events/african-development-bank-releases-new-tool-to-assess-resilience-and-fragility-in-countries-18476/>

INTRODUCTION & PURPOSE

THE WORLD BANK AND THE UN PRODUCED
A REPORT WHICH ESTIMATES THAT BY

2030

OVER HALF OF THE WORLD'S POOR WILL BE
LIVING IN COUNTRIES AFFECTED BY VIOLENCE



approach to assess the resilience in IsDB MCs defined by OECD as follows: The ability of households, communities, and nations to absorb and recover from shocks, whilst positively adapting and transforming their structures and means of living in the face of long-term stresses, change and uncertainty.

Having explored the existing stock of social, human, financial, political, and moral capital, this report will then look at successful efforts at building those systems at the local, national, and regional levels.

To that end, beyond the diagnostic tools listed above, are a suite of platforms, frameworks, and approaches that have been developed by scholars and practitioners that inform strategy for fragility and promoting resilience that can be adapted and built upon by MDBs.

The United States Institute of Peace (USIP) formed a Fragility Study group to determine what approaches worked best for the reduction of fragility. Their 2016 report, called **US Leadership and the Challenge of State Fragility** (Burns 2016),¹³ emphasized that interventions should be prioritized based on cases where fragility may have the most far-reaching impact and where results are most achievable. They highlighted the importance of taking an inter-dimensional approach to fragility, such that security, political, and capacity factors should not be addressed in isolation. Plans should also be realistic about the time necessary for success. Unrealistic timelines or short-sighted interventions can make things worse rather than better. Partnerships, coherence, and alignment are key.

Members of the International Network on Conflict and Fragility (INCAF), the G7+ group of fragile and conflict affected states, and the Civil Society Platform for Peacebuilding and Statebuilding (CSPPS) produced **A New Deal for Engagement in Fragile States, International Dialogue on Peacebuilding and Statebuilding**¹⁴ signed by over 40 countries, which is a groundbreaking policy agreement between fragile and conflict-affected states, development partners, and civil society for nationally owned and led development planning in pursuit of five peacebuilding and statebuilding goals (PSGs): 1) legitimate politics, 2) justice, 3) security, 4) revenue and services, and 5) economic foundations.

The London School of Economics (LSE) and the Oxford Commission on State Fragility, Growth and Development produced a strategy document called **Escaping the Fragility Trap** (Collier 2018)¹⁵ which makes the case that while poverty reduction has largely been successful as a global mission, fragility by contrast is becoming more pervasive and entrenched. They emphasize that the only way to deal with fragility is to work with governments (not around them), focus first on reconciliation more than elections, emphasize local priorities, go beyond institution building, and be pragmatic, taking advantage of quick wins in the short term in the service of long-term goals. Aid should catalyze private sector investment and job creation. IFIs should develop strategies particular to fragile states. Humanitarian interventions should feed into (not counter to) long term national development plans.

The World Bank and the UN produced a report called **Pathways for Peace – Inclusive Approaches to Preventing Violent Conflict** (WBG 2018)¹⁶ which estimates that by 2030 over half of the world's poor will be living in countries affected by violence. The report reviews how structural factors, institutions, and incentives can drive conflict along different trajectories and presents various strategies for building peaceful pathways through investing in prevention and incentive structures for peace, with an emphasis on perceptions of justice and inclusion, especially regarding women and youth.

Consistent with many of the recommendations above, the MDBs are developing departments, policies and facilities to address the issue of fragility in a more strategic way. The IsDB, for instance, has its new **Resilience and Social Development Department**. The AfDB has a **Transition Support Facility**¹⁷ established in 2008, which is expressly mandated to help address needs in countries where fragility is the main development challenge.

Other MDBs have also approached the issue of fragility and resilience. The Asian Development Bank (ADB), for instance, developed a staff handbook in 2012, called **Working Differently in Fragile and Conflict-Affected Situations** (ADB 2012),¹⁸ which highlights the link between fragility and economic growth and the need to address fragility as a constraint. The World Bank has also been a leader in developing toolkits for addressing the development challenges of fragility, conflict, and violence (FCV) through risk and resilience assessments and strengthening partnerships such as the Humanitarian-Development-Peace Initiative (HDPI). They have also established a State and Peacebuilding Fund specifically for this purpose.¹⁹

¹³ <https://www.usip.org/programs/fragility-study-group>

¹⁴ <https://www.pbsbdialogue.org/en/id/about-international-dialogue/>

¹⁵ <https://www.theigc.org/wp-content/uploads/2018/04/Escaping-the-fragility-trap.pdf>

¹⁶ <https://www.worldbank.org/en/topic/fragilityconflictviolence/publication/pathways-for-peace-inclusive-approaches-to-preventing-violent-conflict>

¹⁷ <https://www.afdb.org/en/topics-and-sectors/initiatives-partnerships/fragility-resilience/about-the-facility/>

¹⁸ ADB (2012) Working Differently in Fragile and Conflict-Affected Situations – The ADB Experience.

¹⁹ <https://www.worldbank.org/en/topic/fragilityconflictviolence>

THIS REPORT CONDUCTS AN OVERVIEW OF TRENDS ACROSS ALL IsDB'S 57 MCs AND THEN TAKES A DEEPER LOOK AT THE SPECIFIC SYSTEMS OF RESILIENCE IN

9 CASE STUDIES



The above approaches to response include those from a national interest perspective, or from an economic development perspective. Some are lists of targets and objectives, while others are strategic frameworks and guidance notes. Lessons learned in the last decade include the recognition of trade-offs, and the importance of prioritization, sequencing, partnerships, transparency, and pragmatism, as well as the systemic nature of this complex problem of fragility and the need to be holistic in responding to it.

WHAT NEXT?

As described above there has been a convergence in the scholarship around the challenge of fragility as a development imperative. There is a recognition that fragile states are often stuck in a vicious cycle of escalation or oscillation, made even more intractable by their vulnerability to shocks. Implicit, and sometimes explicit, in these frameworks and guidance documents is the criticality of resilience as the only solution, the only end-game. Mitigation of risk and vulnerability is not a long-term strategy. Diplomatic pressure and institution building will only go so far. These problems cannot be strictly solved from the outside. Instead, donors and development partners must come alongside governments, community leaders, civil society, private sector and religious institutions, and empower these local systems of resilience to enhance their absorptive, adaptive, and transformative capacity. Infrastructure, livelihoods, and education are all good investments, but they must be done in a way that amplifies existing systems, not replaces or undermines them.

Donors and development partners must come alongside governments, community leaders, civil society, private sector and religious institutions, and empower these local systems of resilience to enhance their absorptive, adaptive, and transformative capacity.

The findings also suggest the outlines of a strategic framework that can be built upon for the promotion of resilience by MDBs and other donor partners in their respective MCs across the world.

This, as a proposition, may not seem especially insightful; partnerships, local ownership, and sustainability have long been considered best practice. However, in an environment where the crisis is acute, or recurrent, or protracted, it is not necessarily obvious how that should work in practice. How do you clothe or feed refugees quickly without undermining the local garment industry or the agriculture sector? How do you employ migrants without creating stresses in the labor market? How do you distribute assistance without exacerbating inter-communal tension? How do you address issues at the same time regionally, nationally, and sub-nationally? How do you focus on the long term and the short term simultaneously, in a way that is coherent, not arbitrary or ad hoc? In a country that is not technically in crisis, but has weak institutions, how do you ensure that your investment will have the local ownership necessary for meaningful and sustained impact? How do you structure partnerships and with whom do you form partnerships?

This report tries to take that conversation forward, by first conducting an overview of trends across all IsDB's 57 MCs, and then a deeper look at the specific systems of resilience in nine case studies. The report looks at what works and what does not work in building resilience in IsDB MCs. Policy implications and a synthesis of these findings, from countries currently in crisis, post-conflict, susceptible to natural disasters, and affected by crisis in the region, countries in Asia, Africa, and the Middle East, countries with large populations, and countries with smaller populations, suggest some common themes. The findings also suggest the outlines of a strategic framework that can be built upon for the promotion of resilience by MDBs and other donor partners in their respective member countries across the world.

CONTEXTUAL ANALYSIS OF RESILIENCE IN ISDB MEMBER COUNTRIES

Building resilience goes beyond humanitarian relief, to the optimization of systems, mechanisms, and practices that enable countries to thrive. A key approach to building resilience, in this context, is economic empowerment.

All countries face some form of vulnerability. Every country has a slightly different risk profile, some with more challenges regarding security, migration, economy, institutions, or environment. However, even a country with significant challenges may have a high degree of absorptive, adaptive, or transformative capacity to manage those pressures, whether at the community level or the national level. Key to these types of capacity is the way in which institutions, groups, and individuals interact and engage. An exclusive focus on the pressures without a commensurate emphasis on resilience will render a partial or even skewed picture of the operating environment. A focus on resilience highlights entry points and opportunities in otherwise challenging situations.

Just as pressures can occur at multiple levels, social/institutional capacity also occurs at every level of society, from community/local, to the national level, and the regional/international level. It includes 1) government, 2) community leaders, 3) civil society, 4) religious leaders, and 5) private sector.



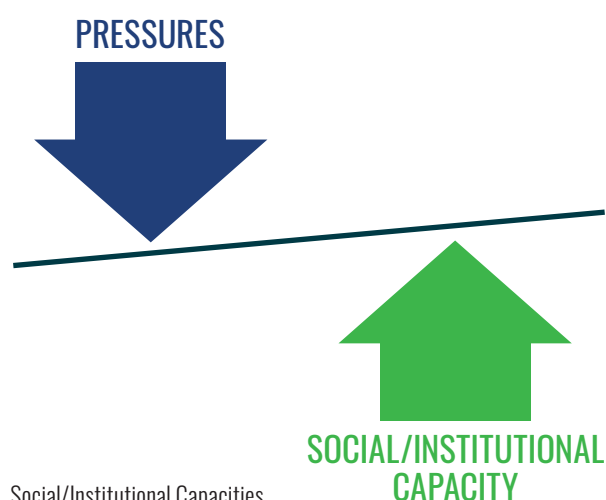
Typically, with regards to the promotion of resilience in the face of pressures, the **government** plays a coordinating role through policy, agencies, and the funding of nongovernmental organizations and groups.

Civil society plays a convening role for collaboration, consensus building, and information sharing among the other key stakeholder groups, and as such are often the linchpin to a robust resilience network.

Community leadership brings local perspectives and legitimacy to solutions. Without the perspectives of community leaders, development actors will lack an understanding of the priorities and interests of the beneficiaries. Without the buy-in and ownership of community leaders, no amount of joint analysis, planning, and response will render effective or sustainable results.

Religious leaders bring moral capital to the process. Hard decisions, particularly those that involve difficult trade-offs, require an appeal to the greater good. In some societies, religious leaders are uniquely positioned to make that case.

If government, civil society, community and religious leadership offer political, convening, and moral capital, then the **private sector** brings financial and human capital. When it comes to livelihoods and jobs, businesses and finance institutions must also be a part of the solution. In addition, the role of the development partners including MDBs to compliment the efforts of these actors is crucial. For instance, in many IsDB MCs, Islamic finance is particularly needed.



Social/Institutional Capacities balance the pressures in a society for sustainable human development in the face of structural vulnerabilities and event-driven shocks.

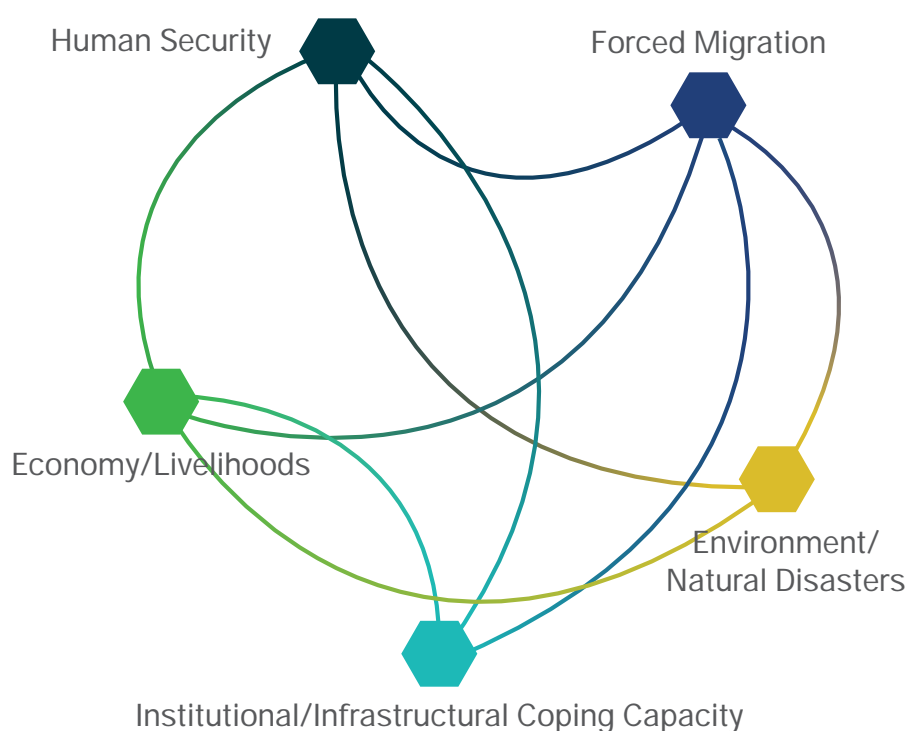
DIMENSIONS OF PRESSURE

Resilience is the social/institutional capacity to manage and respond constructively to risks and vulnerabilities, whether they be structural or event-driven, internal, or external. This report looks specifically at factors of resilience in the face of 1) economic pressures, 2) environmental and natural disasters, 3) human security challenges, 4) institutional/infrastructural coping capacity, and 5) forced migration, including refugees and IDPs. Depending on the context, each of these five types of risk has the potential to exacerbate the other four in different ways.

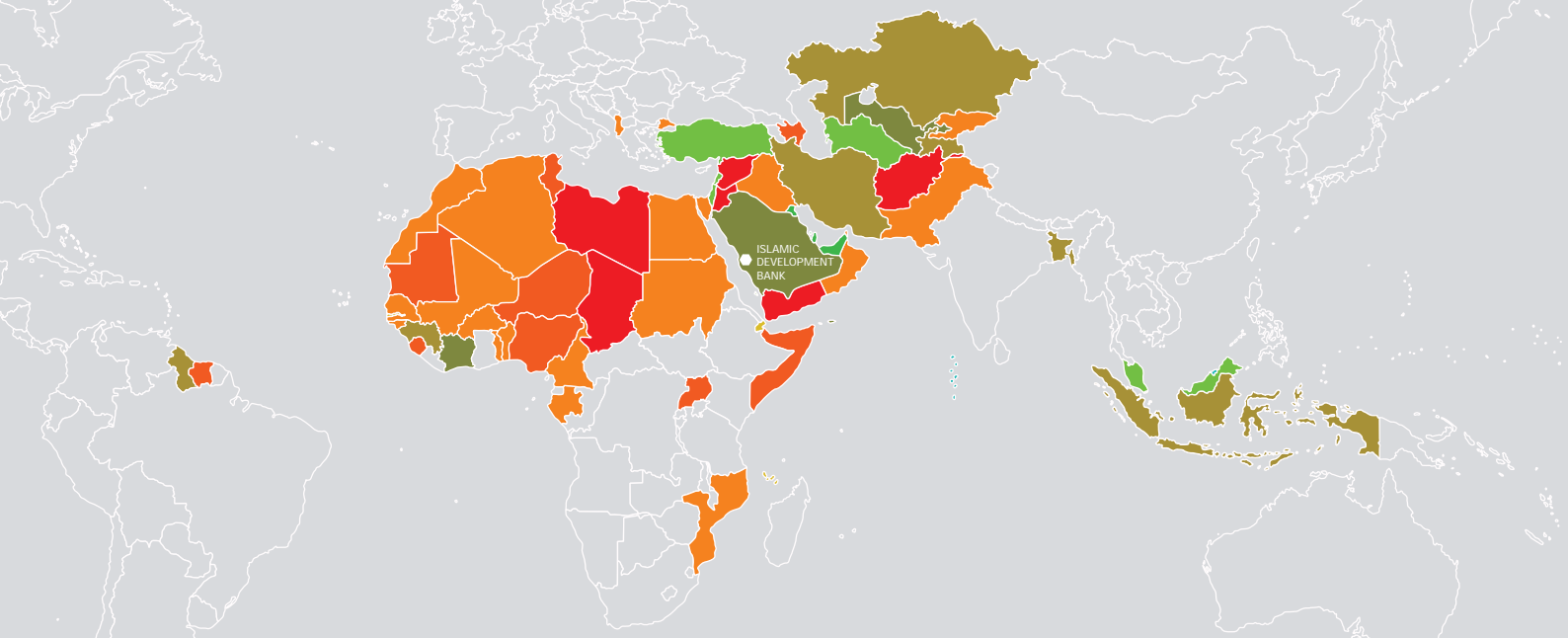
In addition to the inter-dimensionality of these factors, another key dynamic is the way vulnerability transcends national boundaries; insecurity in one country can adversely affect the economy in another. Therefore, stakeholder groups must not only collaborate and coordinate internally, but also internationally. These regional and international dimensions complicate the challenge considerably. Multilateral institutions such as the IsDB, therefore, have a critical role to play in promoting resilience across the region.

Resilience is the social/ institutional capacity to manage and respond constructively to risks and vulnerabilities, whether they be structural or event-driven, internal, or external.

- 1 ECONOMY/LIVELIHOODS
- 2 ENVIRONMENT/NATURAL DISASTERS
- 3 HUMAN SECURITY
- 4 INSTITUTIONAL/ INFRASTRUCTURAL COPING CAPACITY
- 5 FORCED MIGRATION



DIMENSION 1: ECONOMY/LIVELIHOODS



Sudden or gradual economic distress is a key driver of migration, and a contributor to conflict.

Sudden or gradual economic distress is a key driver of migration – both transborder and rural/urban migration – and a contributor to conflict over land and resources. Some 89% of IsDB MCs derive most of their revenue from agriculture, but large populations of youth have lost the ability and incentive to farm in recent years due to issues of climate and land tenure, as well as cultural and market forces. Rapid urbanization presents challenges regarding essential services and city planning, which can be tinder in the event of an earthquake, flood, or fire. This also has the potential of contributing to an environment of youth restiveness, protests, and labor strikes, and create social cohesion pressures. Economic pressures can also erode the government's capacity to raise revenue and thus the ability to service debt and deliver basic services.

The fact that many countries rely on commodities to support their growth makes them extremely vulnerable to external shocks in the global marketplace. Some countries are facing the challenge of water scarcity and are therefore unable to develop their agricultural sector, and face the challenge of food security. Weak economic institutions and demographic pressures are additional sources of vulnerability.

The map above shows the relative level of overall economic risk based on a calculation of GDP per capita and GDP growth from 2013-2017, scaled across the IsDB MCs. While it does not take into account issues of employment, inequality, or poverty, it provides a snapshot

KEY
RED HIGH PRESSURE
ORANGE MEDIUM PRESSURE;
GREEN LOWER PRESSURE

of the economic context in which businesses were operating and individuals were making ends meet.

In the aggregate, the economy in IsDB MCs has been improving over the long term. However, in 2008 there was a sharp deterioration during the global financial crisis, and then again in 2014 when lethal violence was at an all-time high in the region. A quantitative overview²¹ of the GDP per capita by country in 2017 and each country's average annual GDP growth from 2013-2017 shows a range of economic pressure in countries affected by conflict or bordering countries affected by conflict.

In Yemen, for instance, economic growth was relatively steady until 2015, when it dropped precipitously due to disruption in its oil and gas industry and associated government revenues as a result of conflict.

Libya's economic outlook has improved slightly in 2017, but has been volatile since 2008, with a drop in GDP between 2012 and 2015 that cut the annual GDP almost in half.

THE ECONOMY IN ISDB MCS HAS BEEN IMPROVING IN THE LONG TERM



TOP 10 HIGHEST RISK FOR ECONOMIC PRESSURE (2013-2017)

1	Yemen	10.0
2	Syria	9.5
3	Chad	8.7
4	Libya	8.1
5	Palestine	7.9
6	Afghanistan	7.7
7	Jordan	7.6
8	Comoros	7.5
9	Gambia	7.5
10	Suriname	7.4

In some countries, economic pressures are not directly linked to internal conflict issues. While there have been security challenges in the Lake Chad Basin region, Chad's economic prospects are closely linked to crude oil prices, which dropped in 2014 from \$111 USDPB to a low of \$36 USDPB in 2016.²² Meanwhile Jordan, the seventh most vulnerable in terms of economic pressures during the period, is in a situation of rising poverty, slow growth, and high unemployment, in part due to regional instability and uncertainty in neighboring Syria,²³ hosting large numbers of refugees, as well as large public sector, and a high degree of sensitivity to global market conditions.

Palestine is adversely affected by blockades and other restrictions, worsening poverty, food insecurity, and water crisis.

Economic pressures in Sierra Leone (scored at 7/10 in this calculation²⁴), contributed to an environment in which a natural disaster (lethal landslides) in 2017 was more destructive to lives and property than it otherwise would have been.²⁵

Given the inter-dimensionality of these dynamics, as illustrated in the above examples, all key stakeholder groups have a role to play – in providing relief or promoting trade and industry for sustainable human development and the prevention of crisis.

CATEGORIES

LAND USE	Land Tenure Policies (Laws and Customs)
	Land Dispute Resolution
ACCESS TO NATIONAL AND GLOBAL MARKETS	Trade Policies
	Infrastructure (Roads, Ports, Irrigation, Communication)
ACCESS TO FINANCE	Organizational Capacity Building or Cooperatives and Business Associations
	Microfinance
	Financial Technology (FinTech)
INCENTIVES	Insurance
	Agriculture Subsidies
CROWDING-IN EFFECT AND INCREASED OUTPUT	Value Chain Analysis
	Access to Appropriate Technology

²¹ See Appendices C and D for details – note that this index looks at GDP per capita and growth but not inequality, which should also be considered in a assessment of economic vulnerability.

²² <https://www.macrotrends.net/1369/crude-oil-price-history-chart>

²³ <https://www.worldbank.org/en/country/jordan/publication/economic-outlook-april-2018>

²⁴ See Appendix C for entire list

²⁵ See the section on Dimension 2: Environmental/Natural Disasters

BUILDING RESILIENCE

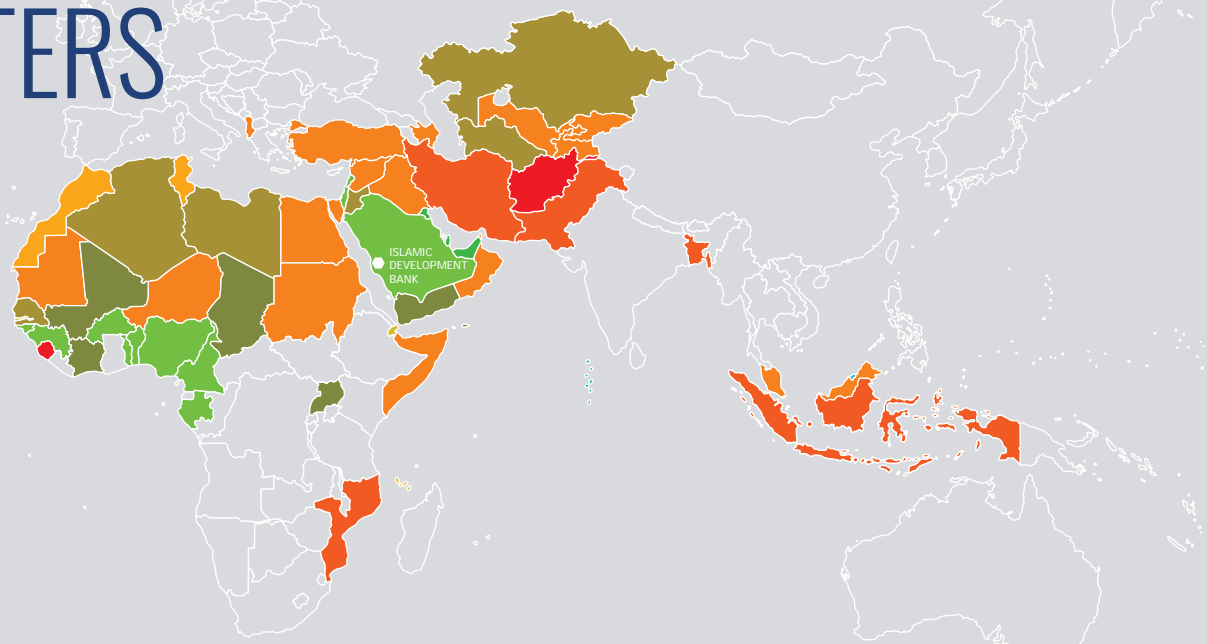
Making agriculture into a viable source of livelihood for micro, small, and medium enterprises (MSMEs) can help stem migration and restiveness. A multifaceted approach should consider land tenure, land collectivization, commoditizing crops, and value-add industries, as well as infrastructure (roads, energy, irrigation), insurance in the event of climatological irregularities so that farmers don't go bankrupt in single season. They should also consider subsidies, access to finance, cooperatives and business associations for scalability and access to national markets, as well as trade agreements and access to the global markets (e.g. the European Union). Youth employment can boost economic growth and promote stability, and in some cases, prevent radicalization. Employment of women, as an untapped stock of human capital, can also promote resilience for vulnerable families and communities.

This requires the engagement of all key stakeholder groups. Religious and traditional leaders and civil society can help to settle land disputes. Nongovernmental organizations can organize microfinance and capacity building for farmers. Government can provide subsidies, infrastructure development, and business-friendly trade policies. Businesses themselves can organize into cooperatives. Larger companies can promote the local economy through procurement and hiring practices.

TOP 10 LEAST RISK FOR ECONOMIC PRESSURE (2013-2017)

1	United Arab Emirates	1.0
2	Turkey	2.4
3	Bahrain	2.4
4	Turkmenistan	2.5
5	Maldives	2.7
6	Malaysia	3.0
7	Saudi Arabia	3.6
8	Qatar	3.6
9	Djibouti	3.8
10	Côte d'Ivoire	3.9

DIMENSION 2: ENVIRONMENT/NATURAL DISASTERS



Natural disasters strike irrespective of a country's social or economic profile. But some regions of the world are more prone to disasters than others. And the impact of those disasters is disproportionate among the poor.

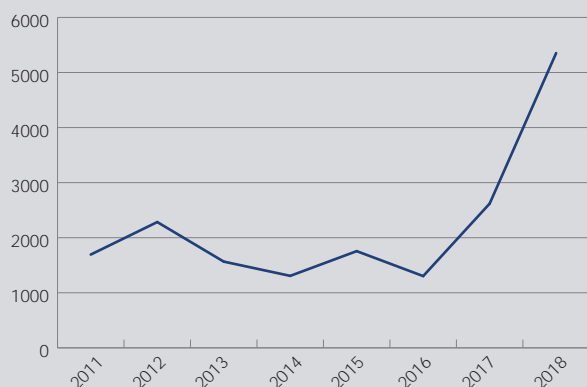
In the last five years, the overall number of annual fatalities associated with natural disasters ranged between 1,300 and 5,300 across all IsDB MCs. In 2018, due primarily to an earthquake and tsunami in Indonesia, the number of fatalities exceeded 5,000 which was an eight-year high.²⁶ For longer-term context, in 2004 Indonesia experienced a tsunami that killed 165,708, and in 2010-2012 Somalia experienced a drought that killed hundreds of thousands.

According to a calculation of risk,²⁷ based on overall hazard and exposure to natural disasters as well as the actual number of fatalities per capita associated with

KEY
RED HIGH PRESSURE
ORANGE MEDIUM PRESSURE
GREEN LOWER PRESSURE

climatological, hydrological, and geophysical disasters, Afghanistan and Pakistan top the list due to flooding (often associated with the summer monsoon rains) and earthquakes which also killed hundreds during the 2013-2017 period. Massive flooding, such as that which occurred in 2010, displaced thousands and added social stress, particularly in Sindh Province. While most of the countries on the higher end of the risk spectrum are in hazardous zones due to climatological factors or geophysical factors, some (like Sierra Leone in 2017) experienced a single, devastating event, in which the damage was exacerbated by rapid urbanization and unsafe building practices. In a small, poor country like Sierra Leone, when over 1,000 people died in the mudslides of August 2017, the impact was disproportionate. This example illustrates the linkages between different dimensions of vulnerability, whereby issues of poverty and institutional/infrastructural coping capacity impacted upon the severity of the disaster when it did finally strike, even though Sierra Leone is not typically listed among the countries most at risk for natural disasters by indices such as the Index for Risk Management (INFORM). Other dimensions, like human security, can also be a factor in the effectiveness of response. Disasters themselves can exacerbate tensions

NATURAL DISASTERS FATALITIES (IsDB MEMBER COUNTRIES)



Source: EM-DAT: The Emergency Events Database - Université catholique de Louvain (UCL) - CRED, www.emdat.be, Brussels, Belgium.

IN THE LAST FIVE YEARS,
THE OVERALL NUMBER OF ANNUAL
FATALITIES ASSOCIATED WITH
NATURAL DISASTERS RANGED BETWEEN
1,300 AND 5,300
ACROSS ALL IsDB MCs



TOP 10 HIGHEST RISK FOR NATURAL DISASTERS

1	Afghanistan e.g. flooding and earthquakes	10.0
2	Pakistan e.g. flooding and earthquakes	7.7
3	Mozambique e.g. flooding	7.2
4	Iran e.g. flooding and earthquakes	7.1
5	Sierra Leone e.g. mudslide	7.1
6	Bangladesh e.g. flooding	6.6
7	Indonesia e.g. flooding and earthquakes	6.5
8	Tajikistan e.g. flooding	6.2
9	Somalia e.g. cyclone, drought, and flooding	6.0
10	Kyrgyzstan e.g. earthquakes and landslides	5.8

among communities and other stakeholder groups during both the emergency and recovery phases of the cycle. In some rare cases, however, natural disasters have proven to be opportunities for conflict resolution, such as in Aceh following the Indian Ocean Tsunami in 2004.

From the perspective of resilience, this is why multi-stakeholder collaboration is so essential. It takes a dynamic system of actors in government, civil society, private sector, and community leadership working both together and separately at different levels and dimensions for prevention and response to shocks. The way the different dimensions of vulnerability interplay in a country, and the way different stakeholder groups coordinate is highly contextual. For instance, in areas susceptible to repeated natural disasters, it can undermine development over the longer term. This will be looked at in more detail in the case studies.

CATEGORIES

PREPAREDNESS

Awareness and Sensitization at Community Level

Insurance Schemes for Businesses and Residents

Pre-Positioning Clusters (Government, NGOs, Private Sector)

Evacuation Plans

Finance Instruments

Building Codes and City Planning

National and Sub-National Strategic Plans

Leadership Development and Capacity Building (especially at the local level)

EARLY WARNING

Systems Well Calibrated

Systems Socialized

RESPONSE

Conflict Sensitivity Analysis

BUILDING RESILIENCE

Effective mitigation of risk and vulnerability connected with natural disasters includes 1) emergency preparedness and disaster risk reduction, 2) early warning, 3) quick response, and 4) recovery. Perhaps the most important component is in the area of preparedness: building codes and city planning, awareness and sensitization of zones of risk at the community and local government level; insurance schemes for businesses and residents; prepositioned clusters of relevant government agencies, private sector and nongovernmental organizations which can be activated in the event of an emergency; evacuation plans, established finance instruments by MDBs for rapid response; and strategic plans at all levels of government so that coordination of response and the allocation of resources can be deployed as needed. There should also be investment in leadership development at the local level so that plans can be implemented, and available resources accessed and allocated. Early warning systems must be well calibrated to balance the likelihood of false positives and false negatives, and that balance should be well socialized to avoid hesitation or confusion in the event of an alert. In areas where there may be insecurity or communal tension, a conflict sensitivity analysis should inform any response plan to avoid operational risk on the one hand, and unintended exacerbation of conflict on the other.

TOP 10 LEAST RISK FOR NATURAL DISASTERS

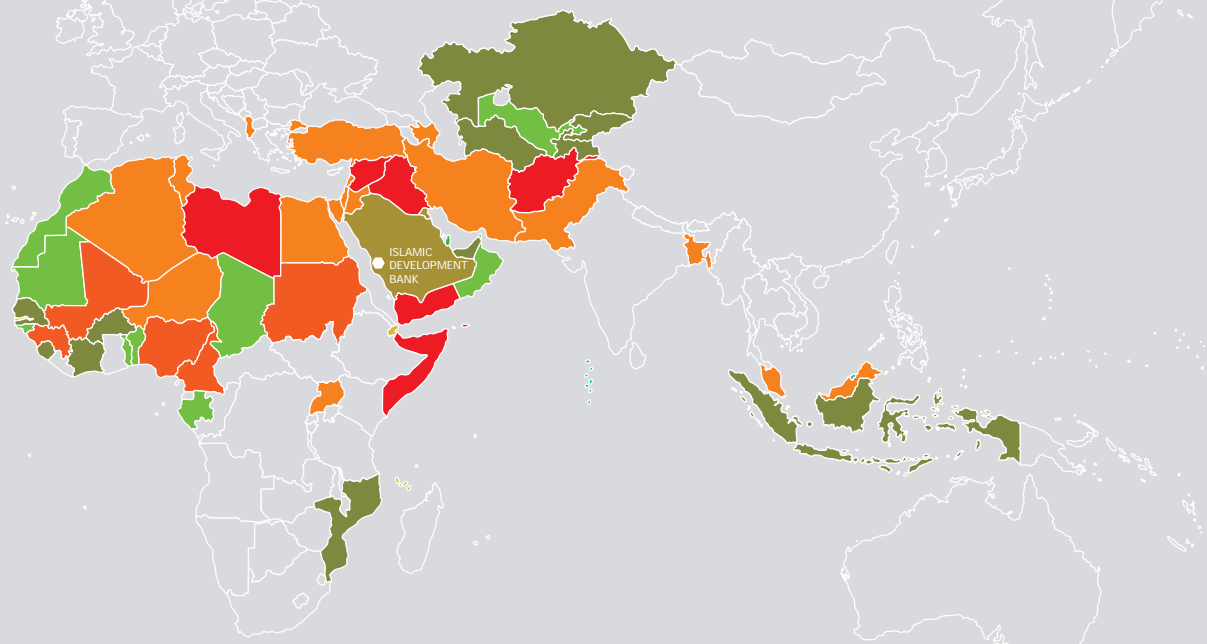
1	Bahrain (1.0)	1.0
2	Qatar (1.2.)	2.4
3	Benin (1.3)	2.4
4	Guinea-Bissau (1.3)	2.5
5	Togo (1.4)	2.7
6	Gabon (1.5)	3.0
7	Brunei Darussalam (1.7)	3.6
8	Comoros (1.7)	3.6
9	Kuwait (1.8)	3.8
10	Cameroon (1.8)	3.9

POLICIES AND PRACTICES

²⁶ Source: EM-DAT: The Emergency Events Database - Université catholique de Louvain (UCL)
- CRED, D. Guha-Sapir - www.emdat.be, Brussels, Belgium

²⁷ See Appendices C and D for details

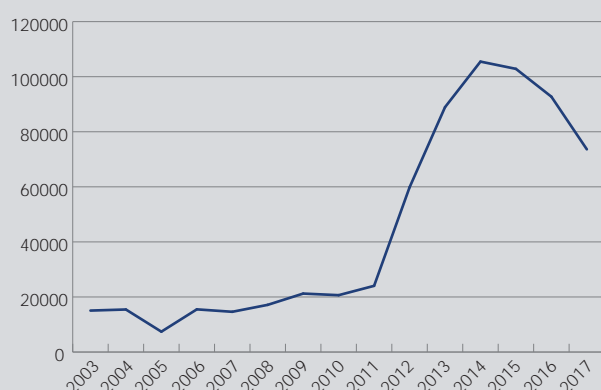
DIMENSION 3: HUMAN SECURITY



Collective violence, in the form of civil conflict, militancy, and inter-communal clashes has sharply risen in IsDB MCs since 2011.

Collective violence, in the form of civil conflict, militancy, and inter-communal clashes has sharply risen in IsDB MCs since 2011, particularly in Syria, which has corollary effects in regard to domestic, interpersonal, and criminal violence. Prior to 2011, conflict fatalities never exceeded 25,000 annually. Then in 2014 that number peaked at over 100,000. While conflict pressures are often driven by issues of livelihood, it is not always the case that the poorest countries are the most violent; other factors such as geopolitics can also play a role. On the other hand, countries that suffer an increase in conflict do tend to be adversely affected economically, which can lead to a vicious cycle of forced migration, a crisis of legitimacy, and entrenched oppositional groups (Collier 2018).²⁸ The promotion of resilience, therefore, entails breaking that vicious cycle where one exists, or preventing it where it does not. This goes beyond public security forces, but also includes engaging community stakeholders for early warning and conflict management at every level.

CONFLICT FATALITIES IN ALL IsDB MEMBER COUNTRIES



KEY

RED HIGH PRESSURE
ORANGE MEDIUM PRESSURE
GREEN LOWER PRESSURE

Beyond collective violence, there are also issues of interpersonal and criminal violence, including homicides, domestic, sexual, and gender-based violence. In conflict and post-conflict situations, norms and behaviors can change which could take generations to heal.

The countries with the highest pressure in this dimension are Syria (which has become incrementally less violent over the last five years), Iraq, which has improved dramatically in 2018, Somalia (which has gotten more violent since 2013), and Libya (which, aside from a spike in 2016 has stayed about the same). Taking a longer view, however, the region has grown much more volatile between 2011 and 2017, quadrupling the estimated number of fatalities according to the Uppsala Conflict Data Program (UCDP).

Conflict dynamics include communal clashes over land and resources, election violence and political crisis, insurgency, separatism, and civil war. Complicating the resolution of these conflicts is the role that militarized criminal networks sometimes play, and their cooptation by ideological movements as spoilers or enablers in the conflict economy (smugglers, power brokers, or violence entrepreneurs). New forms of collective violence can emerge out of this dynamic such as supremacy clashes between criminalized militias, which may not be primarily political, communal, or sectarian in nature, but can leverage on those dyads.

IN 2014 CONFLICT FATALITIES PEAKED AT OVER

100,000



TOP 10 HIGHEST RISK FOR HUMAN SECURITY

1	Syria	10.0
2	Iraq	9.0
3	Afghanistan	8.7
4	Somalia	8.4
5	Libya	8.3
6	Yemen	7.7
7	Sudan	6.2
8	Azerbaijan	5.8
9	Nigeria	5.8
10	Lebanon	5.7

TOP 10 LEAST RISK FOR HUMAN SECURITY

1	Benin	1.0
2	Brunei Darussalam	1.0
3	Comoros	1.0
4	Gabon	1.0
5	Gambia	1.0
6	Guinea-Bissau	1.0
7	Guyana	1.0
8	Mauritania	1.0
9	Morocco	1.0
10	Oman	1.0
+	Qatar, Suriname, Togo, Uzbekistan	1.0

An illustration of how all five dimensions interact at various levels in the area of human security is the Lake Chad Basin conflict system, involving communities, vigilante groups, military, and the Islamic State West Africa (ISWA). On one level it was sparked by a dispute in Nigeria in 2009, but it has since shifted east to the cross-border areas of Nigeria, Cameroon, Niger, and Chad and lingers in a context of communal and sectarian tensions centered around a shrinking ecosystem for agriculture, aquaculture, and pastoral farming.

BUILDING RESILIENCE

As with the other dimensions, all stakeholder groups play an important role in the prevention and management of human security pressures. But especially when it comes to complex, inter-dimensional conflict systems like Lake Chad, civilian-led conflict management platforms in collaboration with security agencies, are essential for prevention, early warning, management, and de-escalation.

Supporting and working with regional institutions can help prevent and manage cross-border and regional challenges. Development Finance Institutions (DFIs) and IFIs can also support local businesses (see the Economy Dimension), which can create incentives for peace, and establish finance facilities which can respond quickly and flexibly to emergencies.

Early warning systems can include those of Regional Economic Communities (RECs) like the Economic Community of West African States (ECOWAS) in West Africa, or the Intergovernmental Authority on Development (IGAD) in East Africa, or civil society led early warning systems like those managed by organizations such as the Nigeria-based Foundation for Partnership Initiatives in the Niger Delta (PIND) or the global nongovernmental organization, Search for Common Ground. Especially when these systems overlap and intersect, there are profound opportunities for synergy of assessment, analysis, and response.

Preventative response to early warning includes training and pre-positioning of mediators for conflict management, as well as the strategic use of peace messaging by civil society and religious leaders. Reducing economic incentives for violence through conflict sensitive development is also key.

If violence has triggered a humanitarian emergency, then humanitarian actors will focus on the needs (health, shelter, food) of the most vulnerable populations such as displaced people, women, children, and the disabled. Gender should be mainstreamed across all phases of prevention, early warning, and mitigation. Women are critical stakeholders both as vulnerable beneficiaries but also as leaders and decision-makers. They bring a critical perspective and contextual understanding to the challenge of conflict mitigation that responders cannot afford to overlook.

CATEGORIES

PREVENTION/PREPAREDNESS

EARLY WARNING

PREVENTATIVE RESPONSE

HUMANITARIAN RESPONSE

GENDER

POLICIES AND PRACTICES

Promote Local Economy

Establish Finance Facilities for Rapid Response

Integration of Existing Early Warning Systems

Conflict-Sensitive Development

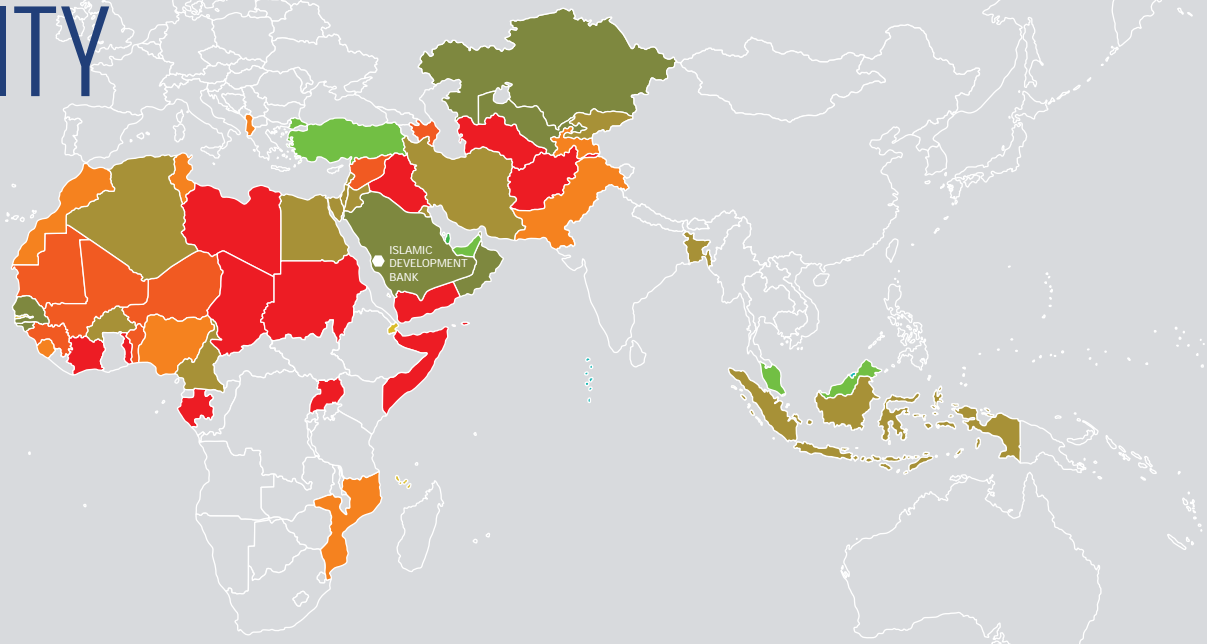
Training and Pre-Positioning of Mediators

Health, Shelter, Food for Vulnerable Groups

Mainstream Gender Across all Categories

²⁸ "Escaping the Fragility Trap," Commission on State Fragility, Growth and Development, April 2018

DIMENSION 4: INSTITUTIONAL/ INFRASTRUCTURAL COPING CAPACITY



National, sub-national, and community-based platforms for joint decision-making and effective distribution and delivery of services, are key to coping with human-made and natural disasters and avoiding the “Fragility Trap.”²⁹

As with the others, this dimension is cross-cutting, impacting on human security, disaster response, economy, and forced migration resettlement.

Vulnerability in institutional capacity can lead to brinkmanship and gridlock or a lack of process in planning and decision-making. Weak infrastructural capacity can render communities vulnerable to complex humanitarian emergencies in the event of a shock.

Those countries on the higher end of the risk spectrum include countries currently or recently in crisis, as well as countries with underdeveloped physical and communication infrastructure in subregions of the country. A country is better positioned to cope with pressures and shocks if it already has policies in place for joint decision-making, anti-corruption, and a robust network for the transport and exchange of goods, people, and information.

The map above draws on a combination of the Index for Risk Management (INFORM) metrics that measure institutional capacity and infrastructural capacity.

KEY
RED HIGH PRESSURE
ORANGE MEDIUM PRESSURE
GREEN LOWER PRESSURE

Mechanisms and platforms for civic engagement and inclusive decision-making contribute to a strong social contract and enable participation, buy-in, and consensus-building in decision making and policy implementation. For resilience, such mechanisms and platforms create a foundation for adaptive and transformative capacity in the face of challenges, as voices from various sectors and demographics add perspective to the public dialogue.

Even with these platforms and mechanisms, however, constraints can include issues of capacity at various administrative levels, corruption, and/or conflicting interests between key constituent groups. This speaks to the additional need for leadership, whether at the government or community level, which can preside over the process, cutting through confusion, and ultimately make decisions for the promotion of the public good.

FOR RESILIENCE, MECHANISMS AND PLATFORMS FOR CIVIC ENGAGEMENT AND INCLUSIVE DECISION-MAKING CREATE A FOUNDATION FOR ADAPTIVE AND TRANSFORMATIVE CAPACITY IN THE FACE OF CHALLENGES



TOP 10 HIGHEST RISK FOR INSTITUTIONAL/INFRASTRUCTURAL COPING CAPACITY

1	Somalia (10.0)	10.0
2	Chad (9.8)	9.8
3	Guinea-Bissau (9.5)	9.5
4	Yemen (9.5)	9.5
5	Togo (9.4)	9.4
6	Afghanistan (8.8)	8.8
7	Iraq (8.5)	8.5
8	Cote d'Ivoire (8.5)	8.5
9	Comoros (8.3)	8.3
10	Uganda (8.1)	8.1

TOP 10 LEAST RISK FOR INSTITUTIONAL/INFRASTRUCTURAL COPING CAPACITY

1	United Arab Emirates (1.0)	1.0
2	Qatar (1.5)	1.5
3	Malaysia (1.6)	1.6
4	Turkey (1.7)	1.7
5	Bahrain (2.0)	2.0
6	Saudi Arabia (2.5)	2.5
7	Kazakhstan (2.7)	2.7
8	Uzbekistan (2.9)	2.9
9	Brunei Darussalam (3.0)	3.0
10	Oman (3.0)	3.0

BUILDING RESILIENCE

In general, for absorptive capacity, physical infrastructure must be invested in early so that damage incurred by natural and human-made disasters can be minimized and services reliably delivered. For adaptive and transformative capacity, communication infrastructure and policies are key for innovation and rapid response. At the level of decision-making and public administration, civic education, leadership development, and capacity building at the local level is important.



CATEGORIES

CONSENSUS BUILDING

FREE MOVEMENT/EXCHANGE OF GOODS, PEOPLE AND INFORMATION

CAPACITY BUILDING

ECONOMIC MANAGEMENT

POLICIES AND PRACTICES

Reconciliation and Dialogue

Inclusive Decision-Making

Physical and Communications Infrastructure

Service Delivery

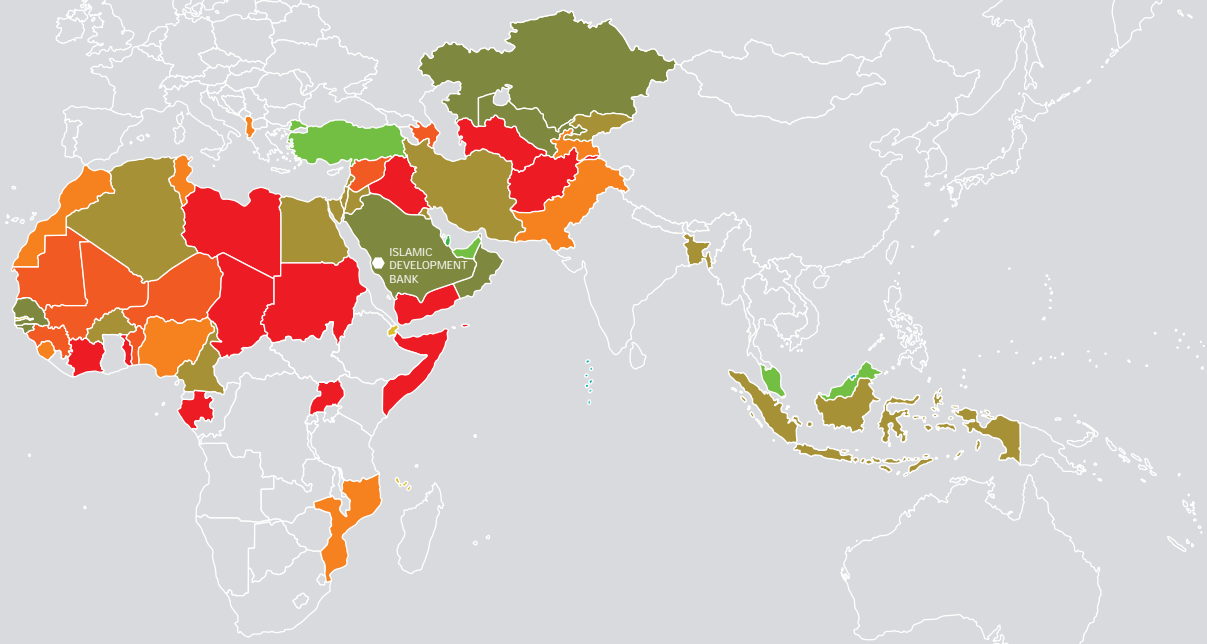
Civic Education

Leadership Development at the Local Level

Focus on Job Creation

²⁹ http://www.ilo.org/wcmsp5/groups/public/@arabstates/@ro-beirut/documents/genericdocument/wcms_240130.pdf

DIMENSION 5: FORCED MIGRATION



If natural disasters and conflict are typical drivers of mass displacement, the hosting of refugees or internally displaced people (IDPs) brings its own set of pressures.

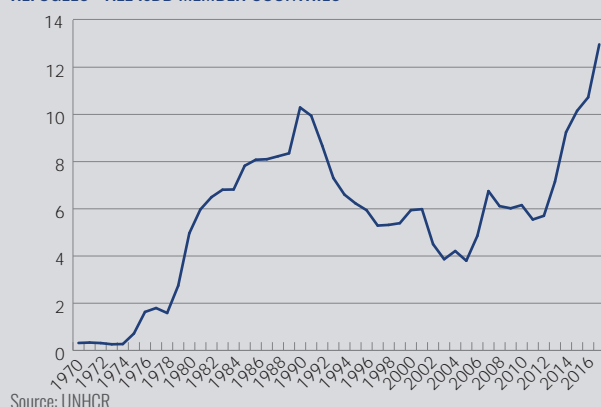
As explored more deeply in the case studies, countries hosting refugees or IDPs may experience deforestation or stress on their water supply. Forced migration can also put downward pressure on wages, especially in the informal market. Services and infrastructure can also be stretched. In 2017, the number of refugees hosted by IsDB MCs reached the unprecedented level of 12.9 million people,, mainly from Syria (5.5 million), Afghanistan (2.4 million), and South Sudan (1.8 million). Countries bearing the largest per capita refugee burden include Lebanon, Jordan, Turkey, Chad, and Uganda. Historically, the only time the overall number of refugees in IsDB MCs exceeded 10 million was in 1990, during which the 57 MCs hosted refugees from Afghanistan (6.3 million), Ethiopia (1.3 million), and Iraq (1.1 million).

KEY
RED HIGH PRESSURE
ORANGE MEDIUM PRESSURE
GREEN LOWER PRESSURE

Lebanon, a country of 6 million, hosts 1 million refugees from Syria, which has had a significant impact on the labor market and the education and health systems.³⁰ Turkey, with 3.4 million Syrian refugees, has also seen economic challenges, particularly in the areas most directly affected (Esen 2017),³¹ however nationally has had important successes in managing the challenge. Meanwhile, as conflict increased in neighboring South Sudan, Uganda has hosted over 1 million refugees in the West Nile region. This is not the first time that Uganda has hosted refugees in this region of the country, and had to manage the associated social, environmental, and economic pressures.

Meanwhile the number of IDPs is even higher than the number of refugees. In 2017, the number of refugees in IsDB MCs was 12.9 million, while IDPs exceeded 19.9 million according to UNHCR. The map and table below highlight refugees because of the spillover effect to the wider region and the need for international cooperation to manage. But for resilience within countries like Syria, Iraq, Somalia, Yemen, Sudan, Afghanistan, and Nigeria, who have large numbers of IDPs, there is need to manage associated challenges in regard to social cohesion, service delivery, and environmental stress.

REFUGEES - ALL IsDB MEMBER COUNTRIES



TOP 10 HIGHEST RISK– REFUGEE PRESSURE

1	Lebanon: Mainly from Syria	10.0
2	Jordan: Mainly from Syria	8.0
3	Turkey: Mainly from Syria	7.4
4	Chad: Mainly from CAR and Nigeria	6.6
5	Uganda: Mainly from South Sudan and DRC	6.1
6	Djibouti: Mainly from Somalia	5.6
7	Sudan: Mainly from Eritrea and South Sudan	5.6
8	Cameroon: Mainly from CAR and Nigeria	5.3
9	Mauritania: Mainly from Mali	5.2
10	Iran: Mainly from Afghanistan	4.9

BUILDING RESILIENCE

As with the other four dimensions, a multi-stakeholder approach is needed to manage pressures and promote resilience. Four inter-related lines of effort include: 1) livelihoods for both refugees or IDPs and host communities, 2) mitigation of environmental stress, 3) services such as education and health, and 4) social cohesion.

During the initial phase of a crisis, the emergency response is primarily focused on the logistics of providing temporary shelter, food, and health services. Success in this phase largely depends on how readily available the resources are and pre-planning by the agencies charged with the coordination of the effort. Where possible, Cash Based Interventions (CBI), instead of kits, can help to stimulate the local market in a way that dignifies and empowers the refugees themselves and benefits the host communities, and mitigates social stresses.

If the displacement is likely to be extended, however, this initial approach should quickly evolve to proactively integrating refugees into local communities, especially in cases where the terrain may be forbidding, or the demographics of host and refugees are delicate. This includes a shift to permanent housing and a focus on livelihoods, and efforts for integration into society in situations where refugees will likely be present for the long term. The role of the public education system is an important entry point, not only for livelihoods and earning potential of the refugees, but also for the integration of migrants into local communities and promotion of social cohesion. This socialization, including language acquisition where relevant, can reduce tension between refugees and host communities, reduce the risk of

marginalization/radicalization, and provide psychosocial benefits to refugees who may have been traumatized.

The impact of displacement on livelihoods for both the refugees/IDPs and host communities needs to be addressed through employment policies, value chain programs, access to finance, and vocational training. Female-headed households should also be factored into the livelihood strategy.

Environmental stresses must be anticipated, monitored, and responded to, whether that be through water and irrigation infrastructure, waste management, or other relevant interventions such as the distribution of solar cookers to avoid deforestation.

Given the inevitable strain on essential services, such as health and education, this will require investment, coordination, and infrastructure. On the other hand, if this is handled well, and is structured in such a way as to also benefit host communities, this can also contribute to social cohesion.

In this regard there is a vital role for government, civil society, community leaders, and the private sector in the response to a crisis. One example of a multi-stakeholder intervention could be the establishment of an array of community centers, where refugees can receive psychosocial support, language classes, health education, vocational training, and connect with others where they can ask questions in a safe environment and discuss common challenges and solutions.

Finally, given the tendency for migration and refugees to become a divisive issue, leadership should be very proactive and very clear in their messaging to dispel misinformation or disinformation. To reduce the likelihood of a refugee crisis spilling across national borders in the first place, the humanitarian response should be swift and robust in cases of natural or human-made disasters.

TOP 10 LEAST RISK– REFUGEE PRESSURE (NOTE THAT SOME OF THESE MAY HAVE HIGH LEVELS OF IDPs OR REFUGEES BY COUNTRY OF ORIGIN)

1	Palestine	1.0
2	Maldives	1.0
3	Comoros	1.0
4	Brunei Darussalam	1.0
5	Uzbekistan	1.0
6	Turkmenistan	1.0
7	Nigeria	1.0
8	Saudi Arabia	1.0
9	Suriname	1.0
10	Guyana	1.0

CATEGORIES

PREVENTION AND PREPAREDNESS

POLICIES AND PRACTICES

Humanitarian Response to Disasters

Scenario Planning and Resourcing Agencies

Clarity of Legal Frameworks Concerning Asylum

EMERGENCY RESPONSE

Cash-Based Interventions

Coordination and Logistics

Health Services

RECOVERY AND SUSTAINABILITY

Community Centers

Strategic Communication and Clear Messaging

Role of Public Education System

Livelihoods and Vocational Training

³⁰ http://www.ilo.org/wcmsp5/groups/public/@arabstates/@ro-beirut/documents/genericdocument/wcms_240130.pdf

³¹ <http://www.mdpi.com/2076-0760/6/4/129/pdf>

GLOBAL TRENDS

Overall, conflict fatalities are much improved in the last century. At the same time there have been dramatic successes in poverty reduction, especially in the last 20 years, particularly in East Asia and the Pacific.

In East Asia and the Pacific, the number of people living on less than \$5.50 USD per day has dropped from 97.2% in 1981 to 34.9% in 2015. However, in fragile and conflict-affected situations, including those among the ISDB MCs, the improvement has lagged. While global poverty began to drop at an accelerated rate after 1999, in countries affected by fragility and conflict, the numbers continued to hover around 80%, highlighting the Commission on State Fragility, Growth, and Development's findings in *Escaping the Fragility Trap*, that for some countries, fragility is the principle development challenge that needs to be addressed (Collier 2018). Reinforcing this conclusion is a 2018 report by ODI and IRC, which finds that 82% of countries in fragile situations are behind in their SDG targets (Samman 2018).

Understanding, investing, and programming for resilience, therefore, is important for the achievement of SDG targets in fragile situations. The dimensions of pressure highlighted in this report relate to the SDGs both directly and indirectly. For instance, if a country is fragile due to high levels of pressure in Dimension 1 *Economy/Livelihoods*, this will have direct implications for the achievement of SDG Goals #1 (No Poverty), #2 (Zero Hunger), #8 (Decent Work and Economic Growth), and several others.

Challenges in Dimension 2, *Environment/Natural Disasters*, will also impact the ability of a country to meet its targets across the various economic and infrastructural Goals. And building resilience within that dimension will have corollary effects within Goals #6 (Clean Water and Sanitation), #13 (Climate Action), #14 (Life Below Water), and #15 (Life on Land).

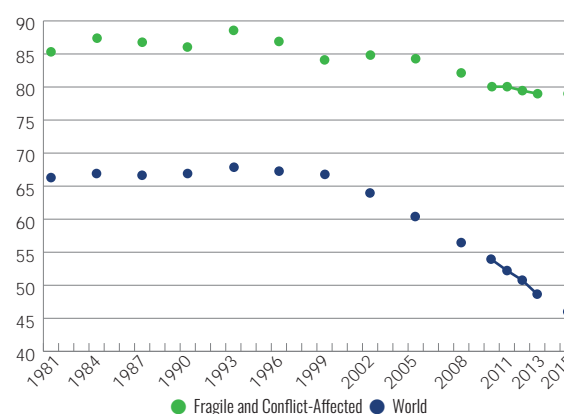
Dimension 3, *Human Security* relates to Goal #11 (Sustainable Cities and Communities) and #16 (Peace, Justice, and Strong Institutions).

Dimension 4, *Institutional/Infrastructural Coping Capacity* cuts across several of the SDGs, including #9 (Industry, Innovation, and Infrastructure) as well as #16 (Peace, Justice and Strong Institutions).

Dimension 5 *Forced Migration* is particularly relevant to Goals #1 (No Poverty), #2 (Zero Hunger), #3 (Good Health and Well-Being), and #4 (Quality Education), as well as other goals that may be impacted by the presence of refugees or internal displacement of large populations. The key themes highlighted in the case studies including youth, education, women, water, disaster preparedness, and regional spillover effects relate to all 17 SDGs in one way or another.

On the one hand, the pockets of populations stuck in intractable poverty are getting smaller, but it is worrying

POVERTY



Source: World Bank (Poverty headcount ratio at \$5.50 a day (2011 PPP) (% of population))

to observe rising pressures globally, especially linked to environmental factors and mass displacement. According to UNHCR the number of refugees and IDPs are at an all-time high, having sharply increased in 2013. As of the end of 2017 there were 71.44 million persons of concern, mostly in Africa and the Middle East, (almost 1% of the world's population), compared to 35.85 million in 2012. There are more IDPs overall than refugees, but fragility within a country inevitably impacts its neighbors, and in 2017 the number of refugees exceeded the previous record in 1992.

These challenges are exacerbated by rising environmental pressures. According to the FAO, "the percentage of the planet affected by drought has more than doubled in the last 40 years and in the same timespan droughts have affected more people worldwide than any other natural hazard."³⁶ This has a direct impact on rural-urban migration and seasonal migrations (e.g. transhumance) which can worsen conflict in a variety of ways.

When it comes to security, the long-term global trends in conflict deaths per capita are unequivocally positive. According to a report by Kendra Dupuy and Siri Aas Rustad of the Peace Research Institute Oslo (PRIO), the number of deaths peaked in the 1950s with over 200 casualties per million. Although there has been an increase since 2002, the number of battle deaths worldwide is lower than it has been since the 1940s (Dupuy 2018).³⁷

But given the interdimensional nature of fragility, if poverty reduction is going to continue to improve, and if the positive trends in conflict reduction overall are not going to reverse, then environmental pressures and forced migration will have to be addressed.

This anomalous problem of intractable poverty in an otherwise improving world is endemic in many IsDB MCs, particularly in Sub-Saharan Africa. And in countries affected directly or indirectly by conflict, poverty has gotten worse, even in countries not historically considered to be lower-income.

A serious and pervasive challenge to development in IsDB member countries such as Somalia, Pakistan, Iraq, Jordan, Syria, and Palestine includes water management and water scarcity which place major stress on society and has led to protests and migration, which in turn has led to conflict over resources. Beyond the issue of water, a large population of unemployed youth is susceptible to radicalization. Some countries are at risk because of a lack of natural resources while others are at risk due to a high dependence on a single commodity export which may not produce dividends for the most vulnerable, and in both cases, the economies are at the mercy of volatile global market conditions. Countries like Turkey, Bangladesh, and Indonesia are prone to highly disruptive natural disasters, which threaten lives, property, and livelihoods.

Different stakeholder groups are affected by fragility and resilience in different ways. In countries with a large youth population and economies that cannot accommodate them into the workforce, a large segment of the population may be left idle and restive. In some cases, under certain conditions, this translates into social unrest. In countries where family and community structures have been torn due to displacement or violence, women and girls may be rendered particularly vulnerable.

Given these trends, exactly how to unlock the systems of resilience in countries struggling to manage social, demographic, economic, political, and security pressures is the challenge of our time.

International development actors tend to emphasize humanitarian relief in areas of acute fragility, while prioritizing infrastructure, institution building, and livelihoods programming in countries considered to have an enabling environment. This approach has been very successful at reducing global poverty and saving lives. But if the long term environmental and irregular migration trends are any indication, the race is against the clock, and will require a strategic shift.

As articulated in OECD's Guidelines for Resilience Systems Analysis (OECD 2014),³⁸ this involves a highly contextualized assessment of social, human, moral, political, and financial capital for absorptive, adaptive, and transformative capacity to overcome.

The next section in this report is a deeper examination of nine case studies to better understand what that looks like in specific countries with very different sets of challenges. Having looked at what works in a variety of contexts, a number of recommendations will present themselves.

FORCED MIGRATION IS AT THE HIGHEST
LEVEL EVER RECORDED WITH

19.9 MILLION

INTERNALLY DISPLACED PEOPLE



³⁶ <http://www.fao.org/land-water/water/drought/droughtandag/en/>

³⁷ Dupuy, Kendra and Siri Aas Rustad. 2018. Trends in Armed Conflict, 1946-2017. PRIO.

³⁸ OECD (2014) Guidelines for Resilience Systems Analysis, OECD Publishing

CASE STUDIES: OVERVIEW



Having conducted the desktop study outlined above, which identified the overall trends in pressure and resilience, nine representative case studies were identified for a deeper, field-based, qualitative review of specific approaches that have worked to promote resilience in different contexts.

Country	Geography	Demography	Economy	Most Salient Dimension
Indonesia	Southeast Asia	264 million	Lower Middle Income	Environment/Natural Disasters
Turkey	Europe/Asia	80 million	Upper Middle Income	Forced Migration
Jordan	Middle East	10 million	Upper Middle Income	Forced Migration
Somalia	Africa	15 million	Low Income	Institutional/Infrastructural Coping Capacity
Nigeria	Africa	191 million	Lower Middle Income	Economy/Livelihoods
Syria	Middle East	18 million	Lower Middle Income	Human Security
Pakistan	South Asia	197 million	Lower Middle Income	Environment/Natural Disasters
Iraq	Middle East	38 million	Upper Middle Income	Human Security
Palestine	Middle East	5 million	Lower Middle Income	Economy/Livelihoods

In the drafting of these case studies, hundreds of individuals and dozens of local and national organizations were extensively consulted through interviews and focus groups in the field, to learn about what has worked, and to document these lessons and best practices so that they can be scaled and/or replicated in other cases that may be facing similar challenges.³⁹

Countries were selected based on regional distribution (Africa, Europe, Middle East, and Asia); range and combination of vulnerabilities (natural disasters, conflict-affected, refugee crisis, economic pressures etc.); and development outcomes (both low and middle-income countries). In this way, the differences and similarities could elucidate lessons learned, which might be applied more broadly.

Indonesia is an example of a country that has taken great strides towards resilience in the face of natural disasters since the devastating tsunami in 2004. Ten institutions were consulted in Jakarta, including government agencies, IGOs, NGOs, business, and civil society.

Turkey and **Jordan** have demonstrated capacity in absorbing large numbers of refugees. Eight institutions were consulted in Ankara, including government agencies, NGOs, INGOs, IGOs, private sector, and civil society. Eleven institutions were consulted in Amman, including government, international development agencies, INGOs, and IGOs.

Somali communities have shown resilience in the face of conflict and environmental disasters, even under very challenging circumstances. In Mogadishu, 13 institutions were consulted, including government, stabilization experts, IGOs, NGOs, community elders, religious leaders, academics, and private sector.

Nigeria has developed innovative ways to manage diversity and promote community-led solutions to complex challenges. In Abuja and Nasarawa, ten institutions were consulted, including traditional leaders, religious leaders, government, civil society, youth, and NGOs.

The case studies for **Syria**, **Palestine**, **Iraq** and **Pakistan**, which have local and community-based mechanisms and structures for resilience, were conducted through desktop research and video conferences with experts.

These case studies provide a brief historical and contextual overview and then describe the resiliencies across the five dimensions: environment/natural disasters, economy/livelihoods, human security, institutional/infrastructural coping capacity, and forced migration. As indicated in the title of this report, the focus is explicitly on resilience, not on areas of deficiency.

Following these case studies is a brief outline of how this type of analysis can be used by international development for understanding resilience, investing in resilience, and programming for resilience.

- 1 INDONESIA
- 2 TURKEY
- 3 JORDAN
- 4 SOMALIA
- 5 NIGERIA
- 6 SYRIA
- 7 PAKISTAN
- 8 IRAQ
- 9 PALESTINE



³⁹ A partial list of organizations consulted is included in Appendix E



1

CASE STUDY 1

INDONESIA

Indonesia is a country with strong social resilience, expressed in Bahasa Indonesia as “Gotong Royong,” or a joint bearing of burdens.

INDONESIA IS THE WORLD'S 4TH MOST POPULOUS COUNTRY WITH AN ESTIMATED POPULATION OF

264 MILLION

IT CONSISTS OF AN ARCHIPELAGO OF

17,000 ISLANDS

SITUATED IN THE RING OF FIRE, IT IS VULNERABLE TO NATURAL DISASTERS SUCH AS

EARTHQUAKES, VOLCANOES AND TSUNAMIS

INDONESIA IS A LOWER INCOME COUNTRY WITH A GDP OF ABOUT

4,000 USD

PER YEAR PER CAPITA

Major industries include the exportation of oil and gas and commodities such as rubber, coffee, and palm oil.

Indonesia's large economy is richly diversified across **agriculture, industry, and services**, including mining, textiles and tourism.

IN **2008**

The National Disaster Management Agency was formed, called Badan Nasional Penanggulangan Bencana (BNPB). Every five years, the BNPB coordinates with the government ministries to produce the National Disaster Management Plan.

ACCORDING TO THE UNHCR, AS OF OCTOBER 2018, INDONESIA HAD SMALL POPULATIONS OF REFUGEES:

13,800

MAINLY FROM

AFGHANISTAN

55%

SOMALIA 11% AND

IRAQ 6%

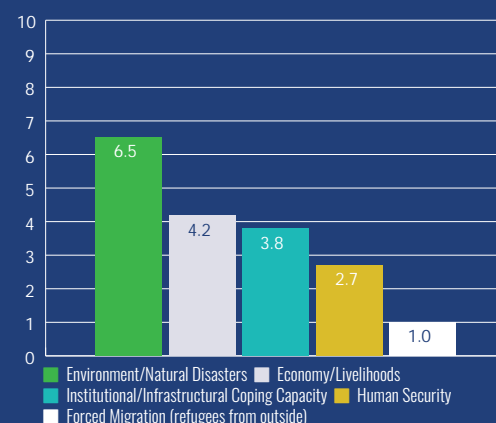
Unlike other IsDB MCs, due to Indonesia's geographic peculiarities, refugees from abroad are not a major factor, although it does serve as a transit point to Australia.

THE UNHCR ESTIMATES THAT

29%

OF REFUGEES IN INDONESIA ARE CHILDREN

PRESSURES BY DIMENSION



1

Indonesia has a unique set of challenges as a disaster-prone archipelago with a large population. As an emerging market economy, it weathered the 1997 Asian financial crisis, implemented a series of reforms, and has ultimately been successful at attracting investment and reducing poverty. There are lingering challenges related to separatism and extremism, but a strong sense of shared identity and mutual responsibility have enabled Indonesia to avoid some of the pitfalls that other countries have faced. There continue to be challenges around inequality, particularly as there is a large informal labor market and very remote areas as an archipelago with thousands of islands. But international development actors have focused on education, agriculture, infrastructure, private sector development, and disaster preparedness and relief. Overall, the strategy has been successful but there needs to be more work on capacity building at the local government level, especially regarding disaster preparedness and response.

CASE STUDY 1 INDONESIA

Indonesia is a country with strong social resilience, expressed in Bahasa Indonesia as “Gotong Royong,” or a joint bearing of burdens. It is the largest Muslim majority country, and the world’s fourth most populous with an estimated population of 264 million. It consists of an archipelago of 17,000 islands and is squarely situated in the Pacific Ring of Fire and is therefore vulnerable to natural disasters such as volcanoes, earthquakes, and tsunamis. It is ethnically and linguistically diverse (over 300 languages spoken) but most also speak the national language, called Bahasa Indonesia.

Indonesia is a lower middle-income country with a GDP per capita of about 4,000 USD per year. Major industries include the exporting of oil and gas and commodities such as rubber, coffee, and palm oil. Since the late 1990s the economy has been growing steadily at an annual rate of about 5%.

Indonesia declared independence on August 17, 1945. In 1967, Suharto deposed President Sukarno in a coup and ruled for the next thirty years until 1998, after which Indonesia went through a period of significant democratic reform, creating an enabling environment for dynamic change and economic growth.

ENVIRONMENT/NATURAL DISASTERS – RESILIENCIES

While Indonesia has demonstrated resilience across a number of dimensions, perhaps the most salient is in the area of environment/natural disasters. In 2004, a major underwater earthquake struck in the ocean off Indonesia’s northern coast, generating a tsunami that hit Aceh and killed about 200,000 people in one of the world’s deadliest natural disasters in recorded human history. Since then a range of new policies, practices, and mechanisms have been put in place that can serve as an example of how to prepare for and manage natural disasters when they occur.

In 2007, Indonesia passed a landmark legislation called “Law of the Republic of Indonesia Number 24 of 2007 Concerning Disaster Management.”⁴⁰ This law established a National Disaster Management Agency at the ministerial level in charge of coordinating the strategy and operations at the pre-disaster period, emergency response, and post-disaster period. This structure was also replicated at the subnational level to ensure linkage and synergy at every level of government. In 2008, the National Disaster Management Agency was formed, called Badan Nasional Penanggulangan Bencana (BNPB). Every five years, the BNPB coordinates with the government ministries to produce the National Disaster Management Plan,⁴¹ which outlines the zones of risk for various disasters, syncs with development plans, and stipulates budget allocations.



EM-DAT: The Emergency Events Database – Université catholique de Louvain (UCL) – CRED, www.emdat.be, Brussels, Belgium.

For the execution of response, a clustering system was established, each of the 12 clusters headed up by a different ministry, to address various aspects of the response, such as search and rescue, infrastructure, economy, early recovery, health, etc. in collaboration with the private sector, NGOs, military, communities, and other key actors.

In Indonesia, disaster risk financing and insurance strategies are also key to preparedness, as are city planning and building codes for disaster prone areas. Finally, outreach and capacity building for leadership at the local level is critical, especially considering the unique challenges around the logistics of response and evacuation on an archipelago and navigating a complex bureaucracy for resource allocation.

Technology also plays a role. For awareness and sensitization, BNPB has developed a mobile app⁴² that can be used by the public for real-time interactive mapping of risks. An early warning system generates an alert of possible tsunami in the event of seismic activity, though these systems have had mixed results. Furthermore, even when the warning is timely, evacuation is complicated on an archipelago like Indonesia.

IN 2004, A MAJOR UNDERWATER EARTHQUAKE STRUCK IN THE OCEAN OFF INDONESIA'S NORTHERN COAST, GENERATING A TSUNAMI THAT KILLED ABOUT 200,000 PEOPLE IN ONE OF THE WORLD'S DEADLIEST NATURAL DISASTERS IN RECORDED HUMAN HISTORY

THOUGH POVERTY HAS DECREASED, AS OF 2017, ABOUT 10.6% OF THE POPULATION STILL LIVED UNDER THE NATIONAL POVERTY LINE

The map above shows the relative number of fatalities by province between 2013-2017,⁴³ with Aceh experiencing earthquakes and floods and Central Java mainly experiencing floods. Notably, in 2018, there were several major disasters not captured in this data: hundreds killed by an earthquake in West Nusa Tenggara (May 2018), hundreds killed by a tsunami in Banten (December 2018), and thousands killed by a tsunami in West Sulawesi (September 2018).

Beyond the policies and mechanisms for response, another reason often cited for effectiveness is the cherished cultural value of "Gotong Royong," or a joint bearing of burdens. In a country which experiences disasters every year, including the 2004 tsunami, which was among the most devastating in the history of civilization, this collaborative spirit is irreplaceable.

Indonesia has come a very long way since the 2004 disaster in establishing systems and mechanisms for managing natural disasters, as illustrated by the Indonesian-led response to the earthquake and tsunami in 2018.

RESILIENCE	EXAMPLES
ABSORPTIVE CAPACITY	Rebounded after the 2004 tsunami which killed hundreds of thousands
ADAPTIVE CAPACITY	Embraced technology to promote the wellbeing of the most vulnerable Thought leaders promote inclusiveness and collaboration ("Gotong Royong") in the face of social pressures
TRANSFORMATIVE CAPACITY	New structures, policies, and practices after the 2004 tsunami to be more prepared and responsive to natural disasters New structures, policies, and practices after the Asian Financial Crisis, to become better positioned when the Global Financial Crisis hit a decade later New structures, policies, and practices to become more inclusive and dynamic both politically and economically

CASE STUDY 1



INDONESIA

ECONOMY/LIVELIHOODS – RESILIENCIES

Indonesia's large economy is richly diversified across agriculture, industry, and services; including mining, textile, and tourism. This diversification and regional integration with the other Association of Southeast Asian Nations (ASEAN) members increases Indonesia's resilience to economic shocks. Further, having learned key lessons from the Asian Financial Crisis in the late 1990s, Indonesia was prepared to withstand the Global Financial Crisis in 2008 due to strong external balances, foreign exchange reserves, lower government debt, and improved bank supervision (Thee 2012).⁴⁴

The rapid growth of the Indonesian economy, however, has not benefited everyone to the same degree. Though poverty has decreased, as of 2017, about 10.6% of the population still lived under the national poverty line.⁴⁵ Inequality has increased⁴⁶ and a large segment of the population is in the informal sector. About half of the population has a bank account. Though this is an improvement from five years ago, it is lower than the global average (Asian Banking and Finance 2018).⁴⁷

For individuals and microenterprises who may lack access to finance and markets and are therefore unable to grow their business, a range of policies and initiatives have been put in place. Infrastructure (road and maritime) is a priority, but in an archipelago beset with repeated natural disasters, this is a challenge. However, it is an enormous opportunity as well, given that a full 40% of the world's trade passes through the Strait of Malacca⁴⁸ between the Indonesian island of Sumatra and neighboring Malaysia, annually.

Technology solutions also play a role in empowering those in the informal sector to connect service providers with customers. For example, Indonesia's largest startup and first unicorn company, Go-Jek, facilitates a range of services, including ride sharing, grocery shopping, courier services, house cleaning, as well as financial technology. In 2017 the Bank of Indonesia recognized the company for financial inclusion and empowerment of Micro, Small, & Medium Enterprises (MSMEs) (Antara 2018).⁴⁹

Other forms of microfinance through NGOs, cooperatives, and village-based institutions also play an important role in reaching otherwise un-bankable populations, particularly in Java and Sumatra (KPMG 2015).⁵⁰

HUMAN SECURITY – RESILIENCIES

Human security is another area where Indonesia has demonstrated significant resilience despite sharing many of the same characteristics that have presented challenges in other countries, including noncontiguous geography, ethnic and religious differences, and rising inequality.

Despite these challenges, ethnic conflict and separatism have largely reduced in Indonesia since the peace negotiations between the Free Aceh Movement and the government of Indonesia in 2005. Notably, one of the factors that may have accelerated the peace agreement was the devastation of the tsunami in 2004 which led to a ceasefire so that the government could deliver aid to the disputed region, which generated a surge of goodwill necessary for resolution and reconciliation. Other latent conflicts include separatist activities on Papua, which have flared periodically.

Indonesia has taken strides to address the issue of violent extremism. Beyond law enforcement, sources of resilience in the countering of violent extremism include the important roles played by the Ministry of Religious Affairs and the Ministry of Culture and Education to promote tolerance and coexistence.⁵¹ The largest independent Islamic organization in the world is Indonesia's Nahdlatul Ulama, which promotes compassion and inclusiveness, as do other faith-based institutions in the country.

INSTITUTIONAL/INFRASTRUCTURAL – RESILIENCIES

The promotion of effectiveness and accountability of governance has been a major priority in Indonesia over the last 20 years to promote the delivery of essential services and joint decision-making by leadership. In 1999 the government was decentralized. Elections were supervised by an independent body for the first time. Also, introduced in 1999 and amended in 2001, the Anticorruption Law was promulgated. In 2002, the Corruption Eradication Commission (KPK) was established and has since been proactive in promoting accountability. These laws, policies, and mechanisms have gone a long way towards promoting legitimacy, professionalism, and inclusiveness in the government institutions. In addition, civic education and capacity building in leadership at the local level is playing a critical role.

Such policies have led to a more vibrant, dynamic, and efficient society, able to respond to the demands of the market as well as the economic and humanitarian needs of communities. It has also given constituents added confidence in the system so as to avoid extra-legal recourse in cases of dispute.

FORCED MIGRATION – RESILIENCIES

Unlike other ISDB MCs, due to Indonesia's geographic peculiarities as an archipelago and the region in which it is located, refugees from abroad are not a major factor, although it does serve as a transit point to Australia. According to the UNHCR, as of October 2018, Indonesia had small populations of refugees (13,800), mainly from Afghanistan (55%), Somalia (11%), and Iraq (6%). The UNHCR estimates that 29% of the total number of refugees in Indonesia are children.⁵²

Unlike some of the other countries highlighted in this report, Indonesia has not taken the same measures to provide job opportunities, resettlement, or integration. As a result, conditions are relatively poor. However, refugees and asylees do rely on the generosity of individuals and mosques (Sarahtika 217).⁵³



LESSONS LEARNED AND BEST PRACTICE IN INDONESIA

Understanding Resilience	<p>Indonesia has done a lot of important work developing data collection and analysis for early warning and situational awareness. This information directly informs national and sub-national strategic plans for preparedness and response to natural disasters.</p> <p>Market systems and value chains are analyzed for an understanding of constraints and linkages in key sectors.</p>
Investing in Resilience	<p>The health sector plays a central role as it cuts across all dimensions, especially in disaster response but also poverty and pandemics.</p> <p>Blended finance has played an important role in attracting commercial funds to Indonesia to enable Indonesia to reduce poverty and pursue their Sustainable Development Goals.</p> <p>More investment should be made in providing support to refugees and migrants transiting through Indonesia.</p> <p>The private sector, especially construction and transportation companies, plays an important role in the distribution of materials and supplies during disasters.</p> <p>A lot of work has been done enhancing infrastructure which is key to absorptive capacity in the event of a shock. If buildings are up to code, they will not be as damaged. If roads are strong, then the delivery of logistics and materials will be more rapid.</p> <p>In a context with a large informal sector and remote populations, much economic development work focuses on optimizing market systems and value chains, including inputs, access to finance, access to markets, and cooperatives, which enable microenterprises to compete. Innovative technology solutions, such as ride-hailing and logistics apps, and financial tech, also play a role.</p>
Programming for Resilience	<p>Humanitarian and development programs focus on partnerships, consultation, and capacity building, to ensure local ownership and effectiveness. But there is more work to be done at the local level to build the capacity of leaders and decision makers, so that they can quickly access available resources and coordinate with responders at multiple levels in the chaotic context of a disaster situation. Religious leaders and institutions play a very important role in peacebuilding and development.</p>

⁴⁰ https://www.ifrc.org/PageFiles/139604/Indonesia_DMAAct_2007.pdf

⁴¹ <https://www.bnpb.go.id/uploads/migration/pubs/445.pdf>

⁴² Inarisk.bnpb.go.id

⁴³ EM-DAT: The Emergency Events Database - Universite catholique de Louvain (UCL) - CRED

⁴⁴ <https://www.cambridge.org/core/books/indonesias-economy-since-independence/impact-of-the-global-financial-crisis-on-the-indonesian-economy-and-the-prospects-for-the-resumption-of-rapid-and-sustained-growth/E911EOA3217EDE82582106984AEC1C41>

⁴⁵ <https://www.adb.org/countries/indonesia/poverty>

⁴⁶ <http://www.worldbank.org/en/news/feature/2015/12/08/indonesia-rising-divide>

⁴⁷ <https://asianbankingandfinance.net/retail-banking/news/indonesia-makes-headway-in-curbing-its-unbanked-population>

⁴⁸ <https://www.vox.com/2016/4/25/11503152/shipping-routes-map>

⁴⁹ <https://bisnis.tempo.co/read/1153975/bos-go-jek-nadiem-makarim-masuk-50-sosok-yang-menginspirasi-dunia>

⁵⁰ <https://assets.kpmg.com/content/dam/kpmg/pdf/2016/07/id-ksa-financial-inclusion-indonesia.pdf>

⁵¹ <https://voicesofleaders.com/ebooks/2017/08/28/time-to-talk-mr-lukman-hakim-saifuddin-indonesian-minister-for-religious-affairs/>

⁵² <https://www.unhcr.org/id/en> (accessed December 28, 2018)

⁵³ <https://jakartaglobe.id/context/living-transit-stories-asylum-seekers-stranded-jakartas-sidewalks>

2



CASE STUDY 2

TURKEY



Turkey is an example of a highly resilient society that has developed absorptive and adaptive capacity over millennia of managing social, cultural, and geopolitical change.

TURKEY LIES AT THE CROSSROADS OF EUROPE AND ASIA AND REFLECTS THE RICH CULTURAL AND HISTORICAL DIVERSITY OF EACH

TURKEY IS ONE OF THE FASTEST GROWING ECONOMIES IN EUROPE AND HAS A GDP PER CAPITA OF ABOUT

10,500 USD
PER YEAR

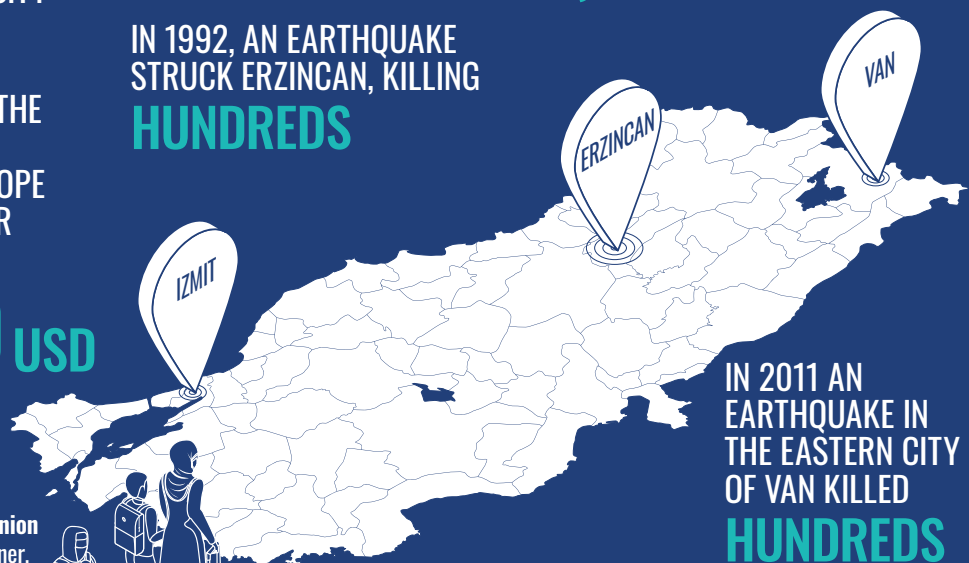
Major economic sectors include industry, service, and agriculture. The **European Union** is Turkey's main trading partner.

TURKEY IS PRONE TO **EARTHQUAKES** AND **FLOODS**

IN 1992, AN EARTHQUAKE STRUCK ERZINCAN, KILLING **HUNDREDS**

IN 1999 AN EARTHQUAKE IN IZMIT, NEAR ISTANBUL KILLED OVER

17,000 PEOPLE



AS OF 2018, AN ESTIMATED

3.5 MILLION

SYRIANS HAD CROSSED THE BORDER MAKING UP OVER

4%

OF TURKEY'S POPULATION ACCORDING TO THE GLOBAL HUMANITARIAN ASSISTANCE REPORT 2018, TURKEY WAS RECOGNIZED AS **THE MOST GENEROUS COUNTRY IN THE WORLD**

AS OF 2018, AN ESTIMATED

400,000

SYRIAN CHILDREN HAVE BEEN BORN IN TURKEY SINCE THE CONFLICT BEGAN

If they are not to become a lost generation skirting the edges of society, they must be included. One of the most important sets of tools is the education system, vocational training, and Turkish language acquisition.

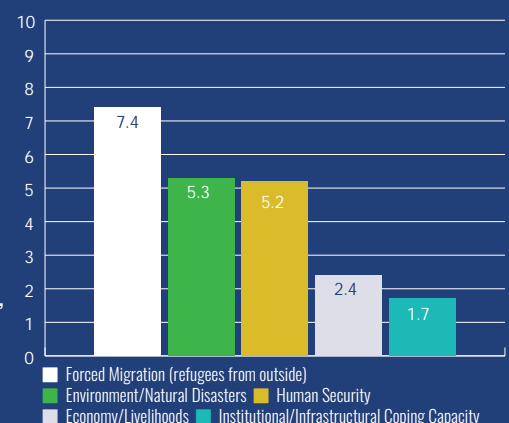
Turkey has a strong capacity in disaster preparedness as a national platform with focal points for the UN's Sendai Framework for Disaster Risk Reduction

THERE ARE

1.75 PHYSICIANS

PER 1,000 PEOPLE, WHICH FOR A COUNTRY OF 80 MILLION PEOPLE, IS QUITE IMPRESSIVE

PRESSURES BY DIMENSION



2

Turkey is a country at the crossroads of many geopolitical currents and has been a major bulwark in the wake of the Syria refugee crisis. Despite internal and external political stresses, Turkey has been able to absorb and integrate millions of refugees with relatively little adverse impact on social cohesion. As a major strategic success, Turkey focused on children and youth as a critical priority in managing the refugee crisis, as well as access to the labor market. However, it will become increasingly vital to focus on livelihoods and employment even more if this social equilibrium is to be maintained over the long term. International development actors have invested in transportation infrastructure, education, microfinance and vocational training for vulnerable groups, and disaster risk mitigation. All of these types of programs and projects are well targeted to promote economic wellbeing and should mainstream conflict sensitivity as a priority given the potential for rising social tensions over the long term.

CASE STUDY 2 TURKEY

Turkey is an example of a highly resilient society that has developed absorptive and adaptive capacity over millennia of managing social, cultural, and geopolitical change. Most recently, it has demonstrated this resilience in how Turkey has responded to the influx of over 3.5 million migrants fleeing war in neighboring Syria. According to the Global Humanitarian Assistance Report 2018, Turkey was recognized as the most generous country in the world (Turkish Red Crescent 2018).⁵⁴

The country of Turkey lies at the crossroads of Europe and Asia and reflects the rich cultural and historical diversity of each. In the 4th Century, Istanbul, then called Byzantium, was the capital of the Roman Empire under Constantine I.

Turkey is a founding member of the Organization for Economic Cooperation and Development (OECD) which was originally established to promote peace and reconstruction after WWII. It has a GDP per capita of about 10,500 USD per year. Major economic sectors include industry, service, and agriculture. The European Union (EU) is Turkey's main trading partner.

FORCED MIGRATION – RESILIENCIES

In 2011, protests in neighboring Syria were violently repressed, and quickly dissolved into a civil war between and among multiple factions fighting for different objectives and constituencies, drawing in external actors with their own sometimes-conflicting geopolitical interests and humanitarian concerns. By 2012, refugees started to flee into neighboring countries in growing numbers. In 2013, when violence escalated in the Syrian cities of Raqqa and Aleppo, the numbers of migrants moving north into Turkey began to skyrocket. As of 2018, an estimated 3.5 million Syrians had crossed the border, making up over 4% of Turkey's population. Despite this enormous social pressure, Turkey has demonstrated remarkable resilience in the ways it has managed these challenges. Compared to many other countries facing influxes of migrants, public sentiment has remained supportive, even as Turkey maintained an open door policy. The issue has not been demagogued or politicized, even as the costs have added up.

**AS OF 2018, AN ESTIMATED 3.5 MILLION SYRIANS
HAD CROSSED THE BORDER MAKING UP OVER**

4%

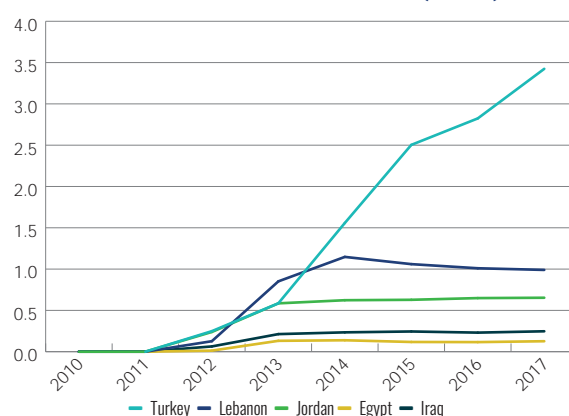
OF TURKEY'S POPULATION



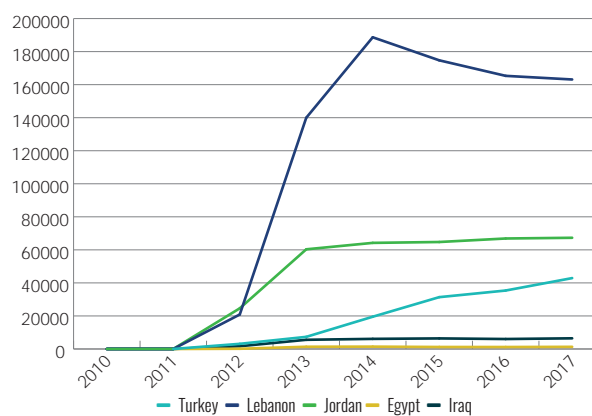
At first, the assumption was that the crisis was temporary and the migrants, officially referred to as “guests,” would soon return to their homes. As such, the approach led by the Disaster and Emergency Management Authority (AFAD), in collaboration with organizations such as the Turkish Red Crescent was initially conventional: temporary container cities and tents at the border, distribution of kits, and setting up of makeshift Arabic-language schools for children using the Syrian curricula. However, after a few years, it became evident that the displacement was likely to last for an extended period and that this short-term approach to managing the challenge was ultimately unsustainable. The future of displaced Syrian communities and individuals needed to be properly considered, not only for humanitarian reasons, but also to prevent stagnation and desperation, which could lead to criminality. Migrants also needed to be socialized and integrated into Turkish life, to promote social cohesion and reduce the potential for communal tensions and xenophobia over the long term.

The camps began to be shut down and thousands of migrants moved from the border areas to major industrial centers farther west such as Ankara, Istanbul, and Izmir to look for work. Infrastructure was built to accommodate the migrants, including urban transportation (e.g. Gaziantep), health and education. Children were integrated into Turkish public schools. Strategic communication campaigns including the voices of religious and cultural leaders helped to counter misinformation and disinformation before migration could be demagogued. Community centers were set up. Vocational training and language skills were prioritized. The IsDB has invested in building the capacity of NGOs to support migrants and refugees. The strategic approach was holistic and cut across all the other four dimensions of pressure. Turkey is deemed globally as a success story in responding to the influx of refugees. Turkey did well in integrating the Syrian refugees into the Turkish community and opened the door for them to work and establish their own companies which contributed to the country's economy.

SYRIAN REFUGEES/MIGRANTS BY COUNTRY OF ASYLUM (MILLION)



MIGRANTS/REFUGEES PER MILLION POPULATION BY COUNTRY OF ASYLUM



Source: UNHCR

RESILIENCE	EXAMPLES
ABSORPTIVE CAPACITY	Received millions of migrants from Syria over a period of 5 years Rebounded after significant natural disasters which killed thousands, the worst of which was in 1999 near Istanbul
ADAPTIVE CAPACITY	Strong and clear strategic communication to promote social cohesion in the face of large-scale migration pressures A culture of hospitality and generosity
TRANSFORMATIVE CAPACITY	New mechanisms and policies by which to incorporate millions of migrants in to Turkish society, including the public school system, community centers, the labor market, and health services Set up a new Disaster Management agency and adopted the Sendai Framework for improved disaster preparedness

CASE STUDY 2

TURKEY

ENVIRONMENT/NATURAL DISASTERS – RESILIENCIES

Turkey is prone to earthquakes and floods. In 1992, an earthquake struck Erzincan, killing hundreds. In 1999 an earthquake in Izmit, near Istanbul killed over 17,000 people. In 2011 an earthquake in the eastern city of Van killed hundreds. The Emergency Management Authority (AFAD), formed in 2009, is the lead agency dedicated to coordinating the emergency response. The IsDB, along with the World Bank, The Turkish Cooperation and Coordination Agency (TIKA) and other partners have worked on preparedness, in recognition that a natural disaster would be devastating to Istanbul if and when it eventually strikes. This includes the mapping of resource centers for more effective collaboration, improved building codes and the building of earthquake resistant schools and hospitals in Istanbul (World Bank Group 2018).⁵⁵ The IsDB has also invested in enhancing the capacity of the human workforce in the use of technology for disaster management in Turkey and across the region.

The Global Facility for Disaster Reduction and Recovery (GFDRR), a mechanism funded by the World Bank, has invested billions of dollars in supporting and response to floods and earthquakes. A Seismic Risk Mitigation Project, for instance, has improved Turkey's institutional and technical capacity, as well as infrastructural aspects such as enforcement of building codes. AFAD has managed and coordinated the response to dozens of disasters, including camps, search and rescue, as well as humanitarian response. As such, Turkey is considered to be highly effective in its management of disaster risk.

HUMAN SECURITY – RESILIENCIES

Recognizing that demographic pressures could strain communal tensions over the longer term, and that ongoing conflicts in Syria and Iraq have the potential to polarize cross-border affinity groups, Turkey is being proactive in promoting social cohesion and integration for migrants and refugees.

As of 2018, an estimated 400,000 Syrian children have been born in Turkey since the conflict began. If they are not to become a lost generation skirting the edges of society, they must be included. One of the most important sets of tools is the education system, vocational training, and Turkish language acquisition. In addition to public schools, community centers are an essential entry point, where migrants can receive health education, language skills, psychosocial support, legal advice, and referrals.

ECONOMY/LIVELIHOODS – RESILIENCIES

As an emerging market economy, Turkey is one of the fastest growing economies in Europe, although the falling Lira and rising inflation, as well as a recession in late 2018 have put stress on purchasing power. In this environment, it is especially important to manage the migration issue well so that scapegoating does not lead to conflict over the medium term. Already, there is a perception among host communities that they are being undercut in the labor market by refugees, particularly in the informal sector,⁵⁶ which could contribute to grievance if not managed well. On the other hand, it has also been reported that migrants contribute to the Turkish economy by taking jobs that are otherwise difficult to fill. Turkey has adopted an approach intended to mitigate the economic strain and to promote the livelihoods of both migrants and local Turkish communities. One way that Turkey promotes social cohesion in the workplace is to put a quota on the hiring of migrant workers for each company at a maximum of 10%.

To assist the migrants in a way that empowers and dignifies the beneficiaries, in cases where an analysis shows a functioning market, Turkey has adopted a cash-based approach rather than delivering prepackaged kits of food and supplies. The benefits of this approach are threefold. First, it gives the migrants the ability to choose how they spend the money, as they know best what they want and need. Second, it reduces the scale of pipeline and logistics in the emergency response, allowing for more people to be reached more efficiently. And third, this approach not only benefits the migrants themselves, but also the local markets where they live. Migrants and host communities both benefit financially and are linked through the interaction of trade. Cash assistance is also given to migrants who enroll their children in the public-school system⁵⁷ which can encourage integration into the local communities and increase their earning potential longer term.

The IsDB and other donor partners such as GIZ have invested in vocational training (GIZ 2016)⁵⁸ for both Syrian migrants and Turkish citizens. The IsDB is also providing microfinance so that refugees can start and grow their businesses. On a larger scale, the IsDB is working to improve the financial inclusion of un-bankable people through Islamic finance and loans to banks to support identified sectors with identified development impact. In this regard, programs that optimize the entire value chain around key sectors is an effective approach, especially for the most vulnerable.



INSTITUTIONAL/INFRASTRUCTURAL – RESILIENCIES

Notwithstanding some challenges and controversies, according to the Worldwide Governance Indicators, Turkey is estimated to be among the top 10 in Government Effectiveness (public services and policy formulation) and Regulatory Quality⁵⁹ of IsDB MCs. According to the Index for Risk Management,⁶⁰ Turkey has a strong capacity in disaster preparedness as a national platform with focal points for the UN's Sendai Framework for Disaster Risk Reduction (United Nations 2015).⁶¹ There are 1.75 physicians per 1000 people,⁶² which for a country of 80 million people, is quite impressive. The IsDB leverages on this strong capacity to promote health services around the wider region, including programs focused on pediatrics, polio eradication, and the fight against avoidable blindness.

LESSONS LEARNED AND BEST PRACTICE IN TURKEY

Understanding Resilience

Turkey has done exceptionally well in developing its National Disaster Response Plan (TAMP) which is stepped down to the provincial level in a highly integrated and coordinated structure. This includes cases of "mass influx" which has been salient during the Syria crisis. Donor partners should key into this plan so as to ensure synergy and effectiveness.

Having recognized early that the Syria crisis was more severe and protracted than its initial approach could handle, Turkish leadership had the political capital necessary to make strategic shifts in their approach to integration of those who had been forcibly displaced. This accounted in large part to their success in managing the challenge. This new strategy included integration in the education system as well as employment policies meant to help both Syrians and Turkish workers. Education was considered critical, not only for income potential, but also psychosocial rehabilitation for those who have been traumatized, and social cohesion with host communities.

Investing in Resilience

Large, rapid investments in infrastructure and services such as health and education, enabled Turkey to manage the huge influx of displaced people. Turkey had strong capacity in the health and education sectors previously, but the added case load still required significant investment.

Having integrated Syrians into the public education system and the workforce, there was a need for more investment in schools, as well as vocational training and access to finance for microenterprises.

An array of community centers were set up in areas populated by Syrians, to assist with referrals, language acquisition, and social support.

Large investments in disaster resistant infrastructure, especially in Istanbul is positioning Turkey to be more prepared when the next earthquake strikes.

Programming for Resilience

More needs to be done for capacity building of local NGOs in order to enhance their effectiveness and professionalism. This will also help them to be better positioned to apply for grants and manage programs.

⁵⁴ <https://www.kizilay.org.tr/Haber/KurumsalHaberDetay/4284>

⁵⁵ https://reliefweb.int/sites/reliefweb.int/files/resources/ppar_turkeyseismic.pdf

⁵⁶ Navruz, Mucahit and Mehmet Akif Cukurcayir. 2015. Factors Affecting Changes in Perceptions of Turkish People Toward Syrian Refugees. *International Journal of Social Sciences* IV(4).

⁵⁷ <https://www.unhcr.org/5a280f297.pdf>

⁵⁸ <https://www.giz.de/en/worldwide/40559.html>

⁵⁹ <http://info.worldbank.org/governance/WGI/#home>

⁶⁰ <http://www.inform-index.org/>

⁶¹ <https://www.unisdr.org/we/inform/publications/43291>

⁶² <https://data.worldbank.org/indicator/SH.MED.PHYS.ZS?locations=TR>

3



CASE STUDY 3

SYRIA



Despite many political, security, and economic challenges, Syrians have coped through strong family ties, agricultural capacities and local market systems.

SYRIA IS A LOWER MIDDLE-INCOME COUNTRY WITH A POPULATION OF ABOUT

18.3 MILLION

BETWEEN 2011 AND 2017, DESPITE SEVERAL INTERNATIONAL ATTEMPTS TO RESOLVE THE SYRIAN CONFLICT, OVER

300,000 PEOPLE

WERE KILLED, AND **ALMOST HALF** THE POPULATION DISPLACED

It is unlikely that all or even most refugees will return to Syria from Turkey, Jordan, Lebanon, Iraq, and elsewhere.

Women, who have gained more prominence in Syrian life since the conflict began, remain economically vulnerable, but present enormous human capital that will be necessary for the rebuilding of the country as income generators and decision-makers. As such, they need to be mainstreamed into the programming as both partners and beneficiaries.

PROGRAMS SUCH AS **SAFE SPACES** AND **CHILD FRIENDLY SPACES**

HAVE BEEN SET UP TO PROTECT WOMEN AND CHILDREN FROM ABUSE AND TO PROVIDE LIFE SKILLS AND PSYCHOLOGICAL SUPPORT

BRIDGES

The IsDB has done significant work promoting economic empowerment, job creation, and education for refugees and IDPs. Also, UNICEF has provided vocational skills training to youth in Syria through a program called Building and Reinforcing Integration through the Development of Guidance, Employment, and Skills (BRIDGES).

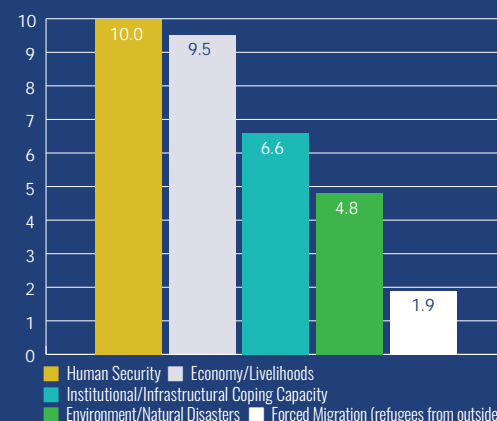
Leveraging and supporting the agriculture sector through agriculture inputs, technical support to cooperatives and association, and the rehabilitation of irrigation systems, is a key entry point for the promotion of resilience.

FROM

2006-2010

SYRIA EXPERIENCED ITS WORST DROUGHT IN HUNDREDS OF YEARS, WHICH DROVE PEOPLE OUT OF THE FARMING SECTOR AND INTO THE URBAN CENTRES.

PRESSURES BY DIMENSION



3

The crisis in Syria has been a destabilizing influence in the entire region, which has kicked off a global discussion about how the international community should approach issues of fragility and resilience. Given the limitations and constraints on what can be done in civil war with shifting lines and many factions and players, lessons include the need to be both hyper-local in program design and implementation, (whether they be focused on protection, livelihoods, or humanitarian response) and to take a regional approach to the impacts of refugees and international markets. Also, as in most of the other country case studies, the issue of water and irrigation is a major priority area for resilience.

CASE STUDY 3 SYRIA

**SYRIA IS A LOWER MIDDLE-INCOME
COUNTRY WITH A POPULATION OF ABOUT**

18.3

MILLION PEOPLE

Recent conflict in Syria belies theories which correlate civil war with poverty and a history of violence. Syria is a lower middle-income country with a population of about 18.3 million people. According to the Uppsala Conflict Data Program, there was no nonstate or state-based violent conflict in Syria from 1989 to 2010. However, during the run-up to the Syrian Civil War, there was a major drought which devastated the wheat harvest, drove rural-urban migration (Aguirre 2015),⁶³ and may have contributed to the tinderbox (Fountain 2015)⁶⁴ which exploded in 2011 when contagion from the revolutions in Tunisia (December 2010), Egypt, Yemen (January 2011), and Libya (February 2011), triggered protests and quickly escalated into war.

There were several international attempts to resolve the Syrian conflict. In 2011, the Arab League sent monitors and developed a peace plan (Sly 2011),⁶⁵ but the mission was suspended in 2012. Also, in 2012 the UN Special Envoy brokered a peace plan, which never took hold. Between 2011 and 2017, over 300,000 people were killed, and almost half the population displaced.

Despite this crisis, there are pockets of community resilience, particularly in the agricultural sector. Prior to the conflict, agriculture generated a fifth of the overall GDP and a large percentage of employment. Despite the conflict's disruption to the market and the damaged infrastructure, farmers have skills and expertise that can be leveraged. The international development and humanitarian aid organization, Global Communities, produced a report in 2018 outlining how these capacities can be built upon to link the immediate humanitarian imperatives with longer term development needs (Middleton 2018).⁶⁶ Response, they argue should be less about the exclusive distribution of food baskets and more about the distribution of agriculture kits so that people can use their skills to support their livelihoods. These interventions can include seeds, rehabilitation of irrigation canals, and capacity building for farmers' unions. Viewed in this way, resilience is not so much about rebuilding a structure, but rather the catalyzing of a system where value chains can be optimized even as the protracted humanitarian emergency remains unresolved.



Perhaps even more than in the other case studies, the experience in Syria highlights the criticality of very well-designed interventions that are not only technically sound, but also highly contextualized to the local variations and rapidly changing dynamics and needs. As one respondent put it, a “cut-and-paste” approach will not work in a crisis like Syria. Interventions require a deep contextual analysis (much deeper than the scope of this report allows for), and flexible, innovative programming that works with local stakeholders and cuts across multiple dimensions simultaneously.

HUMAN SECURITY – RESILIENCIES

The most pressing vulnerability in Syria since the start of the civil war is in the area of human security, with a shifting mosaic of armed groups and political structures including groups affiliated with government, opposition, the Islamic State in Syria and Iraq (ISIS/Daesh), and the Rojava in the North. As the conflict escalated, external actors were drawn in with various geopolitical and humanitarian priorities and concerns. Internal and external actors at times negotiated corridors and buffer zones to protect civilians. But still, according to the Uppsala Conflict Data Program, well over 300,000 people have died since 2011. According to UNHCR in that same period, about one third of the entire population fled the country, mostly into Turkey, Lebanon, Jordan, Egypt, and Iraq; and another third were internally displaced.

In this highly sensitive environment, issues of civilian protection are often focused at the local level through community dialogues for improved social cohesion, local agreements over contested areas, and platforms for protection such as community centers, capacity building, and safe spaces.

In the wake of enormous demographic upheaval, women have taken on more prominent roles and responsibilities in society but have also been exposed to greater levels of Sexual and Gender-Based Violence (SGBV) such as assault, domestic violence, and child marriage. Conflict has also set a generation of children and youth adrift through displacement as well as the abandonment of babies of unknown fathers.

Organizations like UNDP, Global Communities,⁶⁷ the United Nations Population Fund (UNFPA) (UNFPA 2018),⁶⁸ and World Vision⁶⁹ have been working to protect women and children in a variety of ways, including through programs such as “Safe Spaces” for women, and “Child Friendly Spaces” for children, to protect people from abuse and to provide life skills and psychosocial support. IsDB has also done significant work in this area, specifically in regard to schools and medical services for those affected by the war. Education is important, not only for livelihoods and the potential for income generation, but also provides psychosocial dividends to those who have been traumatized.

The Jan-June 2018 Humanitarian Response Plan Monitoring Report (UNOCHA 2018)⁷⁰ also highlighted the issue of attacks on schools and hospitals. An innovative response by the Syrian American Medical Society (SAMS) to this challenge was the shifting of medical services to basements and caves when hospitals were being targeted by air strikes.

Beyond these programs, specifically focused on civilian protection, there is also the need more generally for conflict-sensitive programming in all areas of response. This requires a granular understanding of the stakeholders and shifting power dynamics at the local level to ensure that projects are promoting social cohesion and doing no harm in the short and long term.

ECONOMY/LIVELIHOODS – RESILIENCIES

Agriculture is a primary source of livelihoods for the Syrian population and as the government was the main buyer of agricultural products, when conflict broke out and budget priorities changed, people's incomes were severely impacted. This, coming on the tail end of the worst drought in hundreds of years, a reduction in food and fuel subsidies, a pattern of rural/urban migration, and combined with the destruction of infrastructure due to violence, and the displacement of farmers from their land, over a third of the population was rendered food insecure.⁷¹

However, farmers have knowledge, expertise, and skills that can be leveraged to promote resilience, even in the context of this protracted crisis. This is the approach taken by development agencies, which deliver not only humanitarian relief, but also promote the ability of communities to sustain themselves beyond their next meal.

RESILIENCE	EXAMPLES
ABSORPTIVE CAPACITY	Agriculture skills, expertise, and knowledge
ADAPTIVE CAPACITY	Programs and innovations such as Safe Spaces for women and girls
TRANSFORMATIVE CAPACITY	Community-based platforms to assist with the distribution of aid and services

CASE STUDY 3



SYRIA

Leveraging and supporting the agriculture sector through agriculture inputs, technical support to cooperatives and association, and the rehabilitation of irrigation systems, are key entry points for the promotion of resilience. These types of programs, when designed and targeted properly, can also prevent recruitment into groups like ISIS, which have been reported to explicitly target farmers most adversely affected by water scarcity in their recruitment efforts in the region (Schwartzstein 2017).⁷²

The IsDB has done significant work promoting economic empowerment, job creation, and education for refugees and IDPs. Also, UNICEF has provided vocational skills training to youth in Syria through a program called Building and Reinforcing Integration through the Development of Guidance, Employment, and Skills (BRIDGES).

These interventions, however, must be contextualized to ensure that they achieve the desired outcome, otherwise training becomes an end in itself; participants sell their tool kits and move on to the next training instead of entering the workforce. A deep study of the local market is a prerequisite, as well as a recognition that the dynamics may change rapidly in an evolving crisis like that of Syria. If the public sector is not a viable employer in a particular place or time, then the private sector needs to be engaged. Skills must be demand driven. And the training must also be delivered by an organization with the technical background and local knowledge necessary to be successful. The IsDB has had success in implementing this best practice in Syria.

FROM
2006-2010
SYRIA EXPERIENCED ITS WORST
DROUGHT IN HUNDREDS OF YEARS,
WHICH DROVE PEOPLE OUT OF THE
FARMING SECTOR AND INTO THE
URBAN CENTERS.

INSTITUTIONAL/INFRASTRUCTURAL – RESILIENCIES

Constitutional matters of governance have been contentious in Syria at least since the Damascus Spring of 2000, when civil society groups advocated for reform. After some reforms were introduced then curtailed, demand for reform was renewed in 2011. However, as protests became more maximalist in their demands and the government cracked down, violence escalated rapidly, breaking down platforms and mechanisms for information sharing and joint decision making as well as infrastructure for service delivery. Local councils emerged to fill some of these gaps particularly for the distribution of aid and services (IWPR 2014),⁷³ though in a context of civil war, these structures can be contentious. As the government has regained control of territory, these alternative governance structures have become less salient in some cases. Still, as the Overseas Development Institute (ODI) has reported, local councils, diaspora groups, community-based organizations (CBOs) and civil society organizations (CSOs), the private sector, and faith-based organizations all play key roles in the negotiation and facilitation of humanitarian access (Svoboda 2017).⁷⁴ For programs to be successful, a clear mapping of the relevant networks and platforms must be done and relationships and partnerships established.

A breakdown in governance has also resulted in uneven regulation and a degraded institutional foundation for the agriculture sector. In the absence of these structures, the Syria Independent Monitoring (SIM) team argues that the creation of farmers' cooperatives can be a platform to help optimize bargaining power and improve livelihoods (IMT 2018).⁷⁵

ENVIRONMENT/NATURAL DISASTERS – RESILIENCIES

Syria is not especially disaster prone. However, from 2006-2010 Syria experienced its worst drought in hundreds of years, which drove people out of the farming sector and into the urban centers. Many scholars argue that water scarcity may have been a contributing factor to the outbreak of protest and civil war. Others have pointed out that farmers most adversely affected by water scarcity have been susceptible to recruitment by ISIS. Now, one effort being undertaken by the Food and Agriculture Organization (FAO) is to restore access to precious water resources through irrigation (FAO 2017)⁷⁶ and enhance local drought early-warning capacities for better planning by farmers.

FORCED MIGRATION – RESILIENCIES

Most refugees in Syria fled from Iraq between 2005-2007 after the U.S. invasion. The number of Iraqi refugees in Syria peaked during the U.S. 2007 “surge” at about 1,500,000 before reducing to 16,325 by 2017. As of 2018 there are very few refugees within Syria who have fled natural or human-made disasters abroad. However, about two thirds of Syria's own population are either displaced internally or have left for neighboring countries and Europe.

At later stages in the crisis cycle, the return and reintegration of refugees and IDPs presents a new set of challenges and opportunities across all five dimensions, among them issues of land tenure, reconciliation, and livelihoods. All of these have particular implications for women, including female-headed households. Women, who have gained more prominence in Syrian life since the conflict began, remain economically vulnerable, but present enormous human capital that will be necessary for the rebuilding of the country as income generators and decision-makers. As such, they need to be mainstreamed into the programming as both partners and beneficiaries.

It is unlikely that all or even most refugees will return to Syria from Turkey, Jordan, Lebanon, Iraq, and elsewhere. After the crisis is over, the demography will be completely

different than it was before the war, and Syria will have to rebuild as a new country and in some ways, a new nation. This longer-term challenge is one that should be considered in dialogue, negotiation, and planning.

Further, the large numbers of IDPs in Syria, will also need to be reintegrated into society, which poses a major challenge to the country. This will require the rebuilding of infrastructure, as well as reconciliation efforts, and revitalizing the economy. Capacity building for national NGOs will be critical for local ownership of this process.



LESSONS LEARNED AND BEST PRACTICE IN SYRIA

Understanding Resilience	<p>UNOCHA plays an important role in coordinating the Strategic Response Plan from three regional hubs (Turkey, Jordan, and Lebanon) and produces periodic monitoring reports which outline the success and challenges regarding issues such as protection, camp management, livelihoods, education, food security, health, etc.</p> <p>The scale and scope of the Syria crisis has generated new thinking around the issue of resilience across the region and among practitioners and decision makers within the humanitarian and development fields.</p>
Investing in Resilience	<p>Due to the protracted nature of the humanitarian crisis, development agencies were very innovative at focusing on resilience programming such as capacity building, livelihoods, education, rehabilitation of irrigation systems, and value chains, even in the midst of the emergency.</p>
Programming for Resilience	<p>When a crisis is as severe and dynamic as the Syria crisis, projects are often structured as pilots which are then scaled and replicated if they are successful.</p> <p>Given constantly shifting lines and variation from one area to another, it was essential for humanitarian and development actors to partner with key local stakeholders to ensure that the projects were highly contextualized and effective.</p>

⁶³ <https://www.climatecenter.pitt.edu/news/drought-syria>

⁶⁴ <https://www.nytimes.com/2015/03/03/science/earth/study-links-syria-conflict-to-drought-caused-by-climate-change.html>

⁶⁵ https://www.washingtonpost.com/world/middle-east/arab-league-announces-peace-plan-for-syria/2011/11/02/gIQA8Bm6fM_story.html?utm_term=.4210f10d879f

⁶⁶ <https://www.globalcommunities.org/publications/syria-publication-2018-web.pdf>

⁶⁷ <https://www.globalcommunities.org/syria>

⁶⁸ <https://syria.unfpa.org/en/news/women-and-girls-syria-build-resilience-through-safe-spaces>

⁶⁹ <https://www.worldvision.com.au/global-issues/world-emergencies/syrian-refugee-crisis/child-friendly-spaces>

⁷⁰ https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/2018_syria_mid_year_pmr_full.pdf

⁷¹ <http://www1.wfp.org/countries/syrian-arab-republic>

⁷² <https://news.nationalgeographic.com/2017/11/climate-change-drought-drove-isis-terrorist-recruiting-iraq/>

⁷³ https://iwpr.net/sites/default/files/download/publication/iwpr_syria_local_councils_report_web.pdf

⁷⁴ <https://www.odi.org/sites/odi.org.uk/files/resource-documents/11675.pdf>

⁷⁵ https://assets.publishing.service.gov.uk/media/5a65ef1fe5274a0a37ef2f15/Research_Report_-_Understanding_Market_Drivers_in_Syria_January_2018.pdf

⁷⁶ <http://www.fao.org/emergencies/fao-in-action/stories/stories-detail/en/c/1072558/>

4



CASE STUDY 4

NIGERIA

Nigeria has a thriving civil society and enormous social capital at the community, local, state, and national levels who have demonstrated resilience to adapt and transform society in the face of human security and economic pressures.

NIGERIA IS THE MOST POPULOUS COUNTRY ON THE AFRICAN CONTINENT WITH AN ESTIMATED POPULATION OF

192 MILLION

THE COUNTRY IS ALMOST FOUR TIMES THE SIZE OF GREAT BRITAIN WITH A LAND AREA OF ABOUT

923,768 SQUARE KM

NIGERIA IS ONE OF AFRICA'S MOST DIVERSE COUNTRIES, WITH AN ESTIMATED

250

ETHNO-LINGUISTIC GROUPS

THE NIGERIAN ECONOMY IS ONE OF THE BIGGEST AND STRONGEST IN SUB-SAHARAN AFRICA, WITH AN AVERAGE GROWTH RATE OF

5-6%

BETWEEN 2000 AND 2011, OVERTAKING SOUTH AFRICA TO BECOME AFRICA'S LARGEST ECONOMY

The oil and gas industry, as of 2011, accounted for 85% of the government revenue stream and around half of Nigeria's GDP.

AS MANY AS

2 MILLION

PEOPLE WERE DISPLACED WITHIN NIGERIA DUE TO THE BOKO HARAM INSURGENCY, AS WELL AS FARMER/HERDER CONFLICTS AND FLOODING

The ongoing conflict with the Islamic State West Africa Province (ISWAP), or "Boko Haram" as it is more commonly known, in the north and north east of the country, has been a continual source of instability since 2009.

IN 2015, BOKO HARAM SEIZED CONTROL OF OVER 17 LOCAL GOVERNMENT AREAS ACROSS THREE STATES AND WERE RESPONSIBLE FOR AN ESTIMATED

6,000

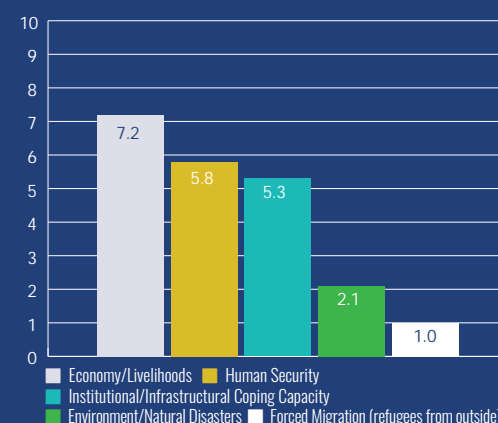
CIVILIAN FATALITIES

Although not considered to be among the most disaster prone IsDB MCs, Nigeria does suffer from desertification and seasonal flooding. In certain areas, particularly where infrastructure is weak due to conflict or neglect, seasonal flooding can greatly hamper mobility and access to markets, contributing to cycles of poverty and unrest.

IN 2018

THE FEDERAL GOVERNMENT ANNOUNCED A "NATIONAL LIVESTOCK TRANSFORMATION PLAN" TO SHIFT TO A RANCHING MODEL

PRESSURES BY DIMENSION



4

Nigeria is a large country with national and subnational challenges, many of which relate to competition over land and resources, including farmer-herder conflict, militancy in the Niger Delta, and insurgency in the Northeast. Despite these, Nigeria has evolved a set of highly innovative approaches to managing diversity. As a way of overcoming gaps in capacity among different public, private, and traditional institutions, Nigerians have built a series of multi-stakeholder platforms at the community level, such as Community Development Committees, School-Based Management Committees, and Peace Committees, which in many cases are able to address complex development imperatives, such as education, jobs, and dispute resolution. International development actors are focused on agriculture, education, and health. In the implementation of those programs they should work with and through these platforms, rather than try to work around them or recreate them.

CASE STUDY 4 NIGERIA

Nigeria is the most populous country on the African continent, with an estimated population of 192 million people, according to a 2017 estimate by the United Nations Department of Economic and Social Affairs/Population Division (DESA/PD).⁷⁷ With a land area of about 923,768 square km, the country is almost four times the size of Great Britain and slightly more than twice the size of the American state of California. Nigeria is also one of Africa's most diverse countries, with an estimated 250 ethno-linguistic groups, and significant Igbo, Hausa, Fulani and Yoruba populations (Rustad 2008).⁷⁸

Nigeria achieved independence from Britain in 1960 and the First Republic was established in 1963 under Dr. Nnamdi Azikiwe.⁷⁹ It has become a major powerhouse in West Africa, although since independence there have been periodic spikes of conflict over resources and state control (ICG 2010).⁸⁰ Compounding social and economic pressures have contributed to various ethnic and sectarian tensions with greater and lesser degrees of lethality.

Under the Fourth Republic, a system of power-sharing developed within the dominant political party at the time, the People's Democratic Party (PDP) to mitigate regional and sectarian tensions between the North and the South (Campbell 2011).⁸¹ Since then, power rotation has been integral at the national and subnational levels. Even at the local level, sometimes an agreement to rotate power between ethnic groups has been a critical tool in resolving group-based conflict, such as Delta State's Warri Crisis in 2003 (Blyth 2015).⁸² As long as parties and voters agree to the terms of any such tacit or explicit agreement, this can be a useful approach to ensuring representative governance. But when there are demographic shifts or unforeseen political developments, expectations can be dashed, leading to confusion and grievance, as occurred in the post-election violence of 2011, when hundreds were killed in Kaduna State (Campbell 2011).⁸³

This type of power-sharing innovation illustrates a fundamental source of resilience: the social entrepreneurship of the Nigerian people. Other examples include community structures which mobilized to provide education for internally displaced people and civilian-led conflict early warning and peacebuilding networks where civil society and community groups proactively engage with warring factions to manage conflict and deescalate tensions before the deployment of security forces is required as a last resort.



ECONOMY/LIVELIHOODS – RESILIENCIES

The Nigerian economy is one of the biggest and strongest in sub-Saharan Africa, growing quickly during the first decade of the 21st century, with an average GDP growth rate of 5-6% between 2000 and 2011, overtaking South Africa to become Africa's largest economy (Alemu 2015).⁸⁴ In 2014, however, a decline in global oil prices and insecurity in the northeast and south of the country contributed to a series of economic shocks and the country fell into a recession.⁸⁵ In 2016 the country reported a GDP growth rate of negative (-)1.54%.⁸⁶

The oil and gas industry, as of 2011, accounted for 85% of the government revenue stream and around half of Nigeria's GDP (Gboyega 2011).⁸⁷ This heavy reliance on oil and gas as the dominant sector (ICG 2010)⁸⁸ has come at the expense of agriculture, which had previously been the main source of livelihoods, particularly in the rural areas (Omeje 2007).⁸⁹ Unemployment, inequality, and import liberalization that provided little protection for local industries (ICG 2010)⁹⁰ all contributed to grievances which have fueled militant groups in the Niger Delta.

THE NIGERIAN ECONOMY IS ONE OF THE BIGGEST AND STRONGEST IN SUB-SAHARAN AFRICA, WITH AN AVERAGE GROWTH RATE OF

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BETWEEN 2000 AND 2011, OVERTAKING SOUTH AFRICA TO BECOME AFRICA'S LARGEST ECONOMY

To promote resilience, developing value chains in the agriculture sector is key. For example, organizations such as the Foundation for Partnership Initiatives in the Niger Delta (PIND)⁹¹ have worked to promote the aquaculture, cassava, and palm oil value chains through cooperatives, capacity building, market linkages, and appropriate technology solutions to maximize income generation for MSMEs.

Religious institutions play a key role in the social safety net for the most vulnerable. The Middle Belt, for instance, is very fertile and good for cattle and the cultivation of yams and other agricultural products. However, farmer/herder conflicts have gotten progressively worse in recent years, due to climate change and migration patterns, leading to the displacement of villagers into the larger cities, such as Lafia, in Nasarawa State. To meet the needs of the IDPs, the Catholic Diocese has distributed clothing, rice, and other grains. Priests have solicited from philanthropists in order to buy soap and other basic necessities. Meanwhile the traditional rulers, government, and NGOs have set up platforms to resolve conflict so that people can ultimately return to their farms.

Aside from those displaced by farmer/herder conflicts, there are also those who were displaced due to the Boko Haram insurgency in the north east and fled to the Middle Belt states. Typically, in Nigeria, there is a pattern of conflict between "indigenes" and "settlers". However, there is a remarkable example of a community mobilizing very creatively to meet the needs of Fulani, Kanuri, and other IDPs who fled to Nasarawa, working through the vehicle of the government sanctioned School-Based Management Committees (SBMC)

RESILIENCE	EXAMPLES
ABSORPTIVE CAPACITY	Federal character, National Emergency Management Agency, Robust Civil Society
ADAPTIVE CAPACITY	Community-based platforms and Civil Society-led conflict early warning and response systems
TRANSFORMATIVE CAPACITY	Power-sharing innovations and the transition to good governance

CASE STUDY 4

NIGERIA

SBMCs were originally set up to fill the gap when the primary school system could not be adequately funded by the government due to lack of resources. The SBMCs are a mechanism for the communities themselves to mobilize resources, provide stipends to teachers and volunteers to run the schools. It is overseen by the traditional ruler and managed by an elected executive committee representative of the key stakeholder groups in the community. SBMCs have also done important work to help address the education needs of IDPs (see section on Forced migration below).

HUMAN SECURITY – RESILIENCIES

Over the past two decades, Nigeria has faced human security challenges in three key areas: insurgency by Boko Haram in the north east, intercommunal conflicts in the North Central and Middle Belt regions, and rising militancy and criminality in the Niger Delta. These issues are exacerbated by environmental degradation, resource scarcity and population pressures.

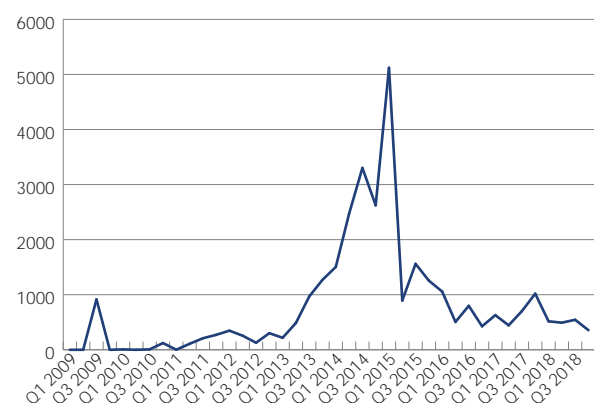
The ongoing conflict with the Islamic State West Africa Province (ISWAP), or “Boko Haram” as it is more commonly known, in the north and north east of the country, has been a continual source of instability since 2009, and has had multiple, compounding, cross-border and regional dimensions. For example, in the beginning of 2015, Boko Haram seized control of over 17 local government areas (LGAs) across three states and were responsible for an estimated 6,000 civilian fatalities alone in 270 attacks in the north east of Nigeria. In the following years, despite having been routed from key areas and significantly downgraded in their capacities, Boko Haram continued to attack Nigerian security forces, military installments, the community-based Civilian Joint Task Forces (CJTF), and civilians, using improvised explosives devices (IEDs) and other weaponry. There had also been

a spate of suicide bomber attacks, including the use of women and girls recruited to attack public spaces such as markets, transportation depots, mosques, and IDPs camps (Taft 2016).⁹²

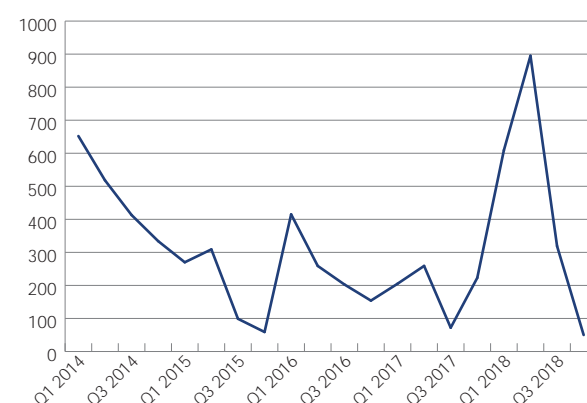
Other concerns include insecurity related to transhumance and farmer/herder conflicts in the Middle Belt region, particularly in the states of Plateau, Benue, Nasarawa, and Taraba, but increasingly as far south as the Niger Delta states as well. This issue has led to anti-open grazing laws which have been very contentious among pastoralist communities (Toromade 2018).⁹³ Some promising approaches to this issue have been implemented in the Niger Delta, such as joint patrols by farming and herding community to ensure cattle remain in the transhumance corridors and, if there are incidents of trespassing, that the matter is resolved peacefully. In the Middle Belt, the use of peace committees, involving both farmers and herders has been instrumental in resolving disputes. More strategically, however, in 2018, the federal government announced a comprehensive “National Livestock Transformation Plan” that would address the problem nationally through a shift to a ranching model, as well as a rebuilding of trust between communities, the provision of humanitarian relief, and the promotion of education and awareness on the issue (Okogba 2018).⁹⁴ This approach, however, is still controversial due to questions of eminent domain, as well as whether nomadic pastoralists would be amenable to a more sedentary lifestyle. Other, more incremental approaches have been suggested, including the implementation of designated grazing reserves in states like Nasarawa.

In the meantime, legislation such as the anti-open grazing laws in Benue, have complicated matters by diverting herds into areas previously not used as cattle routes and exacerbating conflict between farmers and pastoralists.

BOKO HARAM/ISWAP – QUARTERLY FATALITIES



TRANSHUMANCE – FARMER/HERDER FATALITIES



Source: PIND Peace Map (p4p-nigerdelta.org)



Communities have mobilized to manage conflict as it emerges, through peace committees made up of Fulani leaders (Ardos) and the traditional leadership of the farming communities. NGOs such as Pastoral Resolve (PARE) and Mercy Corps provide technical support to these structures. If a cow is alleged to have damaged the crops of a farmer, or if a cow is killed by a farmer, the matter is brought to the peace committee which agrees on the appropriate compensation. The issue is only referred to law enforcement in cases where the peace committee cannot resolve the issue.

In some cases, economic interdependence builds social cohesion, such as the leasing of cattle to farmers or the selling of milk to community members. These ties can form the basis of intercommunal linkages which are then deepened through shared social/cultural events such as weddings, funerals, and other ceremonies, festivals, and celebrations.

In the Niger Delta, there persist elevated levels of insecurity, including “cult” violence, armed robbery, oil bunkering, street crime, and drug trafficking. Ostensibly in protest at economic injustice, militant groups such as the Movement for the Emancipation of the Niger Delta (MEND) in the 2000s, and more recently the Niger Delta Avengers (NDA) have targeted the oil and gas industry, including pipelines, facilities, and personnel. To address these challenges, the government has implemented a combination of security offensives and amnesty initiatives, including jobs training and stipends for repentant militants, as well as security contracts for militant leaders to protect the oil pipelines and facilities. Other issues in the Niger Delta include communal clashes over boundary demarcations and political representation in elected or appointment positions.

Sources of resilience, however, include the emergence of coalitions such as the Partners for Peace in the Niger Delta Network (P4P), with thousands of members across the region in nine state chapters, each with its own rapid response unit for early warning and response.⁹⁵

A similar civil society-led initiative in the north is the Bauchi Human Rights Network. The West Africa Network for Peacebuilding Nigeria (WANEP Nigeria)⁹⁶ partners closely with the Economic Community of West African States (ECOWAS)⁹⁷ for early warning and peacebuilding in the country. These early warning and response systems work closely with traditional rulers, security agents, civil society, and development actors for effective prevention and resolution of conflict. Platforms for collaboration and information sharing across all these early warning and response systems amplify impact and make a significant contribution to the wellbeing and security of Nigerians, despite the risks and vulnerabilities described above.

INSTITUTIONAL/INFRASTRUCTURAL - RESILIENCIES

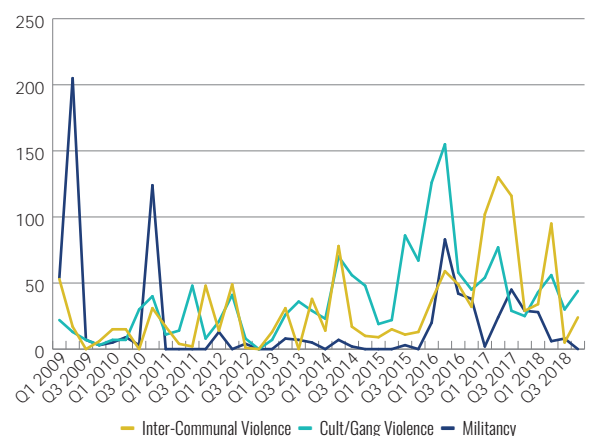
Nigeria has robust platforms for debate and joint decision-making, from the local level, all the way up to the national parliament and the Presidential cabinet.

Given the uneven presence and capacity of government at the local level in some parts of the country, community-based platforms have developed which are often sanctioned and amplified by government ministries. The Ministry of Information plays a very important role in leveraging these community-based platforms for orientation, mobilization, and sensitization on government policies and programs, as well as to collaborate with communities and NGOs to address pressing social needs. These community-based platforms include CDCs in the Niger Delta, who engage industry actors such as oil companies to negotiate for jobs and other development objectives. Other community-based platforms include the peace committees in the Middle Belt and the SBMCs described above. This model of community-based platforms for joint decision making is variously expressed all over the country, according to the unique configuration of key stakeholder groups and the needs in each context.

In this regard, traditional rulers also play an important role in representing the interests of their constituents and in mediation/arbitration where there are disputes. Civil society has vital convening power to bring public sector, private sector, and traditional leadership together for the advancement of the public good. A thriving private sector is critical for creating jobs for young people.

More generally and enshrined in the constitution is the objective to ensure ethnic representation at all levels of government.

NIGER DELTA – QUARTERLY FATALITIES



Source: PIND Peace Map (p4p-nigerdelta.org)

CASE STUDY 4

NIGERIA

The composition of the Government of the Federation or any of its agencies and the conduct of its affairs shall be carried out in such a manner as to reflect the federal character of Nigeria and the need to promote national unity, and also to command national loyalty, thereby ensuring that there shall be no predominance of persons from a few state or from a few ethnic or other sectional groups in that government or in any of its agencies. (Constitution of the Federal Republic of Nigeria 1999, Chapter 2)

The federal government has declared a campaign against corruption, as it is an issue that has hampered growth in Nigeria.

In addition to anti-corruption efforts being conducted by the federal government, nongovernmental organizations like Youth Initiative for Advocacy, Growth, and Advancement (YIAGA)⁹⁸ promote resilience in this area through research, advocacy, and capacity building.

ENVIRONMENT/NATURAL DISASTERS – RESILIENCIES

Although not considered to be among the most disaster prone IsDB MCs, Nigeria does suffer from desertification and seasonal flooding. In certain areas, particularly where infrastructure is weak due to conflict or neglect, seasonal flooding can greatly hamper mobility and access to markets, contributing to cycles of poverty and unrest. In a country with significant farmer/herder conflict issues, climate is an important factor as violence tends to be worse and more diffuse when nomadic pastoralists need to go further afield to feed their cattle. Also, when rain is scarce, both farmers and herders gravitate towards such fertile areas as the banks of the Benue River or edge of the shrinking Lake Chad. Then when flash floods occur, as they did in 2012, hundreds can be killed (BBC 2018).⁹⁹

The National Emergency Management Agency (NEMA) plays an important role in responding to such humanitarian emergencies. ECOWAS, the Nigerian Meteorological Agency, and the National Hydrological Agency also play an important role in helping states to strengthen their strategies for disaster management through early warning (Adekunle 2018).¹⁰⁰

In cases where the data signals a high risk for flooding in a state, the Meteorological Agency sends a letter to the governor. Then the Ministry of Information is directed to deploy to all communities to raise awareness so that they can prepare as needed.

ALTHOUGH NOT CONSIDERED TO BE AMONG THE MOST DISASTER PRONE IsDB MCs, NIGERIA DOES SUFFER FROM DESERTIFICATION AND SEASONAL FLOODING

AS MANY AS

2 MILLION

PEOPLE WERE DISPLACED WITHIN NIGERIA DUE TO THE BOKO HARAM INSURGENCY, AS WELL AS FARMER/HERDER CONFLICTS AND FLOODING

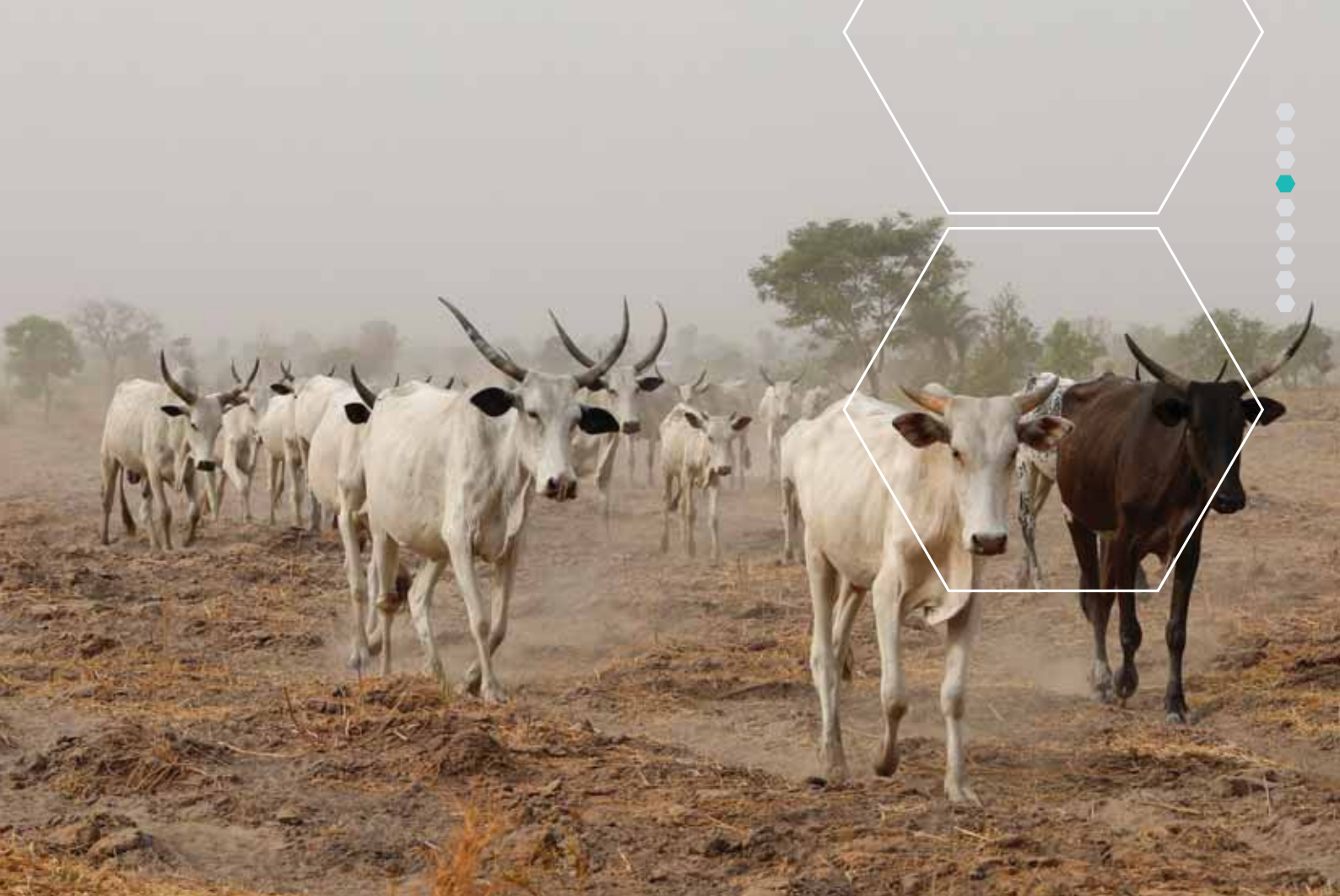
FORCED MIGRATION – RESILIENCIES

Nigeria is not a major destination for refugees seeking asylum from abroad, although as many as 2 million were displaced within Nigeria due to the Boko Haram insurgency,¹⁰¹ as well as people displaced due to farmer/herder conflicts and flooding.

As described above, community-based platforms, in collaboration with government and NGOs play a very important role in addressing the needs of IDPs and assisting with resettlement.

For example, in one case when it was evident there was a need to serve those displaced by Boko Haram, many of whom were nomadic pastoralists, the SBMC decided to raise funds to build a “nomadic school” to provide the children with education at their level of proficiency, in a language that they could understand, with teachers who were sensitive to their cultural and religious beliefs.

The host community raised funds and provided labor, wood, and sand for the construction of the school. The government provided zinc roofing and posted teachers. NGOs provided ongoing technical support for the initiative. Through this creative, multi-stakeholder initiative, there is a growing relationship of trust and interdependence between the pastoralists and the local farmers in the area.



LESSONS LEARNED AND BEST PRACTICE IN NIGERIA

Understanding Resilience	West Africa as a whole, and Nigeria in particular, has very robust conflict early warning systems to help facilitate prevention and peacebuilding. These include the ECOWAS Early Warning and Response Network (ECOWARN), the West Africa Network for Peacebuilding (WANEP), and well as the Foundation for Partnership Initiatives in the Niger Delta (PIND), the Bauchi Human Rights Network (BHRN), and work done by Search for Common Ground and others. Increasingly, these early warning systems are becoming more linked through platforms and working groups which enable the exchange of information and multi-stakeholder collaboration.
Investing in Resilience	<p>Development agencies invest in health, livelihoods, capacity building and education.</p> <p>Private sector actors, such as oil companies in the Niger Delta, invest in community development as a way of ensuring that they maintain their social license to operate. Some of the more innovative approaches go beyond corporate social responsibility to a broader attempt at improving the enabling environment through optimizing value chains in important sectors like aquaculture, cassava, and oil palm.</p>
Programming for Resilience	The most successful programs in Nigeria are those that identify and leverage community-based platforms for joint analysis and decision making. These include School Based Management Committees (SBMCs), Community Development Committees (CDCs), Peace Committees, and others, which have local legitimacy and serve as platforms where traditional leadership, government, and civil society can intersect. Coming in with a big pot of money and a cookie-cutter approach will not be as likely to succeed.

⁷⁷ <https://population.un.org/wpp/> (accessed December 28, 2018)

⁷⁸ <https://www.prio.org/utility/DownloadFile.ashx?id=184&type=publicationfile>

⁷⁹ <http://thecommonwealth.org/our-member-countries/nigeria/history>

⁸⁰ <https://www.crisisgroup.org/africa/west-africa/nigeria/northern-nigeria-background-conflict>

⁸¹ <https://www.cfr.org/blog/obasanjo-discusses-zoning>

⁸² <https://reliefweb.int/report/nigeria/conflict-briefing-warri-south-west-delta-state>

⁸³ <https://www.cfr.org/explainer-video/restoring-nigerias-zoning-following-2011-elections>

⁸⁴ https://www.afdb.org/fileadmin/uploads/afdb/Documents/Publications/AFB_Vol_6_Issue_8_2015_The_Challenge_of_Job_Creation_in_Nigeria.pdf

⁸⁵ <https://www.afdb.org/en/countries/west-africa/nigeria/nigeria-economic-outlook/>

⁸⁶ <http://data.worldbank.org/indicator/NY.GDP.MKTP.KD.ZG?locations=NG>

⁸⁷ <https://openknowledge.worldbank.org/bitstream/handle/10986/3542/WPS5779.pdf?sequence=1&isAllowed=y>

⁸⁸ <https://www.crisisgroup.org/africa/west-africa/nigeria/northern-nigeria-background-conflict>

⁸⁹ <https://www.wilsoncenter.org/sites/default/files/Omeje12.pdf>

⁹⁰ <https://www.crisisgroup.org/africa/west-africa/nigeria/northern-nigeria-background-conflict>

⁹¹ <https://pindfoundation.org/>

⁹² "Confronting the Unthinkable: Suicide Bombers in Northern Nigeria," Patricia Taft and Kendall Lawrence, The Fund for Peace, February 2016. Available at: <http://library.fundforpeace.org/fp303011602>

⁹³ <https://www.pulse.ng/news/local/benue-crisis-what-you-need-to-know-about-fulani-herdsmen-anti-open-grazing-law/t11p5vs>

⁹⁴ <https://www.vanguardngr.com/2018/06/fg-rolls-6-point-plan-solve-farmers-herders-crisis/>

⁹⁵ <http://www.p4p-nigerdelta.org/>

⁹⁶ <http://www.wanepnigeria.org/>

⁹⁷ <http://www.ecowas.int/>

⁹⁸ <https://www.yiaga.org/>

⁹⁹ <https://www.bbc.com/news/world-africa-45599262>

¹⁰⁰ <https://www.vanguardngr.com/2018/09/flooding-edo-ecowas-re-strategise-on-disaster-management/>

¹⁰¹ <https://www.unhcr.org/nigeria-emergency.html>

5



CASE STUDY 5

SOMALIA

Somalia is often used as a quintessential example of state fragility. However, what has been less examined are the systems and mechanisms by which Somalis have survived throughout the entirety of its recent history.

SOMALIA HAS AN ESTIMATED POPULATION OF

14.7 MILLION

AS OF 2015, ABOUT

2 MILLION

PEOPLE WHO WERE BORN IN SOMALIA NOW LIVE OUTSIDE THE COUNTRY. AT AN ESTIMATED

1.4 BILLION USD

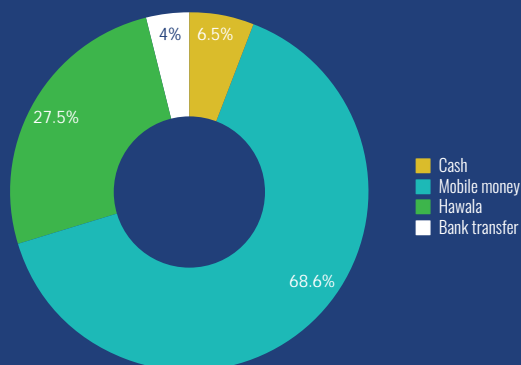
ANNUALLY, REMITTANCES FROM THIS COMMUNITY MAKE UP OVER

20 %

OF THE COUNTRY'S GDP

ACCORDING TO A USAID REPORT, MOST PEOPLE DON'T CARRY CASH

Of all money that is transferred in the country, only 6.5% is in the form of cash; 68.6% is mobile money; 27.5% is hawala (especially international transfer); 4% is through a bank



LIVESTOCK PRODUCTION ACCOUNTS FOR OVER

60 %

OF THE GDP (CAMELS, CATTLE, GOATS AND SHEEP)

Even during the height of conflict in Somalia, the informal economy continued to function including the export of charcoal, livestock, and agricultural products.



OVER

1 MILLION

PEOPLE ARE IN A STATE OF PROTRACTED INTERNAL DISPLACEMENT AND OVER 1 MILLION MORE HAVE BEEN DISPLACED SINCE 2016

Hundreds of thousands of Somali refugees live in Yemen, Ethiopia, and Kenya, fleeing drought and violence and many have been displaced internally.

ENVIRONMENTAL PRESSURES ARE A RECURRENT VULNERABILITY IN SOMALIA, ESPECIALLY DROUGHT AND FLOODS. IN 1992, FAMINE KILLED OVER

200,000

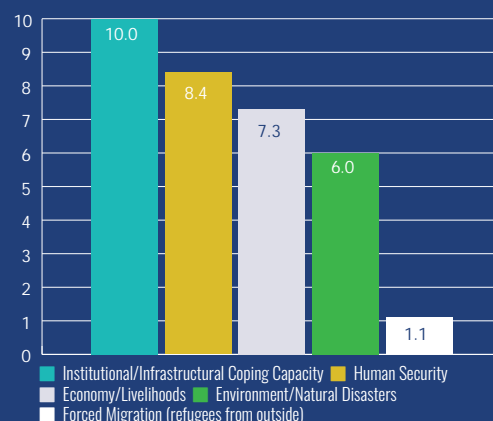
AND A FURTHER

250,000

IN 2011, 2013 AND 2016-17

Much in the way of the infrastructure, such as irrigation, flood control embankments, and canals, are still at the early stages of development, as so much was destroyed during the civil war.

PRESSURES BY DIMENSION



5

Somalia has only had an internationally recognized government since 2012. For decades communities have had to find ways to manage the enormous challenges of security, drought, and service delivery. Systems of resilience have included collaboration between the clan leadership structure, private sector, and remittances from the diaspora community. A strong social network and an entrepreneurial spirit have been a foundation for survival. Also, despite weak or non-existent central banking systems, Somalis have innovated ways of transferring and exchanging money. Religious leaders have been extremely important as purveyors of moral capital and conflict resolution in a very unstable environment. International development actors have focused on humanitarian response and capacity building for the newly established government institutions. They should be sure to work with and through the local systems of resilience, including religious leaders, community elders, private sector, and diaspora, in addition to the government institutions if Somalia is to break the cycle of fragility over the longer term.

CASE STUDY 5 ★ SOMALIA

Somalia is often used as a quintessential example of state fragility.

Somali communities have remained resilient due to strong family and clan structures, an entrepreneurial spirit based on interpersonal trust even in the absence of the rule of law, as well as the generosity of the diaspora and business community who have mobilized to fill gaps in cases of humanitarian emergency.

In 2012, Somalia established a federal government for the first time since the collapse of Mohamed Siad Barre's regime in 1991. Prior to 2012 there were extended periods of statelessness and partial control by the Islamic Courts Union (ICU), followed by the Transitional Federal Government established in 2004, and ongoing conflict, which continues to this day as Al-Shabab controls significant territory in the southern part of the country.

As such, Somalia has been viewed primarily through the lens of state failure and fragility. However, what has been less examined are the systems and mechanisms by which Somalis have survived throughout the entirety of its recent history.

Through extended family ties, the industriousness of the diaspora community and the private sector, as well as the role of religious leaders and traditional leadership structures, Somali communities have been able to respond proactively to a series of human-made and natural disasters, as well as provide a level of education, health, and governance.

A better understanding of these systems of resilience will help donors and practitioners to bridge the gap between emergency response and sustainable development in cases of protracted crisis. Now, with the newly formed federal government, there is an opportunity to leverage these mechanisms so that the people of Somalia can move beyond survival and build sustainable, peaceable livelihoods and human development.

Fragility in Somalia dates back to the 1980s during which unrest, severe drought, and inter-clan rivalries ultimately led to the ousting of General Mohammed Siad Barre in 1991, plunging the country into a civil war that would continue, to varying degrees of intensity, for the next two decades, along with the intervention of Ethiopian and Kenyan forces, the African Union Mission in Somalia (AMISOM), and the rise of Al-Shabab.



From 2010-2012, Somalia experienced severe drought which, coupled with the ongoing battles around the country between various militia groups, caused thousands to flee to neighboring refugee camps in Kenya and Ethiopia. In 2011, the UN formally declared a famine in three of Somalia's regions, warning that up to 750,000 Somalis, mostly in the south of the country, were on the brink of starvation (UNOCHA 2011).¹⁰² According to OCHA, the UNHCR, and reporting by the BBC, by mid-July of 2011, an estimated 12 million people had been impacted by drought and food insecurity within the region (including parts of Kenya), with an estimated 15,000 Somalis fleeing to Kenyan and Ethiopian camps across the border each month. The Dadaab refugee camp in Kenya alone, as of mid-2011, estimated that 1,000 Somalis a day were arriving, many of them women and children. Compounding the problem, Al Shabab, which had gained control over much of the drought-affected regions the prior year, was refusing or severely limiting humanitarian access to starving populations (BBC 2011).¹⁰³

Despite these many security and environmental challenges, Somali communities have continued to survive through a strong entrepreneurial spirit, trusted networks, and a rich cultural tradition. These systems of resilience should be leveraged by government and donors for the promotion of human development and wellbeing.

AN ESTIMATED
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WITHIN THE REGION

IN 2011, AN ESTIMATED
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AND ETHIOPIAN CAMPS ACROSS
THE BORDER EACH MONTH

INSTITUTIONAL/INFRASTRUCTURAL – RESILIENCIES

After the fall of Mohamed Siad Barre in 1991, national governance in Somalia was a shifting landscape of militias, the ICU, and the transitional government. Finally, in 2012 the federal government was established, and ministries were set up to begin work tackling the various environmental, economic, and security challenges faced by the country. Other administrative levels include the federal member states, though the linkage between the local state level and the federal government is still a work in progress. Meanwhile, according to research done by the Hiraal Institute, Al Shabab (AS) controls rural areas throughout southern Somalia with its own finance systems to contend with (Hiraal Institute 2018).¹⁰⁴

Throughout the history of Somalia, however, and in the midst of national instability, community elders continued to play a critical role in the maintenance of the social fabric and in many cases served as the main governance structure left intact (McCullough 2017).¹⁰⁵ Community elders work to maintain stability by resolving conflicts between and among clans as well as to keep the trade routes open by negotiating with checkpoints to allow lorries and businesspeople to pass unmolested.

The ulama makes up a network of religious leaders and scholars throughout the country, which adds moral capital to the political capital endowed to the community elders, and helps to promote peaceful resolution to disputes, an appreciation of the greater good, and ethical behavior in trade, interpersonal, and intercommunal dealings. The Ministry of Religious Affairs helps to convene, coordinate, and support the ulama, for education and reconciliation efforts, and charity for the most vulnerable.

RESILIENCE	EXAMPLES
ABSORPTIVE CAPACITY	Strong family and clan-based networks; role of religious leaders, zakat
ADAPTIVE CAPACITY	Role of Diaspora, businesses, private sector in development and relief efforts, mobile money as an innovative tool for transactions
TRANSFORMATIVE CAPACITY	Establishment of Federal Government

CASE STUDY 5

SOMALIA

HUMAN SECURITY – RESILIENCIES

The Somali government, with support from the African Union Mission in Somalia (AMISOM) controls most of the major cities, including the capital, Mogadishu. However, human security continues to be a major challenge in Somalia. According to the Uppsala Conflict Data Program (Pettersson 2018)¹⁰⁶ violent fatalities due to conflict with Al-Shabab initially dropped after the establishment of the federal government in 2012, but then have begun to increase through 2017. According to the National Consortium for the Study of Terrorism and Responses to Terrorism (START) the number of fatalities associated with violent extremism has been increasing in Somalia between 2013 and 2017,¹⁰⁷ mainly in the southern part of the country, with the vast majority of fatalities occurring in Mogadishu, followed by Lower Shebelle directly to the south of Mogadishu, and Lower Juba, on the border of Kenya.

The mandate of the African Union Mission in Somalia (AMISOM)¹⁰⁸ is to 1) enable the handing over of security responsibilities to Somali security forces, 2) reduce the threat posed by AS and other groups, and 3) assist Somali security forces to provide security for the political process, stabilization and peace.

At the regional level, the Intergovernmental Authority on Development (IGAD) works to promote resilience, including through early warning, intergovernmental cooperation on strategies and action plans such as those articulated in the Nairobi Declaration on Somali Refugees, which pursued a “comprehensive regional approach to deliver durable solutions for Somali refugees, whilst maintaining protection and promoting self-reliance in the countries of asylum, with the support of the international community” and their voluntary return to Somalia.¹⁰⁹ Stabilization efforts are also supported by international donors such as the Swiss Agency for Development and

Cooperation (SDC), who helped produce a Cooperative Strategy for the Horn of Africa (Swiss Cooperation 2018)¹¹⁰ with an emphasis on Somalia.

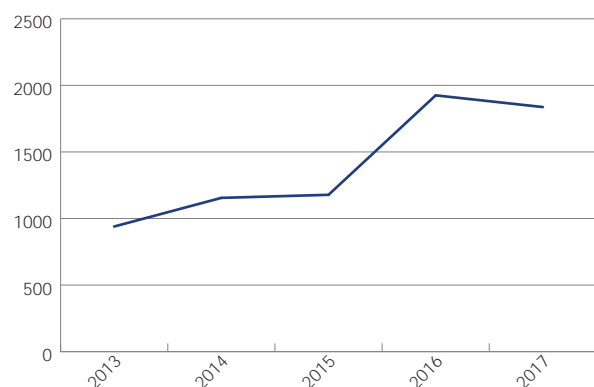
Notwithstanding all these national, international, and regional efforts to promote human security for the Somali people, at the community level, the main sources of resilience are the community elders and the religious leaders who work with support from the government ministries to resolve disputes and encourage non-violence. As a testament to the widespread desire for peace, there are dozens of universities in Mogadishu attended by tens of thousands of youth seeking to gain the knowledge, skills, and certification necessary to rebuild a peaceful and prosperous country.

In a country where the public education system is weak, Islamic charities play a very important role in the education of thousands of children and teach them the Islamic principles of Suluh for peace and reconciliation (Anonymous 2010).¹¹¹

ECONOMY/LIVELIHOODS – RESILIENCIES

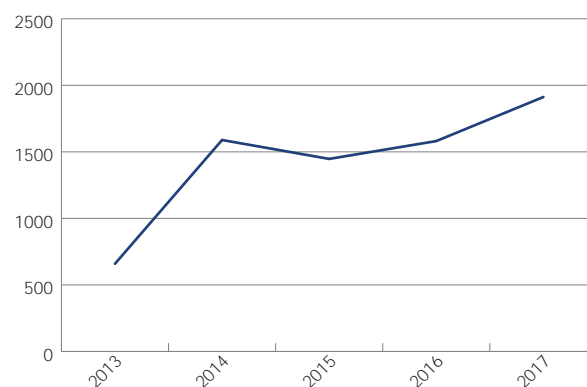
Somali communities have shown enormous creativity and innovation in the area of economy and livelihoods. In a country with a GDP per capita of less than \$500 USD per year as of 2017 according to the World Bank, it is among the poorest in the world. Livestock production accounts for over 60% of the GDP (camels, cattle, goats, and sheep). In the absence of effective legal and regulatory frameworks, (World Bank 2019)¹¹² trade and contracts are largely dependent on trust. Even during the height of conflict in Somalia, the informal economy continued to function including the export of charcoal, livestock, and agricultural products (Little 2003).¹¹³

ANNUAL BATTLE DEATHS



Source: UCDP

TERRORIST FATALITIES



Source: START

Individuals and communities are intensely entrepreneurial. Despite all the security challenges, the Mogadishu Port is world class and according to the Ministry of Finance, generates hundreds of thousands of dollars in revenue each day.

Remittances play an important role in the Somali economy. The Somali diaspora community is vast and dispersed. According to the Pew Research Center, as of 2015 there were about 2 million people who were born in Somalia and living outside the country.¹¹⁴ In a country with a population of 14.7 million,¹¹⁵ this makes up a significant percentage. At an estimated \$1.4 billion USD annually (World Bank 2016),¹¹⁶ remittances from this community exceed all other forms of development assistance and make up over 20% of the country's GDP, which is among the highest diaspora remittance rates in the world. Only five other countries exceeded that amount in 2017 according to the World Bank data (Tonga, Kyrgyz Republic, Haiti, Tajikistan, and Nepal).¹¹⁷

With a weak banking system and an insecure environment, one example of innovation in the Somali economy is the widespread use of Electronic Voucher Recharge (EVC) instead of cash (World Bank 2017).¹¹⁸ Eighty-three percent of the urban population and as many as 72% in the rural areas use mobile money for most purchases. Because it is not connected to banks, all Somalis are able to make use of this system, even those who would be un-bankable. Even beggars on the street display their EVC account number so that people can donate to them electronically. According to a USAID report, most people don't carry cash; of all money that is transferred in the country, only 6.5% is in the form of cash; 68.6% is mobile money; 27.5% is hawala (especially international transfer); 4% is through a bank (World Bank 2017).¹¹⁹

The advantage of these unregulated forms of money transfer is that they do not depend on a central banking system and people don't have to be exposed to the risk of carrying cash in an insecure environment. However, there is no consumer protection; transactions are based on trust. Another risk is that the money is largely untraceable, which creates an environment where it could be diverted to illicit criminal groups or organizations. Although in the case of mobile money, there is a limit to the amount of each transfer, and each account is registered to an individual based on their personal identification.



**DESPITE MANY SECURITY
AND ENVIRONMENTAL CHALLENGES,
SOMALI COMMUNITIES HAVE
CONTINUED TO SURVIVE THROUGH
A STRONG ENTREPRENEURIAL
SPIRIT, TRUSTED NETWORKS, AND
A RICH CULTURAL TRADITION**

In Somalia, this bond of trust is more than just a cultural artefact, it is a lifeline for survival. When a community is struck by disaster or lacks the means internally to provide education or healthcare, the first port of call is the religious leadership, which distribute zakat to the poor and disabled. Next are the community elders, then the clan leaders, who mobilize support from business leaders and remittances from the diaspora community. In this way, schools have been built, boreholes have been dug, and emergency relief has been delivered, sometimes independent of government or international development assistance. Those in the diaspora community who raise money for a cause in Somalia may be wealthy philanthropists, but more often they are average people with strong ties to their home who set up crowdfunding campaigns online, tapping into a vast network of Somalis across the world who care deeply about their country. Even government ministries have reportedly used crowdfunding to finance programs.

Now that the federal government has been established, the Ministry of Agriculture and the Ministry of Livestock play a very important role in promoting livelihoods and the economy, with support from the Somali Federal Chamber of Commerce and Industry (SFCCI), which works to lobby the government for improved legal and regulatory frameworks and to establish linkages to attract investment. That said, much in the way of the infrastructure, such as irrigation, flood control embankments, and canals, are still at the early stages of development, as so much was destroyed during the civil war.

CASE STUDY 5

SOMALIA

ENVIRONMENT/NATURAL DISASTERS – RESILIENCIES

Environmental pressures are a recurrent vulnerability in Somalia, especially drought and floods. There was a famine in 1992 (killing over 200,000 people), 2011 (killing over 250,000) (BBC 2013),¹²⁰ and in 2016-2017. The most recent famine, though comparable in terms of environmental metrics and indicators, was much less lethal, according to an interview at the Ministry of Humanitarian Affairs. This trend speaks to an increase in resilience as response-time was faster and more effective this cycle than previously.

Three factors may have contributed to this improved response. First, the traumatic memory from 2011 dispelled complacency. Second, since 2012, there is now a government in place, with a Ministry of Humanitarian Affairs to coordinate the response. Third, communications have been much improved since 2011, including social media and crowd-sourced fundraising platforms. In this way, globalization has empowered networks of Somali elders, business leaders, diaspora, and local NGOs to mobilize resources and drive the humanitarian agenda in parallel to the international donor community and development actors.

Certainly, conflict and insecurity exacerbate the damage caused by drought. Historically, in places like Middle and Lower Shebelle, agriculture was highly productive. But during the civil war the destruction of weather stations, canals, irrigation, reserves, as well as the silting of the rivers, and the deterioration of the river banks, has created a situation where drought can be devastating to communities. Efforts to rebuild this infrastructure in territory that may not be fully under the control of the Somali government can be risky, or complex, for development agencies. Local NGOs have an important role to play in this regard, as they have a deep understanding of the terrain and can negotiate among all the relevant power brokers, stakeholders, and beneficiaries. For instance, the IsDB funded a project implemented by the Zamzam foundation which dug dozens of boreholes across the country, equipped with solar panels, generators, pumps, and tanks.

Another important project conducted by the IsDB was the Dryland Program, which was conducted in three rural villages to build resilience to drought.

At the regional level, IGAD provides coordination and strategic support in partnership with FAO and the EU for drought and disaster resilience through an initiative called the Drought Disaster Resilience Sustainability Initiative (IDDRSI) and an associated program called the Regional Initiative in Support of Pastoral Communities (RISPA).

Though there has been some progress made in preparedness and response to environmental emergencies, droughts are more frequent than in previous years and much needs to be done. For early warning, a system of weather stations and river gauges needs to be set up. Rivers need to be dredged to avoid spillover. River banks, canals, and irrigation need to be rehabilitated. Water storage needs to be increased. Boreholes need to be dug. If the security situation improves and leveraging on the recent progress made by the Ministry of Humanitarian Affairs, in partnership with regional and international actors, many lives can be saved in future droughts.

FORCED MIGRATION – RESILIENCIES

Very few refugees go to Somalia from neighboring countries. Those that do are primarily from Ethiopia and, more recently, Yemen. On the other hand, hundreds of thousands of Somali refugees live in Yemen, Ethiopia, and Kenya, fleeing drought and violence and many have been displaced internally. According to UNHCR over a million people are in a state of protracted internal displacement and over a million more have been displaced since 2016, due to drought and human security issues, and have moved from the rural areas to towns and cities.¹²¹ Forced migration presents serious challenges in terms of brain drain (in the case of refugees) as well as social and humanitarian challenges among host communities and urban centers (in the case of IDPs). However, the strong bond between the diaspora community remains a key resilience that can be leveraged for development and emergency response to crisis. To that end, the World Bank is working with the Central Bank of Somalia to support the flow of these remittances for more efficient and coordinated development outcomes in a way that will not raise the risk of laundering and potential illicit activity.

**ENVIRONMENTAL PRESSURES ARE
A RECURRENT VULNERABILITY IN
SOMALIA, ESPECIALLY DROUGHT AND
FLOODS. IN 1992, FAMINE KILLED OVER**

200,000

AND A FURTHER

250,000

IN 2011, 2013 AND 2016-17



LESSONS LEARNED AND BEST PRACTICE IN SOMALIA

Understanding Resilience

Now that Somalia has a federal government, there is more opportunity for needs assessment, strategic planning, and coordination. But capacity is still low and needs to be enhanced. In the meantime, Somali people have been enormously innovative in developing systems and technologies by which to keep the informal market running. This includes the use of mobile money and hawala, a highly engaged diaspora community, and a strong network of clan leaders and religious community.

Given the challenging security environment, there is little in the way of statistics and academic research to inform baseline assessments or program design. There should be more investment in Somali universities to facilitate this.

Investing in Resilience

A lot of important investment is being done in capacity building for government ministries and agencies.

Private sector and the diaspora community also play a critical role in financing the public good, such as education and other services.

A critical area of investment, and one that is a challenge in the current environment, is in water management and conservation (e.g. dredging of rivers and rehabilitation of river banks and irrigation systems, digging of boreholes, and water catchments).

Programming for Resilience

Even as humanitarian and development actors work to build up the capacity of federal government, they should not overlook the role of existing systems of resilience that can be leveraged. If community and religious leaders are not engaged, the dividends will not reach the most vulnerable, including in education, livelihoods, and health. Community-based platforms for public-private partnerships will be more successful.

¹⁰² UN OCHA "Eastern Africa: Drought – Humanitarian Snapshot (as of 24 Jun 2011)" http://www.fews.net/docs/Publications/Horn_of_Africa_Drought_2011_06.pdf

¹⁰³ Horn of Africa Drought: A Vision of Hell, BBC News Africa, July 8, 2011 <https://www.bbc.com/news/uk-14078074>

¹⁰⁴ <https://hiraalstitute.org/wp-content/uploads/2018/07/AS-Finance-System.pdf>

¹⁰⁵ <https://www.odi.org/sites/odi.org.uk/files/resource-documents/11938.pdf>

¹⁰⁶ Pettersson, Therése and Kristine Eck (2018) Organized violence, 1989-2017. *Journal of Peace Research* 55(4).

¹⁰⁷ <https://www.start.umd.edu/data-and-tools/start-datasets>

¹⁰⁸ <http://amisom-au.org/amisom-mandate/>

¹⁰⁹ <https://igad.int/communique/1519-communique-special-summit-of-the-igad-assembly-of-heads-of-state-and-government-on-durable-solutions-for-somali-refugees>

¹¹⁰ https://www.eda.admin.ch/dam/countries/countries-content/kenia/en/cooperation-strategy-horn-of-africa-2018-2021_EN.pdf

¹¹¹ Islam and the Somali Social Order, *Accord*, Issue 21, page 94-97.

¹¹² <http://www.doingbusiness.org/content/dam/doingBusiness/country/s/somalia/SOM.pdf>

¹¹³ Little, Peter D. *Economy Without State*, African Institute, 2003.

¹¹⁴ <http://www.pewresearch.org/fact-tank/2016/06/01/5-facts-about-the-global-somali-diaspora/>

¹¹⁵ <https://data.worldbank.org/indicator/SP.POP.TOTL?locations=SO>

¹¹⁶ <http://www.worldbank.org/en/news/press-release/2016/06/10/world-bank-makes-progress-to-support-remittance-flows-to-somalia>

¹¹⁷ <https://data.worldbank.org/indicator/BX.TRF.PWKR.DT.GD.ZS>

¹¹⁸ https://www.somaliampf.net/files/Mobile_Money_in_Somalia.pdf

¹¹⁹ *ibid*

¹²⁰ <https://www.bbc.com/news/world-africa-22380352>

¹²¹ https://data2.unhcr.org/en/situations/cccm_somalia



CASE STUDY 6

HASHEMITE KINGDOM OF JORDAN

On paper, Jordan should be highly unstable. It imports most of its food and has only 2.8% arable land according to the World Bank.¹²²

JORDAN HAS AN ESTIMATED POPULATION OF

9.7 MILLION

ACCORDING TO THE 2016 CENSUS, ABOUT

ONE THIRD

OF THE POPULATION IS MADE UP OF NON-JORDANIANS

OVER

2 MILLION

PALESTINIAN REFUGEES LIVE IN JORDAN. ABOUT

370,000

LIVE IN RECOGNIZED REFUGEE CAMPS

DURING THE IRAQ WAR ABOUT

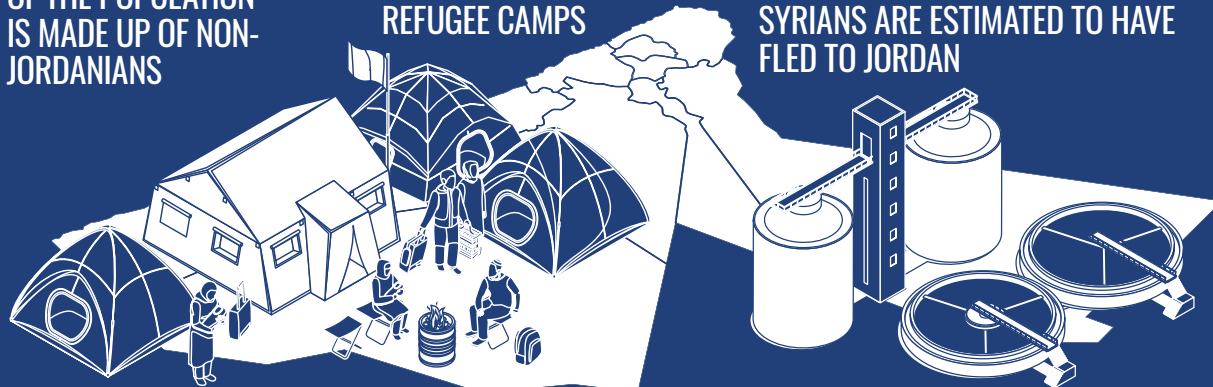
500,000

IRAQIS FLED TO JORDAN IN 2006

SINCE THE CONFLICT IN SYRIA BROKE OUT IN 2011, OVER

1 MILLION

SYRIANS ARE ESTIMATED TO HAVE FLED TO JORDAN



JORDAN HAS A GDP PER CAPITA OF OVER

4,000 USD

The main economic sectors are services, mining, and manufacturing. Jordan's information technology (IT) and financial service sectors are also competitive in the region.

A VERY SERIOUS ENVIRONMENTAL CHALLENGE IS ACCESS TO

RENEWABLE FRESH WATER

There have been a number of successes achieved in mitigating this vulnerability, particularly in reinforcing water infrastructure for water transmission, sewer networks, improved access to water in schools, construction of new water networks, and the building of infrastructure and boreholes in refugee camps, and improved hygiene.

THE GOVERNMENT OF JORDAN'S NATIONAL RESILIENCE PLAN BUDGETED ALMOST

2.5 BILLION USD

FROM 2014+-2016

The plan aimed at improving education, energy, health, and housing with a focus on those most vulnerable and most directly affected by the Syrian crisis.

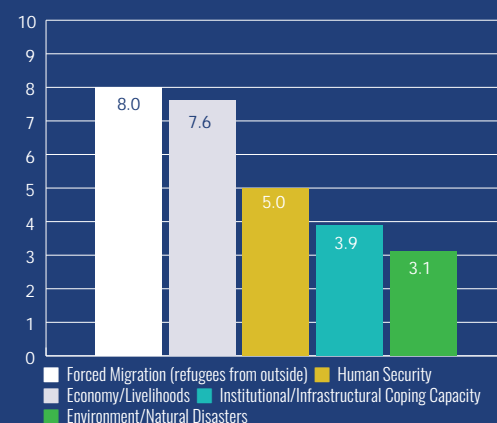
THE JORDAN RESPONSE PLAN, DEVELOPED IN 2018-2020, CREATED

12 TASK FORCES

TO ADDRESS THE FULL RANGE OF THE COUNTRY'S VULNERABILITIES

(Education, Energy, Environment, Food Security, Shelter, Social Protection, Health, Justice, Livelihoods, Municipal Services, Transport, and WASH).

PRESSURES BY DIMENSION



6

Despite water scarcity, a lack of natural resources, and an enormous number of refugees from neighboring Syria compared to its population, Jordan is a highly resilient country. One reason is the high priority it places on education, including that of women. As such it has a highly competent civil service, which is able to work well with the international community including donors and development partners. Also having many highly educated Jordanians in the diaspora creates the opportunity for remittances as a boon to the economy. The international development community is very active in Jordan as a hub for the region, especially with regards to the Syria crisis, and other crises in neighboring countries as they have developed over the years.

CASE STUDY 6 **HASHEMITE KINGDOM OF JORDAN**

On paper, Jordan should be highly unstable. It imports most of its food and has only 2.8% arable land according to the World Bank.¹²²

The Hashemite Kingdom of Jordan is the second most water-poor country in the world (Namrouqa 2014).¹²³ It lacks natural resources. Public debt makes up 96% of Jordan's GDP (JT 2018).¹²⁴ It is highly sensitive to global market conditions. It is surrounded by countries that have gone through waves of violence, generating millions of refugees into Jordan over the last 70 years – Palestinians in the 1940s, Iraqis in the 1960s and 1990s, and most recently Syrians from 2011 to the present. According to the 2016 census, about a third of the population is made up of non-Jordanians (Ghazal 2016).¹²⁵

And yet, the Hashemite Kingdom of Jordan, through effective leadership, strategic planning, international partnerships, technology, a major emphasis on education, and a firm foundation of social/cultural resilience, has remained a bulwark in the region. Jordan is, in many ways, a model for how other countries can be resilient in the face of many challenges. Also, the rolling Jordan Response Plan (JRP) for the Syria Crisis and the Jordan Compact were groundbreaking in their integrated approach to financing the response to a massive refugee crisis with a focus on livelihoods and social cohesion.

According to the United Nations Relief and Works Agency for Palestinian Refugees in the Near East (UNRWA) over 2 million Palestinian refugees live in Jordan, most of whom have been granted citizenship by Jordan. About 370,000 live in recognized refugee camps.¹²⁶ During the Iraq War about 500,000 Iraqis fled to Jordan in 2006. Since the conflict in Syria broke out in 2011, over a million Syrians are estimated to have fled to Jordan (Howden 2017).¹²⁷ 653,031 of whom were formally registered as refugees by UNHCR. Taken together, Palestinian, Iraqi, and Syrian migrants make up about one third of the Jordanian population.

Jordan has a GDP per capita of over \$4,000 USD. The main economic sectors are services, mining, and manufacturing. Jordan's information technology (IT) and financial service sectors are also competitive in the region. At 11.1% of GDP, remittances are critical to the economy. Agriculture, by contrast, makes up less than 5% of the country's annual GDP.



One of the biggest long-term challenges faced by Jordan is water scarcity due to aging infrastructure and declining renewable water resources (Mercy Corps 2014),¹²⁸ further exacerbated by the influx of Syrian refugees, especially in the northern part of the country. This presents opportunities for investment that could make significant strides towards the promotion of resilience in the country. Jordan has been a model for the efficient use of water through hydroponic farming, waste water treatment, and conservation.

Though Jordan has successfully navigated difficult terrain up until now, there is no room for complacency. These practices, policies, and mechanisms that have served Jordan, should be built upon so that the Jordanian people can continue to thrive even in the face of any future shocks that may arrive.

FORCED MIGRATION – RESILIENCIES

Jordan has a long history of absorbing refugees from conflicted countries in the region. However, the unprecedented scale of the Syria crisis, and its protracted duration, triggered a rethink on how to incorporate resilience into humanitarian response. An additional 1.3 million refugees in a country with a population of only 9.7 million¹²⁹ put enormous stress on the water supply, waste management as well as the health and education systems, requiring an approach that focused on the needs of both refugees and host communities, including infrastructure and the promotion of livelihoods.

In a country with few natural resources, it is highly dependent on its human capital; an excellent education system is a critical foundation of Jordan's economic resilience. As such, the addition of an afternoon "shift" to accommodate the Syrian refugees in the schools was welcome from a social cohesion perspective but highlights the need for proactive measures which will keep the overall quality of education from being adversely affected by the strain.

ACCORDING TO THE UNITED NATIONS
RELIEF AND THE UNRWA OVER

1.3 MILLION

PALESTINIAN REFUGEES LIVE IN
JORDAN, MOST OF WHOM HAVE BEEN
GRANTED CITIZENSHIP BY JORDAN

ABOUT

370,000


LIVE IN RECOGNIZED
REFUGEE CAMPS

As a way of preventing the informal employment of Syrian refugees from driving down wages, Jordan adopted a Labor Integration Policy for refugees, which has granted over 54,000 work permits, mainly in the agriculture and construction sectors. Since 2017, refugees have been legally permitted to work in host communities. That same year, a gender-sensitive policy of permitting the licensing of home-based businesses, gave women the opportunity to contribute economically to the livelihoods of their families. There has also been cash-for-rent assistance for both vulnerable refugees and Jordanians. Food assistance to refugees both in and out of camps included school meals for children, as well as cash-based and in-kind food assistance. Moving beyond emergency food assistance toward the promotion of resilience, there was also investment in agriculture both for host communities and refugees, as well as training and starter kits for small businesses, and vocational training. The Ministry of Health has targeted refugees with needed medications and family planning services.

NGOs such as the Jordan Hashemite Charity Organization provide vocational training and psychosocial support. NGOs also provide legal aid to the refugees to help them navigate the process of registration and work permits. The Norwegian Refugee Council (NRC) also plays a key role in many of these lines of effort, from camp management to education, livelihoods, and legal assistance. GIZ is a major donor in these sectors.

RESILIENCE	EXAMPLES
ABSORPTIVE CAPACITY	Inclusion of large numbers of refugees into Jordanian society
ADAPTIVE CAPACITY	Strategic, multi-dimensional planning
TRANSFORMATIVE CAPACITY	Managing social land demographic change

CASE STUDY 6



HASHEMITE KINGDOM OF JORDAN

Notable achievements listed in the Jordan Response Plan to the Syria Crisis 2018-2020 document indicate the addition of solar panels for electricity on public schools attended by refugees, as well as residences inhabited by refugees.

Family support networks and social linkages between Syrians and Jordanians at the border also provide a level of economic resilience for the most vulnerable and social cohesion which increases the absorptive capacity in the face of this crisis.

Overall, the response to the refugee crisis has required a great deal of commitment by the government as well as an enormous investment by the international community. This commitment and investment will need to be sustained over the long term. At first there was a gap between the funding of the "Refugee Response" (humanitarian) pillar in the JRP and the "Resilience Response" (which received less). In the most recent year (2019) that gap has begun to close, however the overall funding levels have also decreased, suggesting the possibility of donor fatigue and highlighting the need for renewed engagement.

Looking ahead, Jordan can build on these successes with even more capacity building, more infrastructure, and more economic inclusion as a model for the world.

AT 97.9%
JORDAN'S ADULT LITERACY RATE IS
AMONG THE HIGHEST IN THE REGION.
FEMALE YOUTH LITERACY IS
99.3%

ECONOMY/LIVELIHOODS – RESILIENCIES

Even before the Syria crisis, Jordan was facing structural vulnerabilities in economics and livelihoods. With few natural resources, a large public debt, and high unemployment, it took a herculean effort to face this crisis as effectively as it did, especially with the closing of the border, which cut off a major avenue for trade.

Highly dependent on its human capital, Jordan has put a premium on its education system. At 97.9% Jordan's adult literacy rate is among the highest in the region.¹³⁰ Female youth literacy is 99.3%.¹³¹ It is in part due to this emphasis on education that Jordan has been able to generate remittances at 11.1% of GDP.

The economy of Jordan is sensitive to global market conditions and went through a rollercoaster from 2007-2009 with the global food crisis followed by the global financial crisis. Nimble economic management such as the early guaranteeing of bank deposits, the use of public capital spending, and the subsidies of food and fuel were all mechanisms used at the macroeconomic level to manage these pressures.

However, public debt is extremely high, at 96% of GDP, limiting options and driving an austerity agenda which has triggered strikes and protests in 2018. Adding energy to these protests is the worsening trend in youth unemployment, which has risen from a low of 28.6% in 2008 to a high of 40.6% in 2018 according to the World Bank.¹³²

It is in this challenging context that Jordan has been working with the international community to come up with creative solutions to the economic stress posed by the Syria crisis. One of the most innovative solutions is the rules of origin agreement established with the EU which gives preferential access to the European market in exchange for providing work permits to Syrian refugees.¹³³ Due to the success of this model, it is also being replicated in Bangladesh and Ethiopia.

Having mitigated the risk of refugees driving down wages in the informal market through the labor integration policy, another economic challenge is in the area of labor force participation and an overall worsening of the unemployment rate between 2012-2017 (West Asia-North Asia Institute 2017)¹³⁴ according to official data from the Jordanian Department of Statistics from 12.2% to 18.3%.¹³⁵

Initiatives such as the World Bank's Equitable Growth and Job Creation Development Policy Loan (DPL), which was expanded in 2018, are working to protect the poor through safety nets and access to finance for SMEs (World Bank 2018)¹³⁶.

To ensure that all children are educated, and to promote social cohesion in this crisis, Jordan opened the public-school system to everyone in Jordan, regardless of nationality. UNICEF then did an additional study to identify the financial, social, and logistical barriers to education and devised a program called Hajati to overcome those barriers through home visits, school counseling, and cash assistance to the most vulnerable.

The Jordan Response Plan to the Syria Crisis 2018-2020 highlights vocational and entrepreneurship training for refugees and Jordanians as an achievement in this area, as well as starter kits for people starting a home-based business.

Cash-based interventions (CBI) and cash-for-work initiatives, instead of simply distributing emergency packages, allows refugees to have more dignity and autonomy. At the same time, they also serve as a stimulus to the local economy and a benefit to the host community.

Jordan has also been a leader in gender economic equality, as a signatory to the Equal Pay International Coalition (EPIC) especially in the education sector where the use of digital payments helps ensure transparency (ILO 2018).¹³⁷

Overall, Jordan faces challenges in economy/livelihoods. But through proactive strategic planning, innovative policies, a highly motivated international community, active NGOs reaching the most vulnerable, and close-knit family structures, there is a firm foundation of resilience that should be leveraged and built upon.

HUMAN SECURITY – RESILIENCIES

Despite Jordan's proximity to countries in conflict such as neighboring Syria and Iraq, Jordan has relative equilibrium in this dimension. Between 2013-2017, there were only 47 fatalities related to violent extremism, according to START.¹³⁸

Key to preventing human insecurity in Jordan over the longer term is the maintenance of social cohesion among Jordanian communities, refugees, and migrants, especially given the high levels of demographic pressure since 2011. The Labor Integration Policy is an important part of the solution, but beyond that includes the design and implementation of the Government of Jordan's National Resilience Plan which budgeted almost \$2.5 billion USD from 2014-2016 for education, energy, health, and housing¹³⁹ with a focus on those most vulnerable and most directly affected by the Syrian crisis. The Ministry of Planning and International Cooperation developed a comprehensive Jordan Response Plan 2018-




THE GOVERNMENT OF JORDAN'S NATIONAL RESILIENCE PLAN BUDGETED ALMOST

\$2.5 BILLION

FROM 2014-2015 FOR EDUCATION,
ENERGY, HEALTH, AND HOUSING WITH
A FOCUS ON THOSE MOST VULNERABLE
AND MOST DIRECTLY AFFECTED BY THE
SYRIAN CRISIS.



CASE STUDY 6



HASHEMITE KINGDOM OF JORDAN

2020,¹⁴⁰ which created 12 task forces to address the full range of vulnerabilities (Education, Energy, Environment, Food Security, Shelter, Social Protection, Health, Justice, Livelihoods, Municipal Services, Transport, and WASH). Within the education sector for instance, the task force emphasizes the use of the public schools to enhance social cohesion and integration between Syrian and Jordanian communities. A strong focus on youth both in education and livelihoods will provide them with opportunities and decrease the potential for restiveness.

INSTITUTIONAL/INFRASTRUCTURAL – RESILIENCIES

Jordan has a relatively strong institutional/infrastructural coping capacity.

To promote inclusive decision-making in the constitutional monarchy, nine out of 120 seats in Parliament are reserved for Christians, and at least one ministerial post. Each of the 355 local councils includes one woman (out of five members). Recent reforms include the establishment of a constitutional court¹⁴¹ and an independent election commission.¹⁴² These mechanisms allow for dialogue and collaboration as these complex challenges are being addressed.

The government has been very forward-thinking and strategic in its constructive engagement with the international community as partners in addressing the humanitarian and development challenges faced by the country. Still there are difficult trade-offs ahead that will need to be faced as Jordan confronts its structural economic vulnerabilities. Already there have been anti-austerity protests that portend challenges down the road. This will require consultation, socialization, and policies that will ease the burden on the Jordanian population, especially the youth.

Given the high and worsening trends in youth unemployment, including them in the decision making will be important for buy-in as difficult economic decisions need to be made.

ALTHOUGH AGRICULTURE MAKES UP LESS THAN

5% OF GDP, IT USES

50% OF WATER¹⁴³

AN AREA THAT THE ISDB HAS CONTRIBUTED TO IS IN THE PROMOTION OF CLEAN ENERGY, WHICH HAS ALSO BEEN MAINSTREAMED INTO JORDAN'S RESPONSE PLAN TO THE SYRIAN CRISIS, DISTRIBUTING SOLAR PANELS IN CAMPS, RESIDENCES AND SCHOOLS.

ENVIRONMENT/NATURAL DISASTERS – RESILIENCIES

Although Jordan is susceptible to floods and occasional earthquakes, there have been very few, if any, fatalities due to disasters in the last five years.

However, a very serious environmental challenge faced by Jordan is access to renewable fresh water. Even before the influx of Syrian refugees, Jordan was the third most water-poor country in the world, exacerbated by drought, a negative long-term trend in annual precipitation, and aging infrastructure that lags natural population growth. Now with the refugee crisis, and the need to ration water in the north, there have been renewed efforts to invest in solutions.

According to the Response Plan to the Syria Crisis, there have been a number of successes achieved in mitigating this vulnerability, particularly in reinforcing water infrastructure for water transmission, sewer networks, improved access to water in schools, construction of new water networks, and the building of infrastructure and boreholes in refugee camps, and improved hygiene. The Ministry of Water and Irrigation conducts GIS analysis for the identification of vulnerable and underserved people and strategic planning in how to address those needs.

Although agriculture makes up less than 5% of GDP, it uses 50% of the water.¹⁴³

A significant component of the solution, therefore, is the use of treated wastewater for agriculture, to reserve potable water for human consumption.

An area that the IsDB has contributed to is in the promotion of clean energy, which has also been mainstreamed into Jordan's response plan to the Syrian crisis, distributing solar panels in camps, residences and schools.



LESSONS LEARNED AND BEST PRACTICE IN JORDAN

Understanding Resilience	Jordan has excelled in developing very robust strategic plans for resilience. This strategic planning is, in itself, important to Jordan's strategy as it enables productive engagement with the international donors it depends on.
Investing in Resilience	<p>Due to the refugee crisis, much investment has been done in camp management, the enhancement of infrastructure, and waste management.</p> <p>Due to water scarcity issues, exacerbated by refugees, there has been investment in water reclamation, catchments, and networks. This still remains a major challenge that Jordan will have to address over the long term.</p> <p>Due to high youth unemployment, a lack of natural resources, and increased austerity, there is need for continued investments in vocational training and microfinance. A very creative innovation to assist with this challenge was a trade agreement struck with the European Union that grants Jordan increased access to the EU markets in exchange for providing job permits to refugees, as a stimulus to the textiles and manufacturing sectors.</p>
Programming for Resilience	Jordan's economy is largely dependent on human capital, remittances, and international donors. As such, full employment is a difficult target to hit. Livelihoods programs for refugees, therefore, should equally benefit vulnerable Jordanians. This is an approach that many agencies are taking to ensure that they are not amplifying tensions between communities, and that their interventions are needs-based.

¹²² <https://data.worldbank.org/indicator/ag.lnd.arbl.zs?view=chart>

¹²³ <http://www.jordantimes.com/news/local/jordan-world%E2%80%99s-second-water-poorest-country>

¹²⁴ <http://www.jordantimes.com/news/local/public-debt-ratio-gdp-961-july>

¹²⁵ <http://www.jordantimes.com/news/local/population-stands-around-95-million-including-29-million-guests>

¹²⁶ <https://www.unrwa.org/where-we-work/jordan>

¹²⁷ <https://www.theguardian.com/world/2017/dec/13/can-jordan-get-a-million-syrians-into-work>

¹²⁸ https://www.mercycorps.org/sites/default/files/MercyCorps_TappedOut_JordanWaterReport_March204.pdf

¹²⁹ <https://data.worldbank.org/indicator/sp.pop.totl>

¹³⁰ <https://data.worldbank.org/indicator/SE.ADT.LITR.ZS>

¹³¹ https://www.unicef.org/infobycountry/jordan_statistics.html

¹³² <https://data.worldbank.org/indicator/SL.UEM.1524.ZS?>

¹³³ <http://ec.europa.eu/trade/policy/countries-and-regions/countries/jordan/>

¹³⁴ http://wanainstitute.org/sites/default/files/publications/Publication_SyrianRefugeeLabourJordan_English.pdf

¹³⁵ http://www.dos.gov.jo/dos_home_e/main/archive/Unemp/2018/Emp_Q3_2018.pdf

¹³⁶ <https://www.worldbank.org/en/news/press-release/2018/06/27/supporting-jordans-economic-growth-through-job-creation-and-social-safety-nets>

¹³⁷ https://www.ilo.org/beirut/media-centre/news/WCMS_645986/lang-en/index.htm

¹³⁸ <https://www.start.umd.edu/>

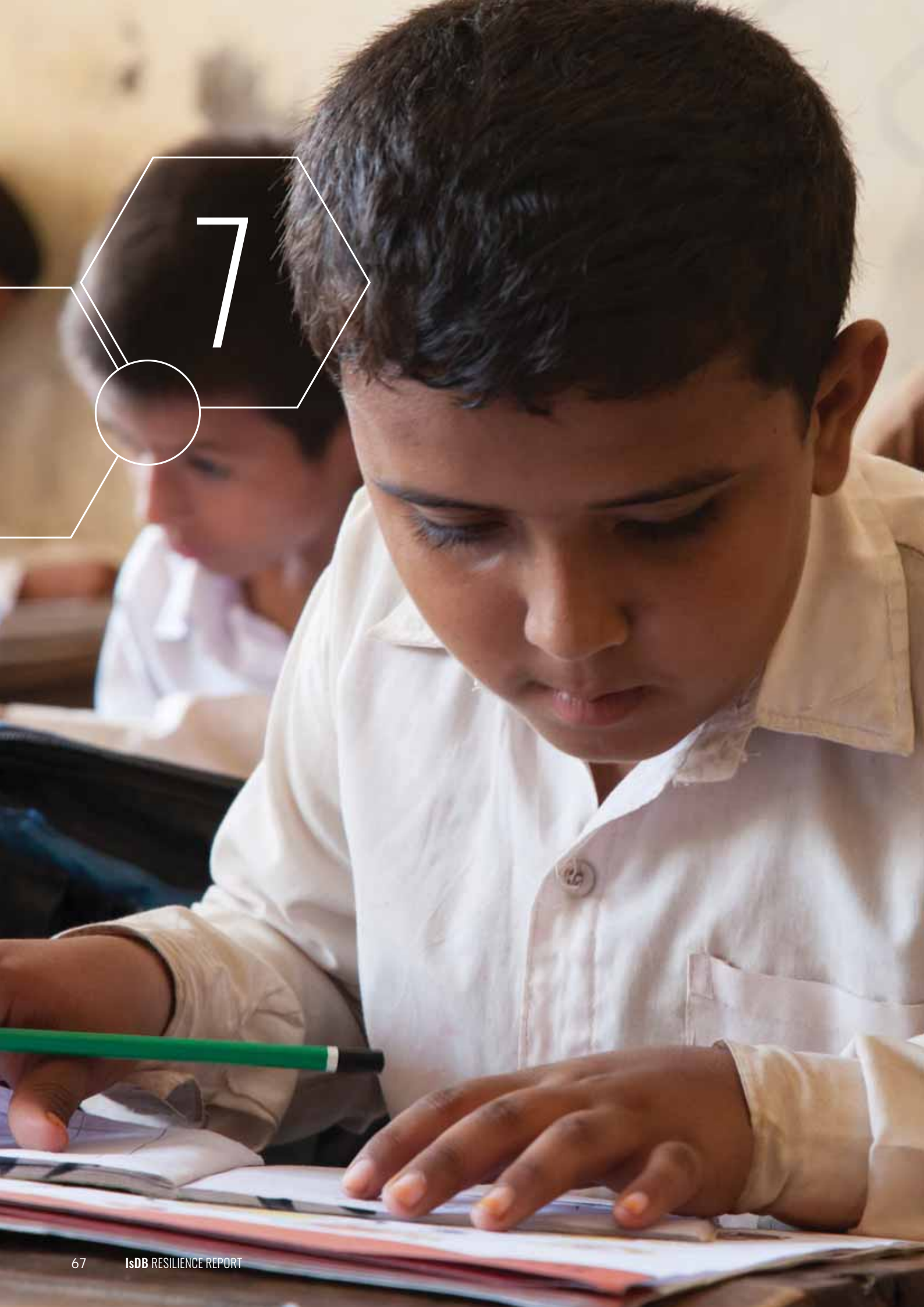
¹³⁹ <http://jordanembassyus.org/politics/national-resilience-plan>

¹⁴⁰ <http://www.jrpsc.org/>

¹⁴¹ <http://www.cco.gov.jo/en-us/>

¹⁴² <https://iec.jo/en>

¹⁴³ <https://www.usaid.gov/jordan/water-and-wastewater-infrastructure>



CASE STUDY 7

ISLAMIC REPUBLIC OF PAKISTAN

Pakistan is a large, complex country that defies simple classification and has developed systems and practices for resilience to a range of challenges.

LOCATED IN CENTRAL ASIA, PAKISTAN HAS A POPULATION OF ALMOST

200 MILLION

MAKING IT THE SIXTH MOST POPULOUS COUNTRY IN THE WORLD

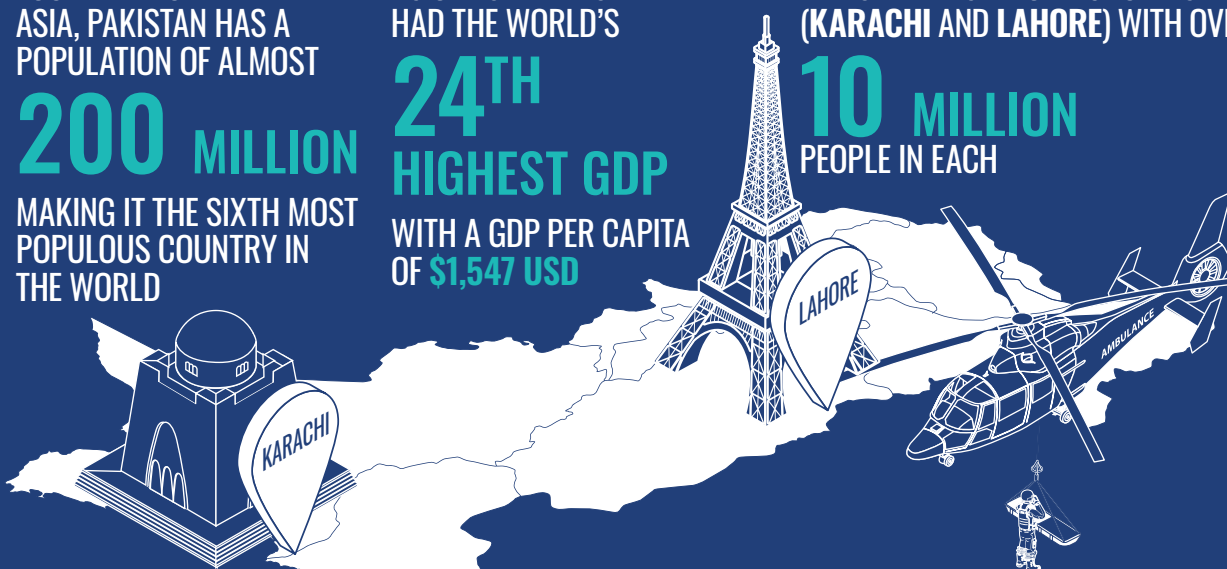
AS OF 2017 PAKISTAN HAD THE WORLD'S

24TH HIGHEST GDP

WITH A GDP PER CAPITA OF **\$1,547 USD**

PAKISTAN HAS TWO MEGACITIES (KARACHI AND LAHORE) WITH OVER

10 MILLION PEOPLE IN EACH



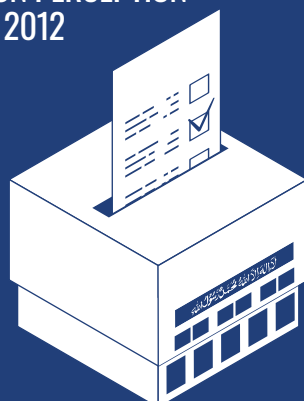
PAKISTAN'S LARGE POPULATION IS HIGHLY CULTURALLY AND LINGUISTICALLY DIVERSE WITH SIX MAJOR LANGUAGES:

PUNJABI, SINDHI, SARAIKI, PASHTO, URDU AND BALOCHI

TODAY, THE ISLAMIC REPUBLIC OF PAKISTAN IS A DEMOCRATIC PARLIAMENTARY FEDERAL REPUBLIC. IN THE LAST FIVE YEARS, PAKISTAN MADE SIGNIFICANT PROGRESS IN PERCEIVED CORRUPTION, IMPROVING FROM A RANK OF 40TH HIGHEST LEVEL CORRUPTION PERCEPTION IN THE WORLD IN 2012 TO 63RD IN 2018

63RD

40TH



PAKISTAN'S KEY VULNERABILITY IS ITS SUSCEPTIBILITY TO NATURAL DISASTERS, INCLUDING EARTHQUAKES, FLOODS, AND LONG-TERM WATER SCARCITY ISSUES.

IN 2005, AN EARTHQUAKE KILLED OVER

700,000

PEOPLE AND AFFECTED MORE THAN

5 MILLION

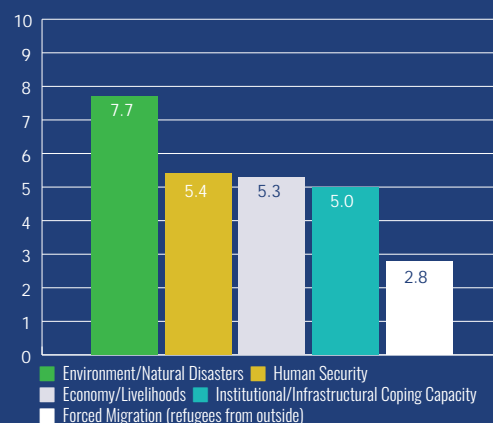
IN 2010, FLOODS KILLED OVER

1,600

PEOPLE AND AFFECTED AT LEAST

14 MILLION

PRESSURES BY DIMENSION



7

Pakistan has weathered a number of political and security challenges over the years. It continues to face rising environmental challenges that will need to be addressed before they become full-blown humanitarian issues. International development efforts are largely focused on education, livelihoods, and civil society, as well as energy, transportation, and health. More work should be done to support decentralized governance including capacity building at the local government level to ensure more responsive and dynamic leadership in the face of such challenges as natural disasters, as well as inclusiveness for social cohesion.

CASE STUDY 7

ISLAMIC REPUBLIC OF PAKISTAN

Pakistan is a large, complex country that defies simple classification and has developed systems and practices for resilience to a range of challenges.

Located in Central Asia, Pakistan has a population of almost 200 million,¹⁴⁴ making it the sixth most populous country in the world. Its large population is highly culturally and linguistically diverse with six major languages: Punjabi, Sindhi, Saraiki, Pashto, Urdu, and Balochi. Though in large part socially and culturally traditional, it has elected a woman (Benazir Bhutto) as Prime Minister twice, something many Western countries have never done, including the United States, Spain, The Netherlands, and Belgium (as of April 2019).

According to the World Bank, as of 2017 it had the world's 24th highest GDP (Purchasing Power Parity)¹⁴⁵ but lags in education with an adult literacy rate of 57% (compared to a world average of 86%).¹⁴⁶ Its GDP per capita in 2017 was \$1,547 USD. Most of the population (63.6%) is rural, compared a world average of 45.2%.¹⁴⁷ but it also contains two megacities (Karachi and Lahore) with over 10 million people each. Karachi, in fact, was the 12th largest city in the world as of 2016 (United Nations 2016).¹⁴⁸

Pakistan is geopolitically vital, as an economic and military powerhouse in the region with nuclear weapons, yet has ongoing challenges with communal, separatist, and ideological stresses.

Pakistan's key vulnerability is its susceptibility to natural disasters, including earthquakes, floods, and long-term water scarcity issues which can adversely affect the other dimensions. An important source of resilience in all these areas is family and kinship ties (sometimes called *Biraderi*).

Despite ongoing challenges – particularly in the economy, in recent years significant progress has been made across many dimensions, including disaster preparedness, reduction of corruption, community empowerment through decentralization, and an overall reduction in violence. Development efforts can build upon this progress to promote resilience over the longer term.

In 2005 an earthquake hit the Pakistan-administered areas of Kashmir and killed over 70,000 people and affected more than 5 million.¹⁴⁹ In 2010, floods killed over 1,600 and affected at least 14 million (BBC 2010).¹⁵⁰ In 2015, a heatwave in Karachi killed over 1,000 (BBC 2015).¹⁵¹

IN 2005 AN EARTHQUAKE HIT THE
PAKISTAN-ADMINISTERED AREAS OF
KASHMIR AND KILLED OVER
70,000
PEOPLE AND AFFECTED MORE THAN
5 MILLION

Given these risks, the government has prioritized the prevention of environmental disasters since the 1990s through the creation of the Pakistan Environment Protection Council and the National Conservation Strategy Report. Pakistan is part of several international environmental and climate agreements such as the Montreal Protocol, the United Nations Framework Convention on Climate Change (UNFCCC).

At the national level, the Natural Disaster Management Authority (NDMA) coordinates early warning and response to disasters, including through the leveraging of the National Disaster Management Fund (NDMF). This mechanism is also stepped down to the Provincial Disaster Management Authorities (PDMA) to ensure effective early warning and response at the sub-national level (Diya 2017).¹⁵²

Much progress has been made in recent years, not only in the area of response, but also preparedness. After the 2010 floods, the government of Pakistan set up a national disaster insurance framework, which was launched in 2017 to provide accessible insurance to low income Pakistanis (Daily Times 2017).¹⁵³

Additional work needs to be done, especially in community engagement and awareness for preparedness and response.

AS A CONTINUATION OF
A POSITIVE LONGER-TERM TREND,
ACCORDING TO THE PAK INSTITUTE
FOR PEACE STUDIES, THERE WAS A

29%

DECLINE IN EXTREMIST
ATTACKS IN 2018



HUMAN SECURITY – RESILIENCIES


As a continuation of a positive longer-term trend, according to the Pak Institute for Peace Studies (PIPS), there was a 29% decline in extremist attacks in 2018. According to Uppsala Conflict Data, violence between the government of Pakistan and groups in the north west provinces of Khyber Pakhtunkhwa and the Federally Administrative Tribal Areas have declined significantly since 2009, when over 6,000 people were killed. Other ongoing conflicts include bombings and clashes with Baloch nationalists, as well as Taliban activity in and around Karachi, Sindh Province.

Despite the reduction in violent extremism, various militant groups attempted to destabilize the elections in 2018 by targeting various candidates. In what was considered to be one of the deadliest suicide bombings in Pakistan's history, a reported 128 people were killed during an election rally of the Balochistan Awami Party (BAP) in the Mastung district, Balochistan (Human Rights Watch 2019).¹⁵⁴ A further 31 people were reportedly killed following an attack by members of ISIS on the day of the elections (Human Rights Watch 2019).¹⁵⁵

According to a perception report by Search for Common Ground, community leaders and media both play vital roles in promoting peace, with peace education being an important component in empowering peace actors in communities (Search for Common Ground 2013).¹⁵⁶ To that end, civil society networks such as Seeds of Peace, which was started by Gulalai Ismail, provides leadership and skills training for Pakistani youth (Bunting 2011).¹⁵⁷ The Human Rights Commission of Pakistan also plays an important role in establishing an enabling policy environment for coexistence and human security.¹⁵⁸

RESILIENCE	EXAMPLES
ABSORPTIVE CAPACITY	Ethnic and linguistic diversity, support from MDBs and the international community
ADAPTIVE CAPACITY	Use of new agricultural methods and water conservation
TRANSFORMATIVE CAPACITY	Decentralization and community empowerment

CASE STUDY 7



ISLAMIC REPUBLIC OF PAKISTAN

ECONOMY/LIVELIHOODS – RESILIENCIES

As most of the population lives in rural areas, agriculture is important to Pakistani livelihoods and makes up 24% of the GDP and half of the labor force according to the Pakistan Bureau of Statistics.¹⁵⁹ It is a net food exporter, however, according to the World Food Program, 60% of the population faces food insecurity, mainly due to poverty.¹⁶⁰

A 2012 report by the Secure Livelihoods Research Consortium, found that in areas where conflict has disrupted services, markets, and livelihoods, several coping strategies have been employed such as “migrating to the big cities of Pakistan, compromising on nutritious food intake, borrowing money, and seeking alternative (non-natural resource-based) livelihood strategies.” (Shahbaz 2012)¹⁶¹

Longer term resilience strategies for livelihoods in the agricultural sector include improved water resources management, and productivity enhancement especially considering the fact that Pakistan is likely to be among those most affected by climate change over the next century (Salam 2018).¹⁶² Although Pakistan has historically had an abundance of ground water and arable land, rainfall has been declining, and it could face water scarcity by 2025. With support from FAO, communities are beginning to adopt new techniques such as crop rotation and zero tillage, to prevent erosion.¹⁶³

INSTITUTIONAL/INFRASTRUCTURAL – RESILIENCIES

Following independence, the government has gone through several cycles of coups and democratic regimes. Today, the Islamic Republic of Pakistan is a democratic parliamentary federal republic. In the last five years, Pakistan made significant progress in perceived corruption, improving from a rank of 40th highest level corruption perception in the world in 2012 to 63rd in 2018 according to a survey conducted by Transparency International.¹⁶⁴

To promote more effective service delivery at the local level, the 18th amendment of the constitution was passed in 2010, which laid a foundation for decentralized governance. Quotas ensure that a percentage of seats in local government bodies are reserved for women, youth, non-Muslims, and peasants to promote inclusivity. Organizations such as the Rural Development Policy Institute (RDPI) are working with all stakeholders to build the public space and capacity for effective local governance in rural areas under that framework (Upali 2014).¹⁶⁵

PAKISTAN HOSTS OVER

1.4 MILLION

AFGHAN REFUGEES WHO FLED AFGHANISTAN DURING THE SOVIET-AFGHAN WAR THAT BEGAN IN THE LATE 1970s

FORCED MIGRATION – RESILIENCIES

Efforts have been made to promote social cohesion and integration between refugees and host communities, but this remains a work in progress. According to the United Nations Commission on Human Rights (UNHCR), Pakistan hosts over 1.4 million Afghan refugees who fled Afghanistan during the Soviet-Afghan war that began in the late 1970s.¹⁶⁶ To improve the humanitarian condition of the refugees and most vulnerable among the host communities, in 2019 the government of Pakistan committed to providing better health facilities and access in partnership with UNHCR (Pakistan Today 2019).¹⁶⁷ UNHCR also provides education services to Afghan refugees in Pakistan. Building social cohesion is a priority to avoid communal tension¹⁶⁸ and potential radicalization among those who could otherwise be marginalized, especially considering that refugees are often cited as a security threat by the Pakistani military.

The Ministry of States and Frontier Regions (SAFRON) has worked with GIZ to promote social cohesion through improved livelihoods and youth sports in the border regions of the country (GIZ 2017).¹⁶⁹

Furthering the effort of integration, Prime Minister Imran Khan, declared in 2018 that the government could go so far as to grant citizenship to refugees (Wilkinson 2018).¹⁷⁰ However, he was forced to slow down on the issue as it proved a controversial proposal (Barker 2018).¹⁷¹



LESSONS LEARNED AND BEST PRACTICE IN PAKISTAN

Understanding Resilience	Given the size of the country, both in terms of geography and population, many development successes that have been seen in Pakistan over the last few years have been made possible due to decentralization. When local leaders can access resources and make decisions, it allows for a more dynamic and responsive system. This is true in times of humanitarian crisis, such as natural disasters, or in livelihood strategies and programming.
Investing in Resilience	<p>Given the susceptibility of Pakistan to natural disasters, investment in humanitarian response, as well as preparedness is well targeted.</p> <p>Capacity building for local governments helps to enhance decision-making and local empowerment.</p> <p>Investment in social cohesion, especially areas affected by conflict</p> <p>Investment in infrastructure and services, especially in megacities like Karachi, where pressures have spiked due to displacement by flooding in 2010, or even during the heatwave in 2018 which killed dozens.</p> <p>Education outcomes in Pakistan are low, compared to other comparable countries. For that reason, the World Bank has provided loans to private schools. The IsDB has also conducted programs to enhance the capacity of community schools to better serve the poor.</p> <p>Given the water issues faced by Pakistan in the context of climate change, some agriculture programs support techniques to reduce water usage, while optimizing output and access to market. By including women as beneficiaries, households are able to become more resilient.</p>
Programming for Resilience	Kinship ties, or <i>Biraderi</i> , is an important principle of resilience in Pakistan for the most vulnerable. Programs, therefore, should be done in consultation with local leaders to ensure community buy-in.

¹⁴⁴ <http://www.pbscensus.gov.pk/>

¹⁴⁵ <https://data.worldbank.org/indicator/NY.GDP.MKTP.PP.CD>

¹⁴⁶ <https://data.worldbank.org/indicator/SE.ADT.LITR.ZS>

¹⁴⁷ <https://data.worldbank.org/indicator/SP.RUR.TOTL.ZS>

¹⁴⁸ http://www.un.org/en/development/desa/population/publications/pdf/urbanization/the_worlds_cities_in_2016_data_booklet.pdf

¹⁴⁹ https://www.emdat.be/emdat_db/

¹⁵⁰ <https://www.bbc.com/news/world-south-asia-10896849>

¹⁵¹ <https://www.bbc.com/news/world-asia-33358705>

¹⁵² <https://www.strauscenter.org/cepsa-research-briefs?download=649:disaster-preparedness-in-pakistan>

¹⁵³ <https://daillytimes.com.pk/30154/pakistan-launches-first-disaster-risk-insurance-framework/>

¹⁵⁴ <https://www.hrw.org/world-report/2019/country-chapters/pakistan#>

¹⁵⁵ <https://www.hrw.org/world-report/2019/country-chapters/pakistan#>

¹⁵⁶ <https://www.sfcg.org/wp-content/uploads/2014/03/Understanding-the-dynamics-of-conflict-and-peacebuilding-in-pakistan.pdf>

¹⁵⁷ <https://www.theguardian.com/global-development/poverty-matters/2011/may/16/pakistan-young-women-fight-prejudice>

¹⁵⁸ <http://hrccp-web.org/hrccpweb/>

¹⁵⁹ <http://www.pbs.gov.pk/content/agriculture-statistics>

¹⁶⁰ <https://www1.wfp.org/countries/pakistan>

¹⁶¹ [https://luskin.ucla.edu/sites/default/files/download-pdfs/Livelihoods%20basic%20services%20and%20social%20protection%20in%20north-western%20Pakistan%20\(1\).pdf](https://luskin.ucla.edu/sites/default/files/download-pdfs/Livelihoods%20basic%20services%20and%20social%20protection%20in%20north-western%20Pakistan%20(1).pdf)

¹⁶² <https://www.usatoday.com/story/news/world/2018/07/24/pakistan-one-worlds-leading-victims-global-warming/809509002/>

¹⁶³ <http://www.fao.org/resilience/multimedia/audio/audio-detail/en/c/1151616/>

¹⁶⁴ <https://www.transparency.org/>

¹⁶⁵ Upali, Pannilage. (2014). Community Governance Practices.

¹⁶⁶ <https://www.unhcr.org/pakistan.html>

¹⁶⁷ <https://www.pakistan-today.com.pk/2019/01/05/government-to-improve-health-services-for-afghan-refugees/>

¹⁶⁸ <https://www.unhcr.org/pakistan.html>

¹⁶⁹ <https://www.giz.de/en/worldwide/70708.html>

¹⁷⁰ <https://www.cnn.com/2018/09/18/asia/pakistan-afghan-refugees-khan-intl/index.html>

¹⁷¹ <https://www.theguardian.com/world/2018/sep/18/pakistan-imran-khan-afghan-begali-refugees-citizenship-passports>



CASE STUDY 8



IRAQ

Even as Iraq has faced many economic and security challenges over the years, the people of Iraq have developed systems, mechanisms and practices of resilience that can be built upon for the promotion of human wellbeing and development.

IRAQ HAS AN ESTIMATED POPULATION OF

38 MILLION

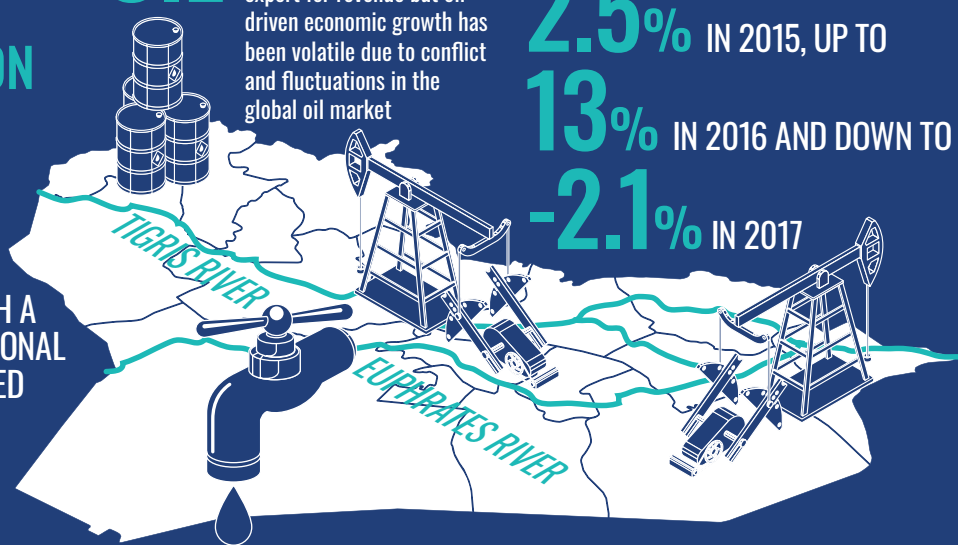
STARTING IN THE

1980s

IRAQ WENT THROUGH A SERIES OF INTERNATIONAL CONFLICTS, FOLLOWED BY ONGOING INSURGENCY AND CIVIL CONFLICT

OIL

Iraq is highly dependent on oil as a single commodity export for revenue but oil driven economic growth has been volatile due to conflict and fluctuations in the global oil market



GDP GROWTH IN IRAQ WENT FROM

2.5% IN 2015, UP TO **13%** IN 2016 AND DOWN TO **-2.1%** IN 2017

ACCESS TO BANKING AND FINANCE IS QUITE GOOD FOR LARGE BUSINESSES BUT ONLY

23%

OF THE POPULATION OVER THE AGE OF 15 REPORTED HAVING A BANK ACCOUNT

As a positive indicator, compared to other countries in the region, youth unemployment is relatively low in Iraq, at 16.9% in 2018. Still a focus on youth empowerment, especially among the most vulnerable will enhance resilience.

IN 2017

63%

OF THE POPULATION REPORTED BORROWING MONEY DURING THE YEAR. THIS IS ABOUT EQUAL TO IRELAND

While borrowing was mainly from family or friends, this dynamic suggests that there is enormous opportunity for expanding access to banking through Islamic finance, outreach, registration, documentation and microfinance initiatives for those left outside the system.

THE MAIN ENVIRONMENTAL RISK IS THE ISSUE OF

WATER

This is due to aging infrastructure and sharply reduced water levels in the Tigris and Euphrates Rivers flowing from Turkey and Syria. Water and sanitation facilities have also failed in many schools.

ACCORDING TO NRC OVER

277,000 CHILDREN

ARE AT RISK OF WATER-BORNE DISEASE

AT THE HEIGHT OF IRAQ'S CIVIL CONFLICT THERE WERE AS MANY AS

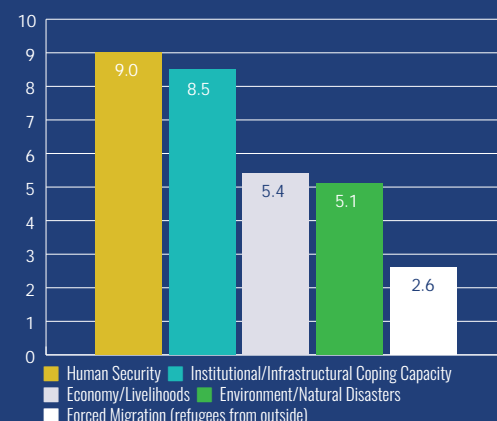
6 MILLION IDPs

NOW, DUE TO STABILIZATION,

4 MILLION

HAVE RETURNED TO THEIR COMMUNITIES BUT THE CHALLENGES OF REINTEGRATION AND RECONCILIATION ARE HUGE

PRESSURES BY DIMENSION



8

Iraq is finally recovering after a decade of civil war. It still has a long way to go in rebuilding a strong social contract and effective institutions. However, the human security situation is much improved, and the economy is getting back on track. International development efforts have largely focused on humanitarian relief and support of civil society. Much more should be invested in addressing the water crisis and supporting the agriculture sector. Key stakeholders who need to be engaged in the course of programs and projects include the tribal leaders, particularly regarding peacebuilding activities.

CASE STUDY 8

IRAQ

Mesopotamia, in modern-day Iraq, is known as the Cradle of Civilization, where the first system of writing was developed, and the first cities emerged. At the crossroads of historical Arabia, Persia, and the Levant, Iraq is ethnically and linguistically diverse with Arabic, Kurdish, Turkmen, Assyrian Neo-Aramaic, and many other minority languages spoken. It had a population of 38.3 million people as of 2017.¹⁷² It is blessed with natural resources, especially oil and gas, as well as phosphates and sulfur. Millions of farmers rely on the Tigris and Euphrates Rivers for their crops, though in the last 20 years water volume has reduced by 60% (Issa 2018).¹⁷³

Starting in the 1980s Iraq went through a series of international conflicts, followed by ongoing insurgency and civil conflict, especially in the northern governorates of Nineveh and Anbar on the border of Syria. However, in 2018 there was a significant reduction in violence and Baghdad is now the safest it has been in 15 years.

Even as Iraq has faced many economic and security challenges over the years, the people of Iraq have developed systems, mechanisms and practices of resilience that can be built upon for the promotion of human wellbeing and development.

HUMAN SECURITY – RESILIENCIES

Human security has improved significantly in the last couple of years. Baghdad is safer than it has been since before the U.S. invasion in 2003. Mosul is safer than it has been since it was taken over by ISIS in 2014. Now that the overall security situation is stabilizing, the consolidation of long-term human security is the purview of national and subnational actors in government as well as community leaders, civil society, and religious leaders. There is still much work to be done in social cohesion, personal security, and violence against women and girls. ISIS, though less active as a conventional insurgency, continues to conduct targeted assassinations particularly with a focus on public institutions.

Throughout the evolution of conflict in Iraq, mukhtars¹⁷⁴ have played an important role in protecting their communities from attack or infiltration. In recent years they have taken on additional responsibilities as the first line of defense against ISIS and have been targeted as a result (Al-Taie 2018).¹⁷⁵ These responsibilities can include the tallying of families, monitoring of strangers, validating property titles for returnees, and cooperating with the authorities for security.



There have also been efforts to protect women and girls. According to a survey conducted by the Government of Iraq and UNICEF, 37% of women believe that violence against women is acceptable. The security situation for women can be especially delicate for those who have been displaced and are therefore more vulnerable. UNPF and UNICEF are working to provide psychosocial support to victims and prevent child marriages (UNPF 2018).¹⁷⁶

For social cohesion, the Implementation and Follow Up National Reconciliation Committee (IFNRC) coordinated by the Office of the Prime Minister, promotes community-based peacebuilding efforts. With support and partnership from donors such as UNDP (UNDP 2017)¹⁷⁷ and USIP, and local implementers such as Sanad for Peacebuilding,¹⁷⁸ the IFNRC has been able to promote local peace committees, mediation, dialogue, and training.

INSTITUTIONAL/INFRASTRUCTURAL – RESILIENCIES

In a country recovering from a decade of civil war, the institutions are working to regain confidence among the general population, including banking institutions (see Economy/Livelihoods below).

Meanwhile, according to an analysis by Osama Gharizi and Haidar al-Ibrahimi of USIP, a critical element to governance in Iraq is the tribal structure (Gharizi 2018),¹⁷⁹ which is indispensable for the resolution of issues related to security arrangements, justice and accountability, and compensation to victims. Dialogue processes with tribal leaders have helped prevent revenge killings and assisted with the reintegration of IDPs. Now that the security situation has improved, there is an opportunity to begin addressing deep social and group-based grievances, through these vital platforms.

**DESPITE PROGRESS AT THE
MACROLEVEL, ABOUT
16%
OF THE IRAQI POPULATION
DEPENDS ON AGRICULTURE FOR
THEIR LIVELIHOOD**

**ACCORDING TO THE WORLD
BANK IN 2017 ONLY**

23%

**OF THE POPULATION OVER
THE AGE OF 15 REPORTED HAVING
A BANK ACCOUNT**

**AS A POSITIVE INDICATOR,
COMPARED TO OTHER COUNTRIES
IN THE REGION, YOUTH
UNEMPLOYMENT IS RELATIVELY
LOW IN IRAQ, AT**

16.9%

IN 2018

ECONOMY/LIVELIHOODS – RESILIENCIES

Iraq is highly dependent on oil as a single commodity export for revenue. Historically, the economic benefits of oil were unevenly distributed, but the agreement between Iraq and the Kurdistan region on oil exports has mitigated those sectarian pressures (BBC 2014).¹⁸⁰ Oil driven economic growth has been quite volatile in Iraq due to conflict and fluctuations in the global oil market. According to the World Bank, GDP growth in Iraq went from 2.5% in 2015 to 13% in 2016 and back down to -2.1% in 2017.¹⁸¹ Even when growth is high, however, it has a long way to go to catch up with its pre-conflict trajectory and population growth.

Despite progress at the macrolevel, about 16% of the Iraqi population depends on agriculture for their livelihoods according to the FAO (FAO 2016)¹⁸² and remain economically vulnerable, considering the destruction of infrastructure and water scarcity. To help promote resilience among rural Iraqis, organizations like NRC are helping to rehabilitate irrigation infrastructure, providing inputs for agrobusiness, and vocational training.

Access to banking and finance is quite good for large businesses, but according to the World Bank in 2017 only 23% of the population over the age of 15 reported having a bank account,¹⁸³ putting Iraq at a ranking of 11th out of 144 countries for the year and in the vicinity of low-income countries like Chad and Guinea.

RESILIENCE	EXAMPLES
ABSORPTIVE CAPACITY	Strong foundation of rich natural resources and informal finance system
ADAPTIVE CAPACITY	Role of tribal networks in supporting community members
TRANSFORMATIVE CAPACITY	Reconciliation efforts, constitutional reforms, and institution development

CASE STUDY 8



However, there is a vibrant informal credit system. The same World Bank study found that in 2017, 63% of the population reported borrowing money during the year, which is about equal to Ireland, mainly from family or friends. This dynamic suggests that there is enormous opportunity for expanding access to the banking system through Islamic finance, outreach, registration, documentation and microfinance initiatives for those left outside the system. But it also implies that there is more work to be done rebuilding confidence in Iraq's institutions among the general population.

As a positive indicator, compared to other countries in the region, youth unemployment is relatively low in Iraq, at 16.9% in 2018.¹⁸⁴ Still a focus on youth empowerment, especially among the most vulnerable will enhance resilience.

For the most vulnerable, organizations like the World Bank and NRC have implemented cash assistance programs to promote personal and community resilience. Because this population is generally unbanked, one method used to distribute these funds is the hawala system, again reinforcing the notion that Iraqis rely more on interpersonal trust than on the formal institutions. However, to promote sustainability in these interventions the cash assistance is being brought into alignment with the government's Public Distribution System for social welfare.

ENVIRONMENT/NATURAL DISASTERS – RESILIENCIES

Although historically there have been earthquakes near the border of Iran, which have affected Iraqi communities, the main environmental risk is the issue of water, due to aging infrastructure and sharply reduced water levels in the Tigris and Euphrates Rivers flowing from Turkey and Syria. In 2018 there were violent protests in Basra over the water crisis there (BBC 2018).¹⁸⁵ Thousands were hospitalized due to water poisoning (Aldroubi 2018).¹⁸⁶ Water and sanitation facilities have also failed in many schools and according to NRC over 277,000 children are at risk of water-borne disease (NRC 2018).¹⁸⁷ These issues have the potential to exacerbate conflict. Humanitarian organizations like NRC are helping to rehabilitate the water access, storage, and sanitation facilities in schools to mitigate these pressures. But more needs to be done at the national level to promote resilience over the longer term.

AS OF JANUARY 2019,
THERE WERE OVER

250,000

SYRIAN REFUGEES REGISTERED
IN IRAQ ESPECIALLY IN ERBIL,
DUHOK, AND SULAYMANIYAH

FORCED MIGRATION – RESILIENCIES

As of January 2019, there were over 250,000 Syrian refugees registered in Iraq, especially in Erbil, Duhok, and Sulaymaniyah.¹⁸⁸ Beyond those external refugees, however, at the height of Iraq's civil conflict there were as many as 6 million IDPs, which shifted and polarized the demographic distribution of the country. However, now, due to stabilization and reconstruction, 4 million have returned to their communities. The challenges of reintegration and reconciliation are huge. Communities find it difficult to accept returnees, out of fear that they may have had ISIS affiliation, including female-headed households who cannot prove the husband's cause of death. However, some tribal leaders are speaking out against guilt-by-association and collective punishment, saying that women and children should not be held responsible for what their husbands and fathers may or may not have done.

A related challenge is the fact that between 8-10% of IDPs lost critical documentation during their displacement which makes it difficult for them to register businesses and access services. Tribal leaders, mayors, and mukhtars have a formal role in the validating of property titles for returnees. Organizations like NRC are providing legal assistance to IDPs and working on issues of property rights in collaboration with local authorities to assist with reintegration and social cohesion.



LESSONS LEARNED AND BEST PRACTICE IN IRAQ

Understanding Resilience	Though Iraq is safer than it has been in a decade, there is still little in the way of a national social contract or trust in national institutions, including the banking system.
Investing in Resilience	<p>Continued work on social cohesion should be a priority, as trust is being rebuilt between and among communities. This includes dialogues, mutually beneficial trade, and integration through schools, and social/cultural events. Religious leaders have an important role to play in this regard.</p> <p>Given the rising urgency of water scarcity, investment in the water system is a priority.</p> <p>Education is a good entry point for a range of positive development outcomes, including income potential, but also social cohesion, and psychosocial benefits for those who have been traumatized. Teachers should be trained, and curricula should be structured to that end. Other activities such as peace clubs and sporting events can help rebuild Iraqi society, starting with the youth.</p> <p>Though oil and gas play an outsized role in the economy, agriculture is critical for livelihoods among the most vulnerable in Iraq. Rehabilitating irrigation infrastructure, providing inputs to agrobusiness and vocational training has been shown to be successful.</p> <p>Given the lack of trust in the banking system, one approach to improving access to finance may be increased support to Islamic finance institutions.</p>
Programming for Resilience	Consultation, partnerships, and local ownership is key, especially in an environment where social capital is kinship-based, and there remains little connection between communities and institutions.

¹⁷² <https://data.worldbank.org/indicator/sp.pop.totl>

¹⁷³ <https://apnews.com/e8dd25810e794480832c03536cdca246>

¹⁷⁴ Village head

¹⁷⁵ http://divaruna.com/en_GB/articles/cnmi/di/features/2018/12/12/feature-05

¹⁷⁶ <https://reliefweb.int/report/iraq/joint-statement-call-put-end-violence-against-women-and-girls-iraq-enar>

¹⁷⁷ <https://reliefweb.int/report/iraq/iraqi-government-and-undp-sign-flagship-agreement-promote-reconciliation-community-level>

¹⁷⁸ <http://sanad-iq.org/>

¹⁷⁹ <https://warontherocks.com/2018/01/baghdad-must-seize-chance-work-iraqs-tribes/>

¹⁸⁰ <https://www.bbc.com/news/world-middle-east-30289955>

¹⁸¹ <https://data.worldbank.org/indicator/nv.gdp.mktp.kd.zg>

¹⁸² http://www.fao.org/fileadmin/user_upload/FAO-countries/Iraq/ToR/FAO_Assessment1.pdf

¹⁸³ <https://globalfindex.worldbank.org/>

¹⁸⁴ <https://data.worldbank.org/indicator/SL.UEM.1524.ZS?locations=IQ>

¹⁸⁵ <https://www.bbc.com/news/av/world-middle-east-45626170/water-shortages-fuel-ongoing-protests-in-basra-iraq>

¹⁸⁶ <https://www.thenational.ae/world/mena/basra-hospitals-overwhelmed-as-water-poisoning-cases-near-100-000-1.773822>

¹⁸⁷ <https://www.nrc.no/news/2018/october/iraq-basras-children-face-disease-outbreak-in-rundown-schools/>

¹⁸⁸ <https://data2.unhcr.org/en/documents/download/67837>



9

CASE STUDY 9

PALESTINE



Despite decades of displacement, occupation, and blockades, Palestinians have survived as communities and as a nation.

PALESTINE HAS AN ESTIMATED POPULATION OF

4.8 MILLION

1.9 MILLION

LIVING IN GAZA ARE FACING A SEVERE WATER CRISIS, HIGH POPULATION DENSITY (5,000 PER SQUARE KM),

42%

UNEMPLOYMENT, POWER OUTAGES AND NO ACCESS TO ARABLE LAND AND FISHING. THE

2.8 MILLION

LIVING IN THE WEST BANK ALSO FACE HIGH UNEMPLOYMENT AT

18%

THE MOST PRESSING ENVIRONMENTAL PRESSURE IS THE ISSUE OF

WATER SCARCITY

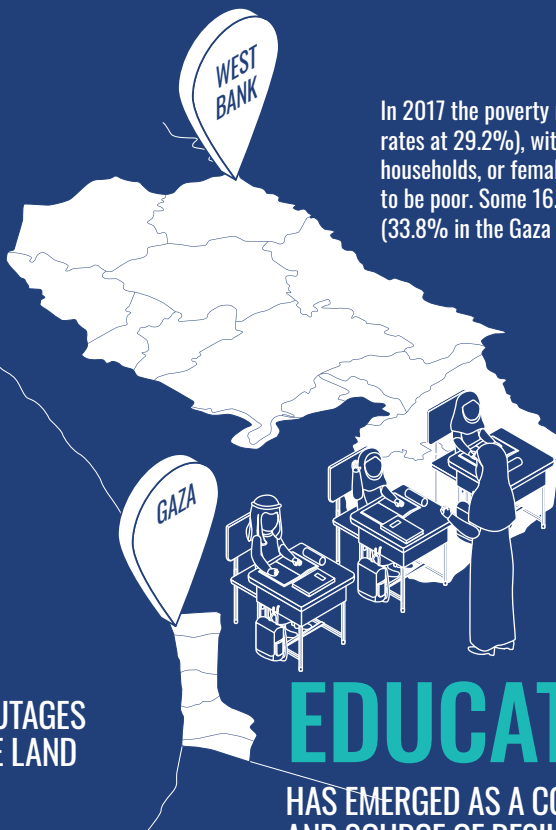
PARTICULARLY IN GAZA, WHERE

97%

OF THE WELLS ARE UNDRINKABLE AND ONLY

1%

HAVE ACCESS TO AN IMPROVED SOURCE OF DRINKING WATER



In 2017 the poverty rates in Gaza rose to 53% (overall rates at 29.2%), with individuals living in camps, large households, or female-headed households more likely to be poor. Some 16.8% suffered from deep poverty (33.8% in the Gaza Strip).

IN 2018, THE OVERALL POVERTY RATES FOR PALESTINIANS LIVING IN GAZA AND THE WESTBANK IS AT ABOUT

21%

EDUCATION

HAS EMERGED AS A CORE PALESTINIAN VALUE AND SOURCE OF RESILIENCE

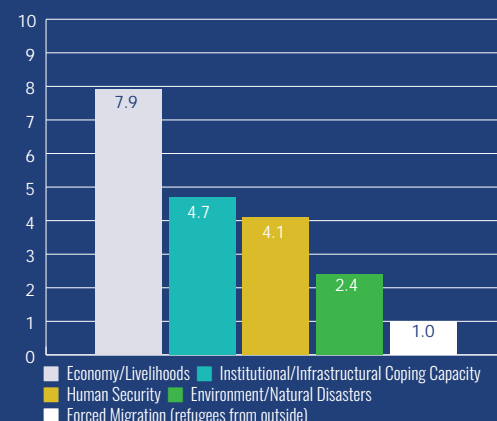
PALESTINIAN WOMEN ARE AMONG THE MOST EDUCATED IN THE REGION; FOR ADULT FEMALES THE LITERACY RATE IS AN IMPRESSIVE

95.2%

Secondary school enrolment is actually higher for girls than for boys, which has strengthened female integration into social, political, and economic structures.



PRESSURES BY DIMENSION



Palestine faces a unique set of challenges, as a country facing occupation, blockades, and a lack of full sovereignty. Any aspect of development, whether that be water and sanitation, property rights and building permits, or international trade, is very complicated as a result. One area where Palestine has been able to be extremely successful is in the education sector. Palestinians, including and especially women, are among the most highly educated in the wider region. This is an important source of resilience, in terms of remittances and advocacy. International development efforts have included health, water, roads, access to finance, working with the Palestinian Authority to develop institutional capacity. Neighbors have also welcomed Palestinian refugees which has been an important source of resilience in a difficult situation.

CASE STUDY 9

PALESTINE

Despite decades of displacement, occupation, and blockades, Palestinians have survived as communities and as a nation, through the solidarity of neighbors, the support of the international community, a highly educated and entrepreneurial population, and a vast diaspora committed to rendering remittances and advocacy for the human and social development of the Palestinian state.

However, according to the Norwegian Refugee Council the 1.9 million living in Gaza are facing a severe water crisis, causing disease and stunting, high population density (5,000 per square km), 42% unemployment, power outages, and no access to arable land and fishing (NRC 2018).¹⁸⁹ The 2.8 million living in the West Bank also face high unemployment (18%) and the overall poverty rate for Palestinians living in Gaza and the West Bank is at around 21% according to the World Bank (World Bank 2018).¹⁹⁰

ECONOMY/LIVELIHOODS – RESILIENCIES

The economic situation in Palestine is very difficult, a challenge exacerbated by restrictions to goods, movement, construction, and development, especially due to occupation. Meanwhile donor support has declined and according to the World Bank there has been a sharp worsening of humanitarian conditions in Gaza as of 2018 (World Bank 2018).¹⁹¹ The Palestinian Central Bureau of Statistics (PCBS) reports that in 2017 the poverty rates in Gaza rose to 53% (overall rates at 29.2%), with individuals living in camps, large households, or female-headed households more likely to be poor. Some 16.8% suffered from deep poverty (33.8% in the Gaza Strip) (PCBS 2018).¹⁹² According to WFP a third of the population in 2018 was food insecure (over half in Gaza).¹⁹³ According to the World Bank, while overall poverty in the world¹⁹⁴ has declined over 14% from 60.4% in 2005 to 46% in 2015, during that same time period in Palestine, poverty has not improved,¹⁹⁵ reinforcing the Commission on State Fragility, Growth, and Development's findings in Escaping the Fragility Trap, that despite great achievement in poverty reduction worldwide, there are some countries that remain "stuck" (Collier 2018).¹⁹⁶

In this context, education has emerged as a core Palestinian value and source of resilience. In places like East Jerusalem, however, access to quality education for Palestinian children is hindered by poor infrastructure, overcrowding, and limited reach of the Palestinian Ministry of Education to support the schools. The situation is also complicated by the presence of contradictory and multiple overarching reporting mechanisms, due to occupation, depending on funding sources and type of school.



PALESTINE HAS A UNIQUE SET OF CHALLENGES. DESPITE PRACTICAL AND ADMINISTRATIVE CHALLENGES, PALESTINE HAS ACHIEVED AN ADULT LITERACY RATE OF

96.9%

COMPARED TO AN AVERAGE OF

74.2%

IN THE ARAB WORLD

Despite these practical and administrative challenges, Palestine has achieved an adult literacy rate of 96.9%, compared to an average of 74.2% in the Arab world.¹⁹⁷ Palestinian women are among the most educated in the region; for adult females the literacy rate is an impressive 95.2%.¹⁹⁸ Secondary school enrolment is actually higher for girls than for boys,¹⁹⁹ which has strengthened female integration into social, political, and economic structures.

Even with high rates of education, jobs are not readily available, especially in Gaza where the unemployment rate is at 44% (World Bank 2018).²⁰⁰ To address these issues, the Palestinian Ministry of Education and Higher Education and the Ministry of Labor have committed to improving the Technical and Vocational Education and Training sector (European Training Foundation 2014)²⁰¹ to fill the gap.

In the meantime, another source of economic resilience is a strong social network with the vast Palestinian diaspora (about half of the Palestinian population lives abroad) who send remittances as a way of supporting their friends and family back home. At 14.8% of GDP, remittances make up a larger share of the economy than in the majority of countries worldwide (16th highest).²⁰² NGOs, IGOs, and Waqf also play a very important role, although donor funding levels can get caught up in the political negotiations, and rise or fall based on how discussions may be going at the highest levels, irrespective of the humanitarian situation on the ground.

IN 2017 THE POVERTY RATES IN GAZA ROSE TO

53%

WITH INDIVIDUALS LIVING IN CAMPS, LARGE HOUSEHOLDS, OR FEMALE-HEADED HOUSEHOLDS MORE LIKELY TO BE POOR

INSTITUTIONAL/INFRASTRUCTURAL - RESILIENCIES

Contradictory, overlapping, and competing governance structures due to occupation complicate everything from service delivery to security, economic development, property rights, and social cohesion. In this context, the local governments are critical stakeholders within the Palestinian Authority. Highlighting this fact is a 2017 World Bank report, which found that over 75% of Palestinians believe that voting in municipal elections has a positive impact on service delivery; this despite the finding that fewer than 67% had access to paved roads and only 1% in Gaza had access to an improved source of drinking water (World Bank 2017).²⁰³

However, according to a 2016-2017 Arab Barometer survey of 1,200 Palestinians, only 41.4% reported trust (a lot or a great deal) in the courts/legal system, and 45.9% had trust in the police.²⁰⁴ Fewer had trust in the religious leaders, elected parliament, or political parties.

In this context, when it comes to construction disputes, for instance, court litigation is rarely sought. In the vast majority of cases, issues are resolved by negotiation or mediation through customary law or informal networks (Besaiso 2016).²⁰⁵ Family and tribal structures are critical in the maintenance of peace in the community (Mari 2016).²⁰⁶ Although the administrative aspects of governance are challenging for the reasons described above, the national Palestinian identity is very strong, reinforced by symbols and artists, and a shared sense of purpose, which binds people together and promotes social cohesion.

RESILIENCE	EXAMPLES
ABSORPTIVE CAPACITY	Humanitarian support from neighbors, strong family ties
ADAPTIVE CAPACITY	Education, remittances
TRANSFORMATIVE CAPACITY	Institution building

CASE STUDY 9



PALESTINE

HUMAN SECURITY - RESILIENCIES

In general, violent crime in Palestine is quite low with an intentional homicide rate of 0.7 per 100,000 people (compared to 5.4 in the United States).²⁰⁷ According to UN Women, 29% of married women in the West Bank and 51% in the Gaza Strip have experienced domestic violence (compared to global estimates by WHO that 35% of women worldwide have experienced sexual violence or intimate partner violence²⁰⁸ in the course of their lives).²⁰⁹ To help improve human rights for women in 2018 the Palestinian Authority repealed a law that would allow rapists to avoid prison by marrying their victims (Human Rights Watch 2018).²¹⁰

Law and order are enforced by the Palestinian Authority Security Forces (PASF). There are, however, recurrent incidents of conflict between settlers and Palestinians, and often involving security forces.

ENVIRONMENT/NATURAL DISASTERS - RESILIENCIES

The most pressing environmental pressure in Palestine is the issue of water scarcity, particularly in Gaza, where 97% of the wells are undrinkable (Tolan 2018)²¹¹ and only 1% have access to an improved source of drinking water. Some humanitarian groups have estimated that Gaza is on the verge of becoming uninhabitable unless the crisis is solved very soon, with the facilitation of additional electricity, equipment, and supplies into Gaza for water treatment (Lazaro 2019).²¹² In the meantime, people ration, and suffer the effects of disease and stunting.

**THE MOST PRESSING
ENVIRONMENTAL PRESSURE
IN PALESTINE IS THE ISSUE
OF WATER SCARCITY,
PARTICULARLY IN GAZA, WHERE**

97%

OF THE WELLS ARE UNDRINKABLE

**PALESTINIAN WOMEN ARE AMONG
THE MOST EDUCATED IN THE REGION;
FOR ADULT FEMALES THE LITERACY
RATE IS AN IMPRESSIVE**

95.2%

FORCED MIGRATION – RESILIENCIES

As with many of the other dimensions described here, challenges and solutions are closely linked to the criticality of peace and justice as a prerequisite to human, economic, and social development. The index score for this dimension captures refugee pressures coming from external sources. However, in the case of Palestine, the displacement pressures, which are enormous, are primarily due to Palestinians being displaced by conflict. There are now as many as 2.9 million refugees eligible to receive UNRWA services who live abroad, compared to the 4.7 million people who live in the West Bank and Gaza.²¹³

Thousands are also displaced within Palestine. According to OCHA, displacement within the West Bank is mainly related to settlements, demolitions, and difficulty accessing building permits. In Gaza, people are displaced due to the destruction of their homes.²¹⁴ Despite these challenges, resiliencies include remittances and high education especially among women. But beyond that, the Palestinian Authority has also taken great strides in capacity building and professionalization of the various ministries, and not least a robust Palestine Central Bureau of Statistics, which is important for effective policy and advocacy.

To promote property rights, the Palestinian Authority, with support from donors such as the World Bank, is working to reform land administration so that more land titles can be issued, and property registered.



LESSONS LEARNED AND BEST PRACTICE IN PALESTINE

Understanding Resilience

While every situation is unique, development in Palestine is especially complex due to occupation, restrictions, and blockades, overlapping and conflicting jurisdictions, etc.

In the context described above, it is especially important that Palestine has invested so much in education, as well as its Central Bureau of Statistics. Having a comprehensive and scientifically compiled clearing house for official information, and a civil service that can manage that information, informs effective strategies for prioritization and design of programs, projects, and activities.

Investing in Resilience

Given the economic challenges in Palestine, effective investments include the support of productive sectors such as agricultural, industry, and IT.

Building affordable housing units in Gaza, West Bank, and Jerusalem.

As education is not only a success for Palestine but a resilience strategy in its own right, there is the need for continued support of quality education through capacity building, building of schools and colleges, and support for vocational training.

Given the severity of the water crisis in Palestine, there is a need to rehabilitate and reconstruct water and sanitation/sewage networks in the West Bank and Gaza; water desalination plant in Gaza; Gaza also needs increased capacity in its power plant.

Programming for Resilience

Donor funding has reduced in Palestine in recent years. This will require additional commitment from MDBs such as the IsDB to fill the gap. As mentioned in the other case studies, this should be done through local partners to ensure local ownership, relevance, and effectiveness.

¹⁸⁹ <https://www.nrc.no/news/2018/april/gaza-the-worlds-largest-open-air-prison/>

¹⁹⁰ <https://www.worldbank.org/en/country/westbankandgaza/publication/economic-outlook-april-2018>

¹⁹¹ <http://www.worldbank.org/en/country/westbankandgaza/overview>

¹⁹² <http://www.pcbs.gov.ps/Downloads/book2368.pdf>

¹⁹³ <https://www1.wfp.org/countries/state-palestine>

¹⁹⁴ Headcount ratio at \$5.50 per day – 2011 PPP

¹⁹⁵ <https://data.worldbank.org/indicator/SI.POV.UMIC>

¹⁹⁶ <https://www.theigc.org/wp-content/uploads/2018/04/Escaping-the-fragility-trap.pdf>

¹⁹⁷ <https://data.worldbank.org/indicator/SE.ADT.LITR.FE.ZS?locations=PS>

¹⁹⁸ <https://data.worldbank.org/indicator/SE.ADT.LITR.FE.ZS?locations=PS>

¹⁹⁹ <https://data.worldbank.org/indicator/SE.SEC.ENRR.MA?locations=PS>

²⁰⁰ <https://www.worldbank.org/en/country/westbankandgaza/publication/economic-outlook-april-2018>

²⁰¹ https://www.etf.europa.eu/sites/default/files/m/C8BB22EF48079D99C1257D93005CD04E_Palestine_mapping%20VET%20governance.pdf

²⁰² <https://data.worldbank.org/indicator/BX.TRF.PWKR.DT.GD.ZS>

²⁰³ World Bank. The Performance of Palestinian Local Governments: An Assessment of Service Delivery Outcomes and Performance Drivers in the West Bank and Gaza. June 2017.

²⁰⁴ <http://www.arabbarameter.org/survey-data/data-downloads/>

²⁰⁵ Besaiso, Haytham, Peter Fenn and Margaret Emsley, Alternative Dispute Resolution in Palestine: The Myth and Dilemma of Construction Mediation. International Journal of Law in the Built Environment 8(3):269-286 · October 2016.

²⁰⁶ <http://thisweekinpalestine.com/role-palestinian-families-conflict-resolution/>

²⁰⁷ <https://data.worldbank.org/indicator/VC.IHR.PSRC.P5>

²⁰⁸ <http://palestine.unwomen.org/en/what-we-do/ending-violence-against-women/facts-and-figures>

²⁰⁹ <https://www.who.int/news-room/fact-sheets/detail/violence-against-women>

²¹⁰ <https://www.hrw.org/news/2018/05/10/palestine-marry-your-rapist-law-repealed>

²¹¹ <https://www.pri.org/stories/2018-11-13/gazas-water-crisis-ticking-time-bomb>

²¹² <https://www.pbs.org/newshour/show/water-crisis-may-make-gaza-strip-uninhabitable-by-2020>

²¹³ <https://data.worldbank.org/indicator/SP.POP.TOTL>

²¹⁴ <https://www.ochaopt.org/theme/displacement>

POLICY IMPLICATION AND OPTIONS TO BUILD RESILIENCE

Across all nine case studies, a recurrent and persistent finding is that for resilience programming in fragile contexts, first and foremost, there must be local ownership by the beneficiaries themselves. In cases where the linkages between communities and institutions may be tenuous, decisions are made and agreements are brokered, on the basis of kinship or hard-earned trust. Without that foundation, the greatest good that can be achieved is transactional or temporary. But if the local partner has convening power and the consultation is thorough, then the program will have buy-in, and will therefore have traction to succeed.

Resilience is “the ability of households, communities, and nations to absorb and recover from shocks, whilst positively adapting and transforming their structures and means of living in the face of long-term stresses, change and uncertainty.”²¹⁵ As such, it goes beyond the mere mitigation of pressure to include local systems that function independent of external support. Therefore, by definition, resilience programming by humanitarian and development actors needs to be facilitative of those local systems. To the extent that it undermines those systems, it fails.

Conventional development approaches have been wildly successful in countries that are not in fragile situations. But in cases of fragility, a new approach is needed. And that approach is resilience programming.

That means that everything that is done, whether managing a refugee camp, or constructing a power plant, needs to build upon existing social capital and market systems, even if it takes longer and success is more difficult to measure.

Understanding the local systems of resilience must come first. This includes constraints, linkages, spheres of influence, and leverage points. Only then can the *what* of specific investments be chosen. If the formal and informal mechanisms are well understood, and the key sectors and projects wisely selected then the *how* of programming comes into play.

If all three are done right – 1) Understanding Resilience, 2) Investing in Resilience, and 3) Programming for Resilience, then the vicious cycle of poverty and disaster can be broken.

In a resilient system, all stakeholders contribute and benefit. A resilient system is not extractive of social capital; it is regenerative. Programs, therefore, must empower women, men, youth, children, minorities, and the disabled. To that end, it must also address the economic and environmental context in which they live.

The nine case studies conducted during this study highlighted several common themes.

1

First was the importance of empowering youth to contribute constructively to society. In countries with a large youth bulge, with economies that cannot accommodate them into the workforce, then a large segment of the population is left idle and restive. In some cases, under certain conditions, this translates into social unrest. Youth empowerment, therefore, means more than just education. It means market-driven vocational training, microfinance, entrepreneurship, access to markets for microenterprises, and cooperatives and business associations so that they can compete. In some cases, governments can negotiate favorable trade agreements that can help to stimulate key sectors.

2

A second, related theme that emerged in the case studies, was the power of education as a tool for social cohesion in situations of conflict or potential conflict, and psychosocial benefits for those who may have been traumatized by war. Turkey has used this strategy to great effect, by opening up the public school system to Syrians and investing heavily in language acquisition and social integration. At a much smaller scale, this was also done in Nigeria by a single community to support and integrate IDPs fleeing Boko Haram. In either case, they recognized that unless the children of those who had been forcibly displaced were included, that they may be set adrift, and eventually become desperate. Beyond mitigation, however, children are also an excellent entry-point for better and more healthy relations among families and communities. They, themselves, are not yet burdened by prejudice and can therefore bring their parents together.

3

A third theme that cut across the case studies was the criticality of empowering women in situations of fragility. In a crisis situation like Syria, where millions are displaced and disconnected, women must generate income one way or another. They must also be protected from assault and predation. This may mean microfinance or permits for home-based businesses, as implemented in Jordan for Syrian refugees. But again, beyond mitigation, it also means including women as decision makers and leaders because they bring vital perspectives and insight to issues of public concern. Women, therefore, must be included at every phase of each program, project, or activity if it is to truly enhance community and social resilience.

4

A fourth theme was water. Water is the lifeblood of society. Access to plentiful and renewable water means physical health and economic sustainability through agriculture, and food security. The lack of it means poverty, migration, and associated social stress which can lead to conflict. In Nigeria, uneven patterns of rainfall have contributed to farmer/herder conflict. In Syria drought led to rural/urban migration and the breakdown of the agriculture systems. In Somalia it has led to cycles of recurrent devastation, killing hundreds of thousands over the last twenty years. Pakistan is anticipated to be among the most affected by climate change in the medium term. In Jordan, a situation of water scarcity was much exacerbated by a large influx of refugees. In Iraq, a sharp reduction in the flow of the Tigris and Euphrates rivers, combined with aging infrastructure, has led to severe issues of water-borne disease. In Palestine, the water crisis threatens to render Gaza uninhabitable in a few short years. Addressing this challenge means everything from dredging rivers, to rehabilitating river banks and irrigation systems, digging boreholes, building catchments, and adding water distribution networks. It also means negotiating water agreements with neighboring countries, who share a common water basin. It may mean water desalination or water reclamation plants, as well as the electricity needed to run those operations.

5

A fifth theme was the necessity of disaster preparedness and disaster management. While countries like Pakistan, Turkey, and Indonesia, have all done remarkable work on national policies, infrastructure, building codes, insurance schemes, agencies, mechanisms, and strategies, there is still the need for continued capacity building at the local level for response. Across all IsDB MCs the number of natural disaster-related fatalities has increased steadily over the last several years. And with climate change, there is the possibility that that trend may continue. With rural-urban migration and increased population density, there is the possibility that more people may be affected.

6

A sixth theme was the issue of regional spillover effects. Competition over shared water basins, forced migration, and boundary disputes, can combine to create complex

systems of conflict and human insecurity such as the situation in the Lake Chad basin, or in the Middle East. In this context, resilience programming can have a positive effect downstream or upstream. A more enabling environment for peaceable livelihoods in north eastern Nigeria can also help the situation in Chad, Niger, or Cameroon. While being hyper-local is a good practice for community resilience programming, the bigger picture must not be lost. A regional strategy is also necessary. Beyond mitigation, a focus on cultivating cross-border trade and regional integration, including the important role of regional bodies such as ECOWAS or IGAD can promote a regional dynamic that is truly *positive sum*, which is the definition of resilience.

At the end of the day, this means investing in all the things that MDBs typically invest in: value chains, school, power plants, and roads. But the difference is not in the what but the how and the why. Value chains, schools, power plants, and roads can be built in a way that is zero-sum (where there are winners and losers), or it can be done in a way that empowers women, youth, men, children, minorities, and the disabled. In fragile environments, this is particularly vital because an imbalance of winners and losers can quickly spiral.

On the other hand, if a careful resilience analysis is done, and programs are designed in such a way as to work with and through the local platforms and mechanisms (perhaps involving tribal leaders or religious leaders, in partnership with the relevant government ministry, or NGOs, or the diaspora community) then investments can break the cycle of poverty and disaster.

This is important for local ownership and effectiveness but also because the local context may be different in one place than another or changing rapidly due to shifting dynamics on the ground and these local platforms have visibility on market realities, power brokers, priorities, and needs. They also understand which combination of stakeholders have decision-making power and how to leverage social capital in cases where other forms of capital and capacity may be lacking.

Well beyond the question of technical skills or institutional capacity, it is this ability to leverage social, human, and moral capital, that will make the difference in the global challenge to promote resilience and to reach the next level of success in poverty reduction for countries in fragile situations.

²¹⁵ <http://www.oecd.org/development/conflict-fragility-resilience/risk-resilience/>

SYNTHESIS AND RECOMMENDATIONS

Resilience is not the absence of pressure or vulnerability. It is the presence of systems, practices, and mechanisms to manage those challenges. Each country has a different configuration of evolving networks and systems that should be leveraged and enhanced by humanitarian and development programs. Some may be more oriented around community elders and the private sector. Others may be more centered on government and international development agencies. In some countries, the diaspora community may be an essential player. In others, religious leaders may have the highest level of centrality.

Having reviewed nine case studies from different parts of the world, facing a range of challenges, and drawing on some of the insights from experts in the emerging field of resilience programming, a number of recommendations present themselves.

UNDERSTANDING RESILIENCE:

- **Statistics.** Inasmuch as any investment or intervention relies on a strong baseline assessment, scoping, and monitoring and evaluation framework, reliable government statistics are a prerequisite for targeted and effective resilience programming. In addition to government statistics such as the national bureau of statistics in each MC, an aggregation of data into a model such as a resilience index, that takes into consideration the different context of IsDB MCs would also have strong added value.
- **Early warning systems tracking risk of natural disasters in real time.** One of the success stories has been the priority that has been placed on early warning and situational awareness. While the platforms and technology have been much improved, there is additional work to be done socializing these tools at the local level and linking them with response plans. However, a deep understanding of the shifting patterns of risk will enable countries to increase awareness and preparedness.
- **National and subnational strategic plans for disaster risk management.** Situational awareness is integrated into the national and sub-national strategic plans for disaster risk management. These plans lay a foundation for response. Donor partners should ensure that their investments are keyed into these strategic plans to ensure synergy and effectiveness.

A common language approach for joint analysis and strategic planning and analysis among all MDBs with common member countries will allow each institution to play to their respective strengths and fill gaps in the common mission of promoting resilience.

West Africa has perhaps the most robust network of early warning and response systems anywhere in the world.

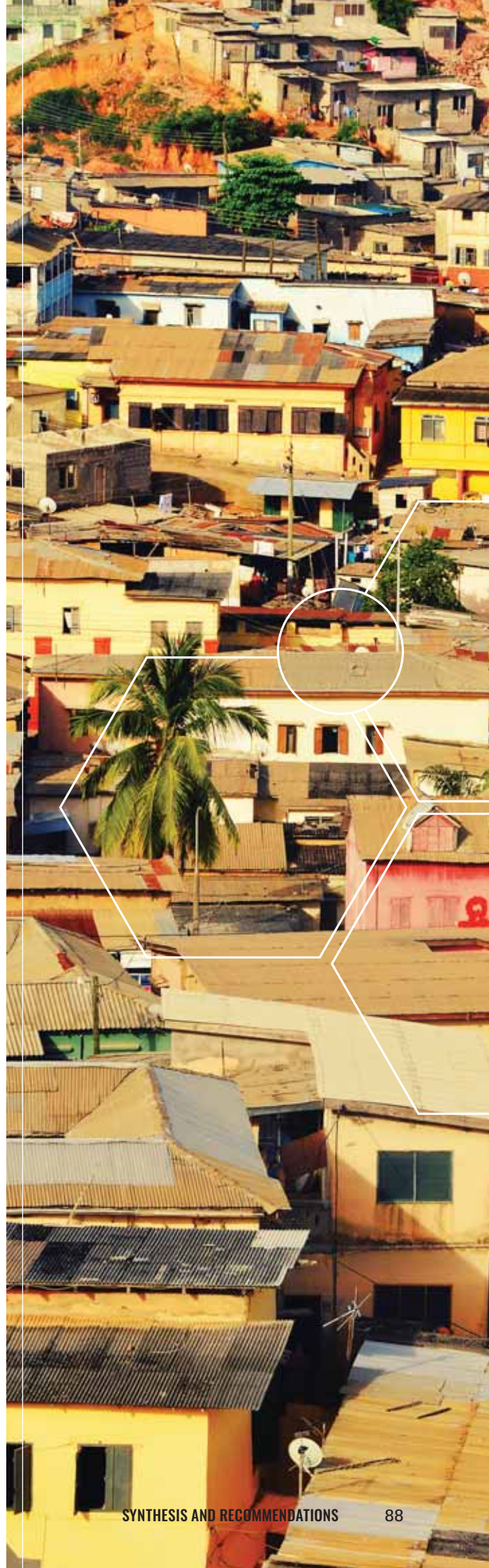
- **Human Security early warning and response systems.**


West Africa has perhaps the most robust networks of multi-stakeholder early warning and response systems anywhere in the world. These early warning and response systems work well in places where multi-stakeholder platforms involving traditional leadership, government, and civil society are valued and utilized for joint planning, decision-making, and dispute resolution. Parameters of these early warning mechanisms and analysis frameworks should inform preparedness as well as rapid response in the event of crisis. Human Insecurity early warning systems at the regional economic community level, promote strategic and operational planning and response. These include the ECOWAS Early Warning and Response Network (ECOWARN), IGAD's Conflict Early Warning and Response Mechanism (CEWARN), and the ECCAS Central African Early Warning Mechanism (MARAC). These systems work best when linked with national and subnational early warning data collected by civil society, media reports, as well as government agencies. The early warning systems should be well-calibrated. The memos, briefs, and alerts that are generated should clearly target those with a mandate to respond with relevant, actionable, and accurate diagnostics and recommendations for strategic or operational preventative response.

- **Stakeholder network mapping.** While stakeholder mapping is often done well in humanitarian and development interventions, stakeholder *network* mapping and analysis (SNA) is an area with potential added value, especially in regard to disaster response and peacebuilding. This is especially important in countries where kinship ties and dynamic social networks define how decisions and agreements are negotiated. As an outsider, these dynamics can be completely opaque or appear ad hoc without this type of analysis.

- **Market systems and value chain analysis.** Similar to stakeholder network mapping, which identifies spheres of influence and leverage points, an analysis of constraints and linkages in the market ensures that any livelihoods intervention will resonate and amplify, instead of being an end to itself.

- **Collaboration among MDBs.** Develop a common language and approach for joint analysis and strategic planning and analysis among all MDBs with common member countries. This will allow each institution to play to their respective strengths and fill gaps in the common mission of promoting resilience.





In each case study where conflict was a factor, education was cited as a key entry point for social cohesion.

INVESTING IN RESILIENCE:

- **Invest in Preparedness and Prevention.** Natural and/or human-made disaster eventually strikes everywhere. Insurance, building codes, infrastructure (roads, water, electricity), and social safety nets for the most vulnerable should be built up so that a country will have more absorptive capacity when it happens. Disaster response funding mechanisms should be in place. Public education and awareness should be emphasized. Coordination plans and standard operating procedures should be clear so that roles and responsibilities are understood by first responders, community leaders, and government institutions.
- **Invest in Education.** In each case study where conflict was a factor, education was cited as a key entry point for social cohesion. When children go to school, it reduces marginalization. When children go to school together it builds inter-communal relationships. When they are taught inclusiveness and empathy in the curriculum, they bring those values with them into their daily lives.
- **Capacity Building.** At the national level, capacity for disaster response is good. But there is more work to be done at the local level to build the capacity of leaders and decision makers, so that they can quickly access available resources and coordinate with responders at multiple levels in the chaotic context of a disaster situation.
- **Rural Development and livelihoods.** Value chain programming, which addresses issues of inputs, access to finance, access to market, and cooperatives which enable microenterprises to compete, is especially vital in countries with a large informal sector and remote populations.
- **Role of private sector in disaster response.** Businesses in disaster-prone areas can play a very strong role in assisting with the distribution of materials and supplies. Relevant companies in disaster-prone areas, such as construction companies or transportation companies should be partnered with before a disaster strikes, for effective coordination.
- **Role of faith-based institutions.** Religious leaders are key influencers for resilience, whether in regard to peacebuilding or any other humanitarian or development imperative.

PROGRAMMING FOR RESILIENCE:

- **Conflict-sensitive approaches to program design and implementation.** Any program that is implemented takes place in a particular social context. A conflict sensitivity analysis and implementation plan is especially important in cases where there may be existing tensions that need to be anticipated.
- **Consider resilience at every phase of the crisis cycle.** Humanitarian response as well as development programs should prioritize social cohesion, livelihoods, and capacity building. This is inherently challenging when a crisis has just occurred, and humanitarian agencies need to save lives quickly without already having partnerships in place. When the scale of the crisis is very large, it is difficult to provide emergency assistance in a way that will not disrupt local markets. However, if agencies and organizations plan ahead to build relationships, then leverage those partnerships for resilience-sensitive emergency response, the impact will be more effective and sustainable. But even absent a crisis, a comprehensive, strategic approach to the issue of resilience-building is key.
- **Partnerships, consultation, and capacity building.** When external interventions do not synergize with local systems, they are less effective, and can even disrupt those existing systems and mechanisms. Interventions should be done in partnership with relevant government ministries and, where possible, implemented by local stakeholders. Project design should be done in consultation with beneficiaries, for buy-in, ownership, and sustainability.
- **Pilot then scale up.** Given the extremely contextualized dynamics, especially in fragile environments, and considering the premise of resilience programming which is based in partnerships and local systems, a one-size-fits all approach will not work. It is often better to pilot an approach at a smaller scale to test the program and build the relationships before scaling up.
- **Humanitarian, Development, and Peace Nexus: A Harmonized Framework.** As highlighted by the UN and World Bank's Humanitarian-Development-Peace Initiative, these three sectors should increasingly work together to ensure coherence and complementarity, both among international actors but also, and more importantly with local stakeholders. This will require a comprehensive approach, taking into consideration all dimensions, so that in dealing with refugees, for example, the issue of social cohesion is as prioritized as the humanitarian or livelihoods aspects. The same would be true for natural disasters, economic distress, or any of the five dimensions. However, given the competing priorities and trade-offs among humanitarian, development, and peace actors, this will require platforms for collaboration and a mainstreaming of cross-cutting lines of effort in the program design itself.
- **Leveraging the Private Sector.** For resilience to complex social and environmental challenges, blended finance can create incentives or reduce risk for private sector investment in fragile countries. These instruments should be resilience-focused and target infrastructure (for absorptive capacity to disasters) or other sectors with identified social impact.
- **Planning and programming at the regional level.** When countries are highly dependent on remittances, cross-border trade, transnational water basins, or a refugee crisis affects the entire sub-region, the resilience strategy and theory of change must explicitly target the wider system of risks and vulnerabilities. Responding early to a developing crisis upstream can prevent second and third-order spillover effects. Responding to the downstream effects can have salutary feedback impacts at the source.
- **Sustained investment.** The inherent complexity involved in the promotion of resilience in the face of natural and human-made disasters requires time. Relationships, capacity building, and ownership are multi-year propositions, especially when dealing with the full life-cycle of a given crisis situation.
- **Resilience of Women and Girls.** As highlighted in the case studies, gender resilience is social resilience. Women are not only victims of fragility and conflict, but they play a critical role in building resilience in fragile and conflict-affected situations. Resilient communities and nations need resilient women who can contribute in terms of income and decision making. In times of crisis, widows and female-headed households need to be empowered. Women have insights into the needs of the community and priorities that can render solutions. Like all aspects of development, this requires consultation to be sure that there is local ownership for effective implementation. Gender should be mainstreamed into the design and implementation of all programs in terms of staffing, beneficiaries, and targets.

COMMUNITY RESILIENCE

ADAPTIVE CAPACITY

ABSORPTIVE CAPACITY

TRANSFORMATIVE CAPACITY

NEXT STEPS

A key objective of this report is to come up with a comprehensive framework for scoping and monitoring resilience in IsDB MCs. To that end, and based on the findings from the case studies, and recommendations listed above, MDBs should adapt excellent resources like the OECD Resilience Systems Analysis tool²¹⁶ and institutionalize indicators, templates, and standard operating procedures to promote resilience in their MCs, in alignment with relevant fragility policies. This should inform the design of any Member Country Partnership Strategy (MCPS), as well as being mainstreamed in program design. Resilience should be mainstreamed into strategies and programs as illustrated below.

1 SCOPING: VULNERABILITIES

Prioritize Risks Based on Indicators for Pressures and Vulnerabilities

Determine how those Prioritized Risks may adversely affect the IsDB's Strategic Objectives in the MC

2 SCOPING: RESILIENCIES

Identify key resiliencies linked to the Prioritized risks

Consider how those resiliencies could be scaled to mitigate the prioritized risks

3 STRATEGY: RESILIENCE OBJECTIVE AND THEORY OF CHANGE

Develop a resilience objective for the MC based on the baseline scoping in steps 1-2, (eg. By the end of Year X, country Y will ...).

Develop a theory of change and a results chain for the MC based on steps (eg. If resilience factor X is increased, then...)

4 PROGRAM IDENTIFICATION

Based on steps 1-3, in consultation with MC, identify programs and initiatives that will enhance the specified resilience factors

Include context-specific resilience indicators in the monitoring and evaluation plan for those programs

²¹⁶ <https://www.oecd.org/dac/conflict-fragility-resilience/Resilience%20Systems%20Analysis%20FINAL.pdf>

RESILIENCE INDICATOR FRAMEWORK

For better scoping and monitoring of resilience per the strategy template above, a context-specific indicator and metrics framework for community resilience should be developed for each MC. This framework should be based on the following broad criteria. As illustrated below adaptive capacity is the ability to cope with adverse conditions. Absorptive capacity is the ability to cope with worsening conditions. Transformative capacity is the ability to adjust to irreversible, structural upheaval.

A key objective of this report is to come up with a comprehensive framework for scoping and monitoring resilience in IsDB MCs.

	ADAPTIVE CAPACITY	ABSORPTIVE CAPACITY	TRANSFORMATIVE CAPACITY
ENVIRONMENT/ DISASTERS	Extent to which mechanisms and practices exist that enable communities to cope with adverse conditions including climate change and natural disasters	Extent to which mechanism and practices exist that enable communities to cope with worsening environmental conditions	Extent to which communities and countries can develop new structures in the face of irreversible change due to calamitous, structural change
ECONOMY/ LIVELIHOODS	Extent to which mechanisms and practices exist that enable communities to cope with adverse economic conditions	Extent to which mechanisms and practices exist that enable communities to cope with worsening economic conditions	Extent to which communities and countries can develop new structures in the face of irreversible economic changes such as globalization, mechanization, or the depletion of nonrenewable resources
INSTITUTIONAL/ INFRASTRUCTURAL COPING CAPACITY	Extent to which mechanisms and practices exist for collaboration and joint decision-making in the face of instability	Extent to which mechanisms and practices exist for collaboration and joint decision-making in the face of worsening conditions of instability	Extent to which communities can develop new mechanisms and practices for collaboration and joint decision-making in the face of sudden or protracted instability
HUMAN SECURITY	Extent to which mechanisms and practices exist to protect vulnerable people such as women, children, displaced people, minorities, and the disabled in situations of conflict and human insecurity	Extent to which mechanisms and practices exist to protect vulnerable people, such as women, children, displaced people, minorities, and the disabled in situations of worsening human security conditions	Extent to which communities can develop new mechanisms and practices to protect vulnerable people, such as women, children, displaced people, minorities and the disabled in the face of significant escalation of conflict and human insecurity
FORCED MIGRATION	Extent to which mechanisms and practices exist for host communities to maintain livelihoods and social cohesion when faced with IDPs, refugees or migrants displaced from neighboring countries	Extent to which mechanism and practices exist for host communities to maintain livelihoods and social cohesion in the face of sudden and significant increase in IDPs, refugees or migrants from neighboring countries	Extent to which host communities can develop new mechanisms and practices to maintain livelihoods and social cohesion when faced with an irreversible structural demographic shift due to mass forced migration

ALIGNMENT WITH THE FRAGILITY POLICY

Resilience analysis, strategy, and planning should not be done as distinct and apart from the other program documents. Rather it should be integrated into the products stipulated in the Fragility Policy:

1. The Watching Brief (WB) for real-time tracking and rapid response planning
2. The Fragility Risk and Resilience Analysis (FRRA) which provides a deeper analysis of drivers, dynamics, and impacts of fragility, as well as a risk assessment and conflict sensitivity analysis for projects in the country of interest
3. The Transitional Management and Mitigation Strategy (TMMS) which builds from the WB and FRRA for the design of interventions in partnership with NGOs, civil society, and humanitarian agencies

4. The Reconstruction and Resilience Plan for longer term strategic planning once the crisis is less acute
5. The Post Conflict Reconstruction Plan (PCRP).

KNOWLEDGE PRODUCTS

Given that resilience is a relatively new area of research there is the opportunity to add to the literature in a way that will strengthen the IsDB's knowledge and implementation in the context of the 57 MCs. This could come in the form of a series of thematic reports across the various dimensions, case studies of the remaining countries, a deep dive into the case studies outlined in this report, or periodic updates of select case studies. One knowledge product could be the development of an index to quantify resilience along the lines of the framework outlined above.

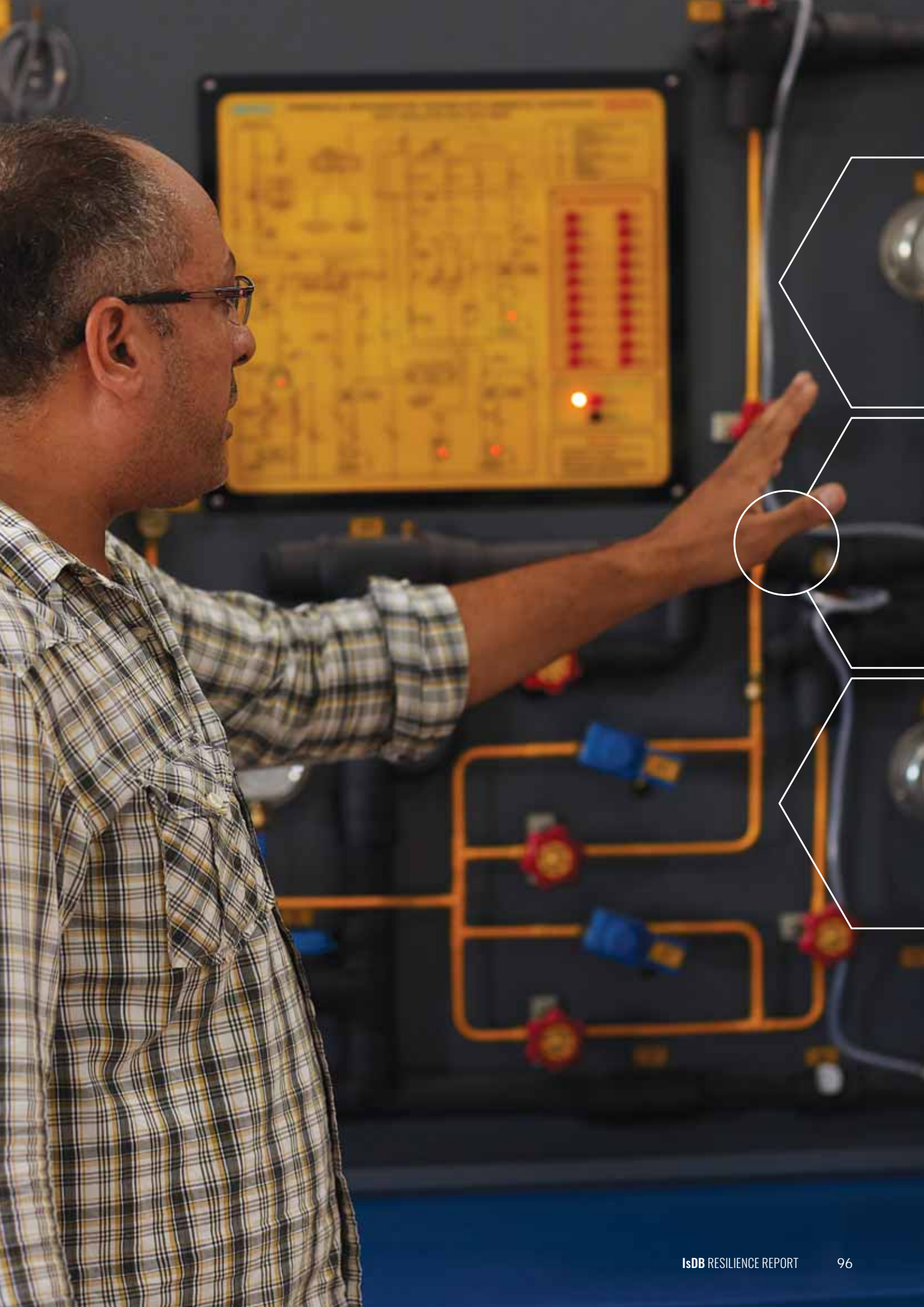
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APPENDICES

If a careful resilience analysis is done, and programs are designed in such a way as to work with and through the local platforms and mechanisms, investments can break the cycle of poverty and disaster.



APPENDIX A: DEFINITIONS²¹⁷

FRAGILITY

The combination of exposure to risk and insufficient coping capacity of the state, system, and/or communities to manage, absorb, or mitigate those risks. Fragility can lead to negative outcomes including violence, the breakdown of institutions, displacement, humanitarian crisis, or other emergencies. It encompasses the inability of states to fulfill responsibilities as sovereign entities due to the lack of capacity.

HUMAN SECURITY

Freedom from violence and fear of violence; the preservation and protection of the life and dignity of individual human beings.²¹⁸

INSTITUTIONAL CAPACITY AND SOCIAL CAPITAL

Highly resilient societies have both institutional capacity (professionalism and representativeness of state and non-state institutions) and social capital (networks, relationships, and linkages between and among institutions.) Beyond institutional capacity, resilient societies also have mechanisms, platforms, and practices for collaboration and coordination both vertically and horizontally.

INSTITUTIONAL/INFRASTRUCTURAL COPING CAPACITY

National, sub-national, and community-based platforms for joint decision-making and effective distribution and delivery of services are key to coping with human-made and natural disasters.

RESILIENCE

Not the absence of risk or vulnerability, but the presence of systems, practices, and mechanisms to manage. As defined by the OECD, resilience is, “the ability of households, communities, and nations to absorb and recover from shocks, whilst positively adapting and transforming their structures and means of living in the face of long-term stresses, change and uncertainty.”²¹⁹

RESILIENT STATES AND COMMUNITIES

Characterized by stable social and political contracts; functional, inclusive, and accountable institutions; the provision of basic services; and successful value chains for the promotion of sustainable livelihoods. They are able to maintain political stability and prevent violent conflict.

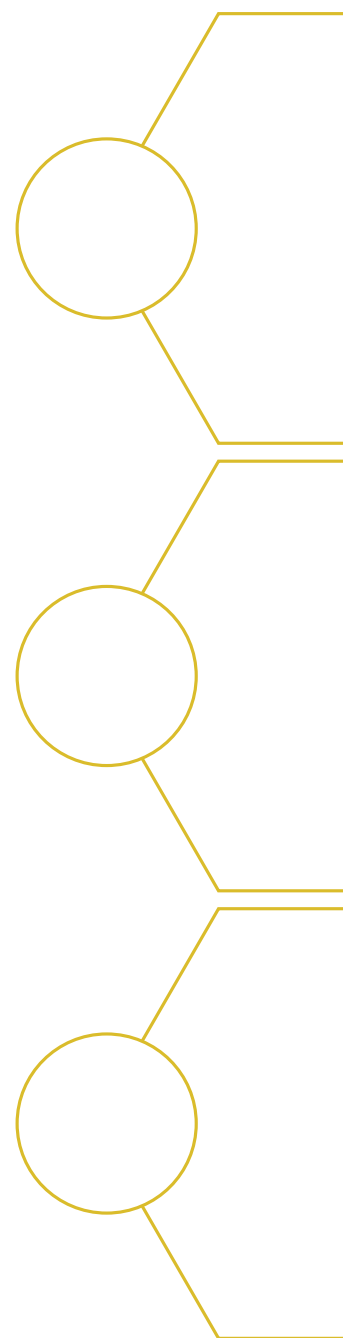
RISK AND VULNERABILITY

Socioeconomic pressure can come in the form of structural vulnerability and/or event-driven risks. Structural vulnerabilities can include environmental factors such as climate change and water scarcity, demographic factors like age distribution, economic factors like the lack of diversification or regional integration, institutional weaknesses, or security sector reform issues. Event-driven risks emanating from those structural vulnerabilities can include such things as protests, recession, disasters, or mutinies. Both structural vulnerabilities and event-driven risks must be managed by systems of resilience for the promotion of human wellbeing.

²¹⁷ Adapted in part from the IsDB Fragility Policy document

²¹⁸ <https://definitions.uslegal.com/h/human-security/>

²¹⁹ <http://www.oecd.org/development/conflict-fragility-resilience/risk-resilience/>



APPENDIX B:

ISDB INITIATIVES IN CASE STUDY COUNTRIES TO PROMOTE RESILIENCE

	ENGAGEMENT AREAS	EXAMPLES OF PROGRAMS	DIMENSIONS PRIMARILY IMPACTED
PALESTINE	Economic Empowerment and Access to Finance	Micro, small enterprise development through micro-finance and capacity building - targeting youth, women, small farmers, and those with disabilities; Rent-to-own heavy equipment	Economy/livelihoods
	Housing	Reconstruction of residential units in Gaza	Economy/livelihoods; Human security
	Education	Support of Al-Quds University; building schools in the West Bank	Economy/livelihoods
	Health	Specialized cancer center; development of the health sector	Economy/livelihoods
	Water and Sanitation	Rehabilitation of sewage network in Hebron; supply of fuel to hospitals and water/sewage facilities in Gaza; construction of water tank in Gaza	Economy/livelihoods
	Capacity Building	Support community-based organizations and rural development	Economy/livelihoods
	Infrastructure	Develop roads infrastructure with ministry of local government	Economy/livelihoods; Institutional/infrastructural coping capacity
IRAQ	Humanitarian Relief	Targeting those affected by war, including refugees from Baghdad and Anbar.	Economy/livelihoods
	Infrastructure	Improvement of Expressway No. 1	Economy/livelihoods
	Health	Mobile clinics for IDPs in Anbar	Human security
SOMALIA	Drought Resilience	Construction of boreholes; emergency relief	Environment/disasters; Economy/livelihoods
	Education	Construction of schools; vocational training; textbooks; facilities for nursing, veterinary education, science, and communications	Economy/livelihoods
PAKISTAN	Mitigation of account crisis	Oil financing	Economy/livelihoods
	Energy	Hydropower project; gas pipeline	Economy/livelihoods; Environment/disasters
	Education	School reconstruction; education for the poor; advanced laboratories; training of scientists	Economy/livelihoods
	Transportation	Build and rehabilitate highways	Economy/livelihoods; Institutional/infrastructural coping capacity
	Health	Preventative healthcare; health education	Economy/livelihoods
JORDAN	Energy (Electricity)	Solar energy project, increasing capacity of the electricity system	Economy/livelihoods; Environment/disasters
	Health	Emergency health project in response to Syria crisis, new hospital in Zarqa	Forced migration
	Microfinance	Improve standard of living for the very vulnerable	Economy/livelihoods
	Agriculture	Capacity building for farmers in Medawar	Economy/livelihoods
	Capacity Building	Institutional and human resources capacity building	Economy/livelihoods
	Transportation	Increased airport capacity	Economy/livelihoods
	Education	Build/upgrade/equip institutions	Economy/livelihoods

	ENGAGEMENT AREAS	EXAMPLES OF PROGRAMS	DIMENSIONS PRIMARILY IMPACTED
NIGERIA	Education	Construction of Islamic schools and modernized university facilities, as well as girls' schools and vocational training centers	Economy/livelihoods
	Agriculture	Financing, mechanization, and agricultural enterprise in Jigawa State; boost potato value chains in Plateau and agro-pastoralist development in Kano	Economy/livelihoods
SYRIA	Education	Providing urgent emergency support to the Syrian IDPs	Economy/livelihoods; Forced migration
TURKEY	Transportation Infrastructure	Rail and highway development	Economy/livelihoods; Institutional/Infrastructural coping capacity
	Energy Infrastructure	Focus on renewable projects for reduction of emissions	Economy/livelihoods; Environment/disasters
	Education	Construct pre-primary schools, secondary and post-secondary vocational training centers	Economy/livelihoods; Forced migration; Human security
	SME Development	Increased private sector investment through increased access to finance and investment insurance policies, economic empowerment for refugees and migrants including vocational training and microfinance	Economy/livelihoods; Forced migration; Human security
	Disaster Risk Mitigation	Earthquake-resistant schools and hospital in Istanbul	Environment/disasters
TURKEY	Education and Skills Development	Higher education, Islamic higher education, technical/vocational training, teachers' education, madrasa education, healthcare education and research (Indonesian Medical Education and Research Institute)	Economy/livelihoods
	Agriculture and Rural Development	Boosting agricultural productivity, empowering marginalized groups, irrigation and water management, renewable energy, fisheries, value chain enhancement, "Agropolitan" centers, Sharia microfinance, Islamic financial services, disadvantaged and border areas development	Economy/livelihoods; Environment/disasters
	Infrastructure	Regional roads, toll roads, electricity, geothermal, renewable energy, energy efficiency, water and sanitation, multimodal transport networks	Economy/livelihoods; Institutional/Infrastructural coping capacity; Environment/disasters
	Private Sector Development	Islamic finance channels, new Islamic banks, Islamic investment funds, line of financing, trade financing, export credit insurance, foreign investment insurance, SMEs, supply chain financing to agribusiness	Economy/livelihoods
	Natural Disaster Relief	Grants for water, food, medicine, shelter in coordination with BNPB, disaster-resistant hospital, geothermal and energy-efficient projects	Environment/disasters

APPENDIX C:

SCALING, NORMALIZATION, AND AGGREGATION (PRESSURES)

ECONOMY/LIVELIHOODS:

Have economic constraints or shocks adversely affected the country's production in the last five years?

- Source 1: World Bank,²²⁰ metric – GDP Per Capita 2017
- Source 2: World Bank, metric – GDP Per Capita Growth (Annual %), average 2013-2017

Normalization: to bring the data from different sources into a common range, a gaussian normal distribution formula was applied.

$$f(x, \mu, \sigma) = \frac{1}{\sqrt{2\pi} \sigma} e^{-\frac{(x-\mu)^2}{2\sigma^2}}$$

Scaling: After the first metric (GDP Per Capita) is normalized, it is scaled between 1 and 10, with 1 being the least risk of all 57 IsDB member countries and the country with the highest risk having a score of 10, by multiplying the normalized score by 10. The second metric, (GDP Per Capita Annual Growth – average 2013-2017) is scaled using the formula:

$$X = MIN + \frac{(MAX - MIN)}{(max - min)} \times (x - min)$$

Aggregation: The two metrics above are averaged, and the final score is re-scaled between 1 and 10. In the map below, the countries shaded green have the least risk with regards to economic weakness and disruption, while the countries shaded red have the most risk.

ENVIRONMENT/NATURAL DISASTERS:

In the last 5 years, to what extent have floods, landslides, earthquakes, volcanoes, drought, wildfire, or other disasters threatened human security in the IsDB MCs?

- Source 1: EM-DAT – The Emergency Events Database;²²¹ metric – aggregate fatalities by country 2013-2017, Climatological, Geophysical, Hydrological.
- Source 2: INFORM 2019– Index for Risk Management;²²² metric – Hazard and Exposure – Natural (earthquake, flood, tsunami, tropical cyclone, drought)

Normalization: to bring the data from different sources into a common range, a gaussian normal distribution formula was applied.

$$f(x, \mu, \sigma) = \frac{1}{\sqrt{2\pi} \sigma} e^{-\frac{(x-\mu)^2}{2\sigma^2}}$$

Scaling: After each data set is normalized, it is scaled between 1 and 10, with 1 being the least risk of all 57 IsDB MCs and the country with the highest risk having a score of 10, using the following formula.

$$X = MIN + \frac{(MAX - MIN)}{(max - min)} \times (x - min)$$

Aggregation: Finally, the two metrics above are averaged, and the final score is re-scaled between 1 and 10.

HUMAN SECURITY:

To what extent do conflict issues adversely affect the population, including fatalities and displacement?

- Source 1: UCDP/PRIO Armed Conflict Dataset version 18.1²²³, metric – total battle deaths by location 2013-2017 per capita.
- Source 2: UCDP Non-State Conflict Dataset,²²⁴ metric – total deaths by location 2013-2017 per capita.
- Source 3: Global Terrorism Database (START),²²⁵ metric – fatalities per capita by country (2013-2017).
- Source 3: UNHCR,²²⁶ metric – number of refugees by country of origin + number of internally displaced (average 2013-2017)
- Source 4: UNHCR,²²⁷ metric – largest one-year change in total number of displaced (number of refugees by country of origin and IDPs (2013-2017).

Normalization:

- For each country add the total number of battle deaths from source 1 for 2013-2017 to the total number of fatalities due to non-state conflict from source 2 for 2013-2017. Then apply the Gaussian formula below only to the countries with fatalities associated with them, leaving the null values blank.
- Divide the metric for source 3 by the population to arrive at the per capita number. Then normalize those countries with a total > 0. Leave the rest null.
- Divide the metric for source 4 by the population to arrive at the per capita number. Then normalize only those countries for which there is a value > 0.008 (Averaged Annual Displaced per capita) using the gaussian formula below. Leave the rest null.
- Divide metric for source 5 (greatest 1 year change) by the population to arrive at the per capita value. Then normalize only those countries for which there is a value > 0.004. Leave the rest null.

$$f(x, \mu, \sigma) = \frac{1}{\sqrt{2\pi} \sigma} e^{-\frac{(x-\mu)^2}{2\sigma^2}}$$

Scaling:

- For the metric (aggregate of sources 1 and 2), scale the countries for which fatalities are associated from 6-10 using the formula below. For those countries with no fatalities, apply a score of 2.

$$X = MIN + \frac{(MAX - MIN)}{(max - min)} \times (x - min)$$

- For the metric under source 3, scale those countries for which there was a per capita value > 0 between 5-10. Leave the rest null.
- For the metric under source 4, scale those countries for which there was a per capita value > 0.008 between 6-10. Leave the rest null.
- For the metric under source 5, scale those countries for which there was a per capita value > 0.004 between 6-10. Leave the rest null.

Aggregation: First take the average of metrics for sources 4 and 5, weighting source 5 twice. Then take that total and average it with the battle deaths score (sources 1 and 2), and the terrorism score (source 3). Rescale total aggregate from 1-10.

INSTITUTIONAL/INFRASTRUCTURAL COPING CAPACITY:

How effective are mechanisms and policies at enabling institutions and infrastructure to facilitate a constructive exchange of goods, services, and ideas at the national, local, and community levels?

- Source 1: INFORM 2019– Index for Risk Management;²³⁰ metric – Institutional Capacity (Hyogo Framework for Action, Corruption Perception, Government Effectiveness).
- Source 2: INFORM 2019– Index for Risk Management;²³¹ metric – Infrastructural Capacity (Communication, Physical Infrastructure, Access to Health System).

Normalization: to bring the data from different sources into a common range, a gaussian normal distribution formula was applied to each of the two metrics.

$$f(x, \mu, \sigma) = \frac{1}{\sqrt{2\pi} \sigma} e^{-\frac{(x-\mu)^2}{2\sigma^2}}$$

Scaling: To scale each metric between 1 and 10, multiply the normalized score by 10.

Aggregation: Take the average of the two scaled metrics (weighting the metric for source 1 twice that of source 2) and then re-scale the total using the formula below.

$$X = MIN + \frac{(MAX - MIN)}{(max - min)} \times (x - min)$$

FORCED MIGRATION (BY COUNTRY OF ASYLUM):

To what extent do refugees from neighboring countries add social and economic pressure on capacity and services in each Member Country?

- Source 1: UNHCR,²³² metric – number of refugees by country of asylum (average 2013-2017 calculated per capita).
- Source 2: UNHCR,²³³ metric – largest one-year change in number of refugees by country of asylum (average 2013-2017 calculated per capita).

Normalization: to bring the data into a common range, a gaussian normal distribution formula was applied to each of the two metrics. In the case of the metric for source 2, the only countries scored were those with a one-year refugee increase equal to or greater than 0.1% of the country's population. Leave the rest null.

$$f(x, \mu, \sigma) = \frac{1}{\sqrt{2\pi} \sigma} e^{-\frac{(x-\mu)^2}{2\sigma^2}}$$

Scaling: For the metric in source 1, scale between 1 (lowest pressure) and 10 (highest pressure), using the following formula. For the metric in source 2, scale between 6 (for countries with a one-year increase of 0.1% of the country's population during the period of 2013-2017) and 10 (highest pressure).

$$X = MIN + \frac{(MAX - MIN)}{(max - min)} \times (x - min)$$

Aggregation: Take the average of the two scaled metrics and rescale between 1 and 10 using the same formula.

²²⁰ <https://data.worldbank.org/indicator>

²²¹ Source: EM-DAT: The Emergency Events Database - Universite catholique de Louvain (UCL) - CRED, D. Guha-Sapir - www.emdat.be, Brussels, Belgium

²²² <http://www.inform-index.org/> - collaboration of the Inter-Agency Standing Committee and the European Commission

²²³ Pettersson, Therése and Kristine Eck (2018) Organized violence, 1989-2017 Journal of Peace Research 55(4).

²²⁴ Sundberg, Ralph, Kristine Eck and Joakim Kreutz (2012) Introducing the UCDP Non-State Conflict Dataset, Journal of Peace Research 49(2).

²²⁵ <https://www.start.umd.edu/gtd/>

²²⁶ <http://www.unhcr.org/en-us/data.html>

²²⁷ Ibid.

²²⁸ <http://www.inform-index.org/> - collaboration of the Inter-Agency Standing Committee and the European Commission

²²⁹ Ibid.

²³⁰ <http://www.inform-index.org/> - collaboration of the Inter-Agency Standing Committee and the European Commission

²³¹ Ibid.

²³² <http://www.unhcr.org/en-us/data.html>

²³³ Ibid.

APPENDIX D:

LEVELS OF PRESSURE ACROSS ALL MEMBER COUNTRIES

	ENVIRONMENT/ NATURAL DISASTERS	ECONOMY/ LIVELIHOODS	HUMAN SECURITY	INSTITUTIONAL/ INFRASTRUCTURAL COPING CAPACITY	FORCED MIGRATION (REFUGEES BY COUNTRY OF ASYLUM)
AFGHANISTAN	10.0	7.7	8.7	8.8	4.5
ALBANIA	5.2	4.8	2.7	3.9	1.0
ALGERIA	3.6	5.9	5.0	3.6	1.5
AZERBAIJAN	3.9	6.7	5.8	4.8	1.0
BAHRAIN	1.0	2.4	2.8	2.0	1.0
BANGLADESH	6.6	4.1	4.9	4.1	4.0
BENIN	1.3	5.9	1.0	6.5	1.0
BRUNEI DARUSSALAM	1.7	4.4	1.0	3.0	1.0
BURKINA FASO	2.2	5.9	2.7	4.5	1.4
CAMEROON	1.8	5.8	5.6	4.6	5.3
CHAD	2.7	8.7	5.3	9.8	6.6
COMOROS	1.7	7.5	1.0	8.3	1.0
COTE D'IVOIRE	2.6	3.9	5.5	8.5	1.0
DJIBOUTI	5.3	3.8	2.7	6.9	5.6
EGYPT	4.9	6.1	5.2	3.9	1.5
GABON	1.5	5.6	1.0	7.3	1.1
GAMBIA	1.8	7.5	1.0	4.4	2.0
GUINEA	2.2	5.1	4.9	7.2	1.1
GUINEA-BISSAU	1.3	6.2	1.0	9.5	4.1
GUYANA	3.0	4.5	1.0	5.3	1.0
INDONESIA	6.5	4.2	2.7	3.3	1.0
IRAN	7.1	4.4	5.0	3.7	4.9
IRAQ	5.1	5.4	9.0	8.5	2.6
JORDAN	3.1	7.6	5.0	3.9	8.0
KAZAKHSTAN	3.9	4.3	2.7	2.7	1.0
KUWAIT	1.8	4.7	2.7	4.0	1.0
KYRGYZSTAN	5.8	5.1	2.7	3.9	1.0

	ENVIRONMENT/ NATURAL DISASTERS	ECONOMY/ LIVELIHOODS	HUMAN SECURITY	INSTITUTIONAL/ INFRASTRUCTURAL COPING CAPACITY	FORCED MIGRATION (REFUGEES BY COUNTRY OF ASYLUM)
LEBANON	3.5	7.0	5.7	4.0	10.0
LIBYA	4.3	8.1	8.3	8.0	1.6
MALAYSIA	4.8	3.0	4.9	1.6	1.7
MALDIVES	2.5	2.7	2.7	4.4	1.0
MALI	2.9	5.9	5.5	6.9	1.2
MAURITANIA	5.3	6.8	1.0	6.8	5.2
MOROCCO	4.3	5.6	1.0	4.6	1.0
MOZAMBIQUE	7.2	5.7	2.7	4.7	1.0
NIGER	4.8	6.5	5.5	7.0	4.2
NIGERIA	2.1	7.2	5.8	5.3	1.0
OMAN	5.5	5.6	1.0	3.0	1.0
PAKISTAN	7.7	5.3	5.4	5.0	2.8
PALESTINE	2.4	7.9	4.1	4.7	1.0
QATAR	1.2	3.6	1.0	1.5	1.0
SAUDI ARABIA	2.2	3.6	2.8	2.5	1.0
SENEGAL	4.0	5.7	2.7	4.9	1.2
SIERRA LEONE	7.1	7.0	2.7	5.9	1.0
SOMALIA	6.0	7.3	8.4	10.0	1.1
SUDAN	4.8	5.8	6.2	7.7	5.6
SURINAME	2.9	7.4	1.0	4.7	1.0
SYRIA	4.8	9.5	10.0	6.6	1.9
TAJIKISTAN	6.2	4.6	2.7	5.4	1.1
TOGO	1.4	5.7	1.0	9.4	1.5
TUNISIA	4.0	6.3	5.1	4.9	1.0
TURKEY	5.3	2.4	5.2	1.7	7.4
TURKMENISTAN	4.4	2.5	2.7	7.7	1.0
UGANDA	2.8	6.7	5.0	8.1	6.1
UNITED ARAB EMIRATES	5.2	1.0	2.7	1.0	1.0
UZBEKISTAN	5.4	4.0	1.0	2.9	1.0
YEMEN	3.0	10.0	7.7	9.5	3.2

APPENDIX E:

ALIGNMENT WITH ISDB STRATEGY AND POLICIES

The promotion of resilience through the support and implementation of what has been demonstrated to work in this overview and subsequent case studies is aligned with key IsDB strategy and policy documents including:

- 1) The Ten-Year Strategic Framework,
- 2) The IsDB Climate Change Policy,
- 3) The IsDB Policy for Civil Society Engagement,
- 4) The Women's Empowerment Policy, and
- 5) The Fragility and Resilience Policy.

1) TEN-YEAR STRATEGIC FRAMEWORK

The IsDB's Ten-Year Strategic Framework explicitly references the promotion of adaptive capacity related to fragility as a priority, considering how it tends to be more difficult to attract funding for countries in conflict situations. The approach advocated by the framework seeks to overcome infrastructure bottlenecks, meet growing demands for Islamic finance, and redefine the IDBG's role to reflect the emergency of new development partners. The strategic pillars, Economic/Social Infrastructure, Private Sector Development, Inclusive Social Development, Cooperation Between Member Countries, Islamic Finance Sector Development, and Capacity Development are all key to the promotion of resilience.

2) ISDB CLIMATE CHANGE POLICY

It has been demonstrated in the IsDB Climate Change Technical Paper and Policy Study (September 2018) that climate change is already having significant impacts in IsDB MCs, particularly in the areas of health, poverty, education, governance, and prosperity. These, as well as natural disasters are all factors which can contribute to fragility and are being managed in different ways by MCs. Implementation of the IsDB Climate Change Policy will help to mitigate those risks and vulnerabilities over the long term. Also, with direct relevance to the findings in the Environment/Natural Disasters Dimension of this report, the Climate Change Policy cites the following as an opportunity:

"Incorporating climate risk considerations into urban planning and disaster risk and reduction efforts to "build back better" will include future climate risk considerations. IsDB will also seek out opportunities to support the promotion of appropriate technologies and best practices that enhance the resilience of its projects and investments, including agriculture production systems, climate preparedness and disaster response activities, and the establishment of social safety nets (such as insurance products, which can offset losses due to climate impacts.)"

3) THE ISDB POLICY FOR CIVIL SOCIETY ENGAGEMENT

The IsDB Policy for Civil Society Engagement presents as a premise, that addressing the complex challenges which give rise to poverty, fragility, conflict, and disasters, requires "the consolidated and coordinated efforts of all development actors, including government, civil society, donors, and others." Given the inter-dimensionality of fragility, a multi-stakeholder approach is necessary, and civil society, by definition, brings the convening power necessary to facilitate that collaboration among government, communities, and private sector.

4) THE ISDB WOMEN'S EMPOWERMENT POLICY

IsDB programs and projects target women as key stakeholders and income generators for poverty reduction and sustainable economic growth, as presented in the IsDB Women's Empowerment Policy. Interventions remove barriers that women face to access resources and services. Projects also mainstream gender sensitivity into their design and implementation plans. This is consistent with research showing that women's empowerment is linked with development outcomes. In situations of conflict and fragility, women and girls are often more vulnerable. But women also frequently bring specialized knowledge and perspective to decision-making that can be invaluable for the promotion of resilience.

5) THE ISDB FRAGILITY AND RESILIENCE POLICY

Directly related to the promotion of resilience is the IsDB fragility and resilience policy. This policy provides guidance to staff working in fragile situations and details the products and processes necessary for the promotion of resilience at each phase of the fragility cycle. These include 1) a Watching Brief (WB) for real-time tracking of conflict dynamics, needs, and opportunities for rapid response, 2) a Fragility Risk and Resilience Analysis (FRRA) which provides a deeper analysis of drivers, dynamics, and impacts of fragility, as well as a risk assessment and conflict sensitivity analysis for projects in the country of interest, 3) Transitional Management and Mitigation Strategy (TMMS) which builds off the WB and FRRA for the design of interventions in partnership with NGOs, Civil Society, and humanitarian agencies, 4) a Reconstruction and Resilience Plan for longer term strategic planning once the crisis is less acute than under the TMM, and finally 5) a Post Conflict Reconstruction Plan (PCRP).

The fragility policy emphasizes the need to prioritize reconciliation and to support vulnerable populations such as refugees/IDPs, women, children, and demobilized combatants. Financing mechanisms that can be used to implement these plans include the Fragility Finance Facility (Triple F), which draws on the Islamic Solidarity Fund (ISF), the Lives and Livelihoods Fund (LLF), the Cash Waqf Foundation (CWF), and Ordinary Capital Resources (OCR).

APPENDIX E: CONSULTATION

Below is a partial list of stakeholders and organizations consulted during the field research in the nine case studies.

TURKEY

- Provincial Directorate for National Education
- Turkish Red Crescent
- Refugee Support Center-Association
- Turkish Confederation of Employer Associations
- The Association for Solidarity with Asylum Seekers and Migrants
- Community Volunteers Foundation
- Disaster and Emergency Management Authority

INDONESIA

- Partnership for Sustainable Community (CCPHI)
- UNDP
- USAID
- Ministry of National Planning (BAPPENAS)
- National Agency for Disaster Management (BNPB)
- Ministry of Health

NIGERIA

- Partnership Initiatives in the Niger Delta
- Community and State Ardos (Traditional Leaders)
- Religious Leaders
- Ministry of Works
- Ministry of Information
- Youth Focus Group
- Pastoral Reserve

SOMALIA

- Ministry of Finance
- Ministry of Religious Affairs
- Ministry of Environment
- Ministry of Livestock, Forestry and Range
- Ministry of Agriculture and Irrigation
- Religious Leaders
- Community Elders
- Ministry of Humanitarian Affairs
- Chamber of Commerce
- Zamzam Foundation
- Academics from 4 Universities

JORDAN

- UNICEF
- International Relief Committee
- GIZ
- Jordan Hashemite Charity Organization
- International Labor Organization (ILO)
- Ministry of Water and Irrigation
- Ministry of Agriculture
- Ministry of Planning and International Cooperation
- Norwegian Refugee Council
- Department of Palestinian Affairs
- UNDP

SYRIA, PALESTINE, IRAQ, AND PAKISTAN (VTC)

- UNDP
- Norwegian Refugee Council

NOTES

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MAKING A DIFFERENCE

Every country has systems and networks that can be leveraged and enhanced by humanitarian and development programs. If those programs are designed to work with and through local platforms and mechanisms, investments can promote resilience.

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