GLOBAL CENTER ON ADAPTATION

RESILIENT ECONOMIES INDEX | Africa

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RESILIENT ECONOMIES INDEX | Africa

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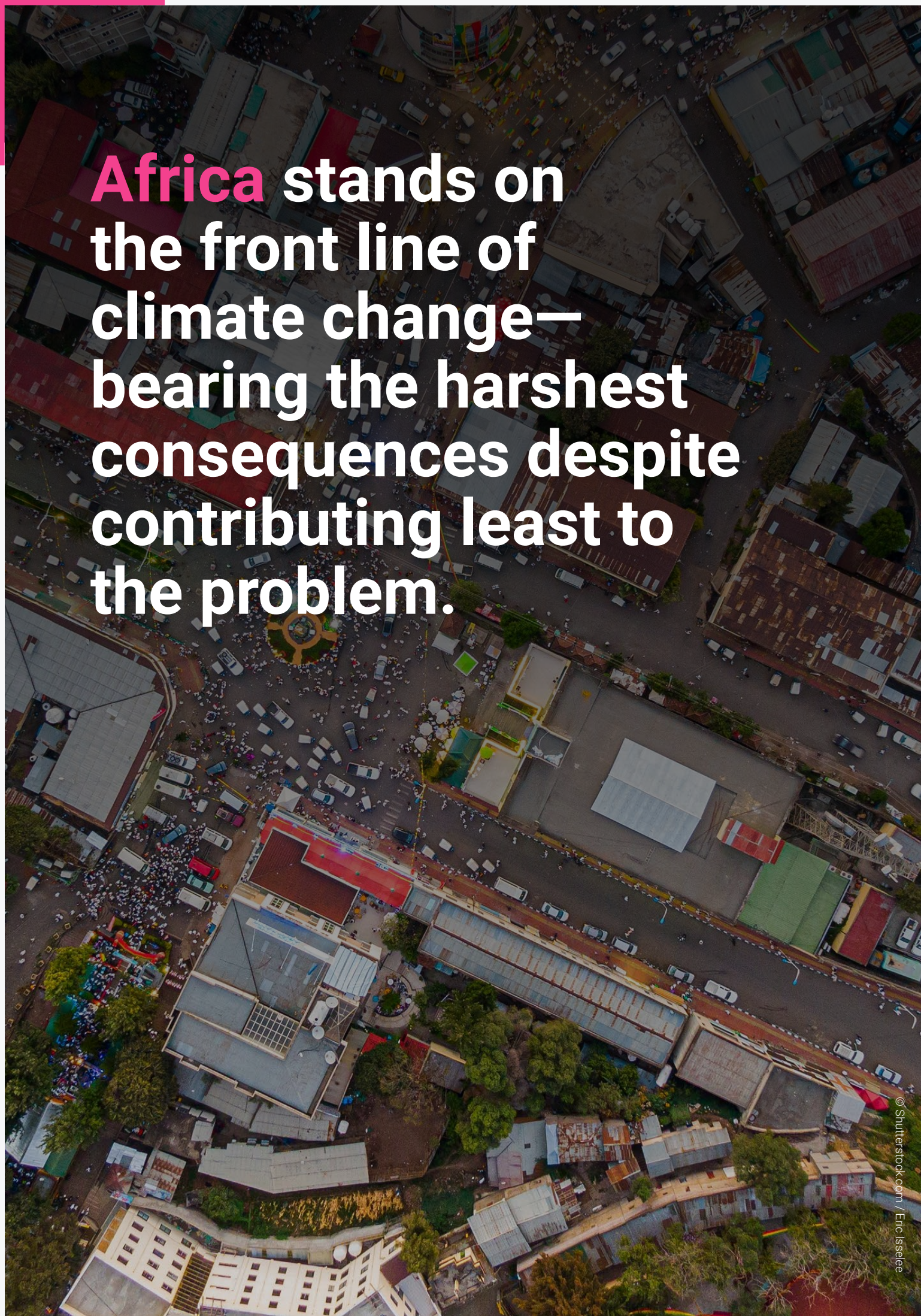
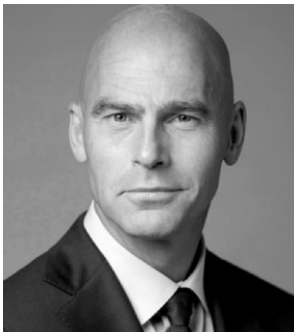


Africa stands on the front line of climate change—bearing the harshest consequences despite contributing least to the problem.

Foreword

H.E. Macky Sall
4th President of the Republic of Senegal;
Chair, Global Center on Adaptation



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In an era of accelerating climate change, development cannot be sustainable—or reach its full potential—unless it is resilient. Resilience is now a non-negotiable trait of thriving economies. Nowhere is this more evident than in Africa, the region most exposed to climate shocks.

The year 2025 has again laid bare the scale of the crisis: devastating storms, catastrophic floods, uncontrollable wildfires, and relentless heatwaves and droughts. No region has been spared; no sector untouched. We are living through a decisive decade that will set the trajectory of our shared future.

Africa stands on the front line of climate change—bearing the harshest consequences despite contributing least to the problem. Climate impacts collide with conflict, trade tensions, and geopolitical shifts, straining every sector, eroding livelihoods, and constraining adaptation finance. These vulnerabilities are compounded by tight fiscal conditions and heavy debt burdens in many countries.

It is in this context that the Global Center on Adaptation (GCA) introduces the Resilient Economies Index, a robust tool that integrates three pillars—economy, policy, and finance—to map the resilience of African economies. By translating complex datasets into clear, decision-useful insights, the Index offers governments, investors, and communities a practical compass: showing where foundations are strong, where gaps persist, and where support will yield the greatest returns.

The findings underscore the urgency. More than half of African countries face the prospect of over 10% of GDP being highly exposed to climate impacts. To confront this, countries must accelerate the mainstreaming of adaptation across national planning and articulate priorities in ways that unlock action and investment.

Yet the Index also highlights a powerful truth: African economies are pioneering resilience. The continent is not waiting. Even in the most climate-vulnerable settings, countries are building overwhelmingly resilient economic activity as prosperity grows. Because the flip side is that 90% of the GDP of African economies is already resilient - and this report acts as a compass for what economies can work on to grow that component - their Gross Resilient Product (GRP), a new economic concept advanced with this report. These efforts deserve recognition—and reinforcement. Even resilience pioneers, however, face hurdles in mobilizing finance, often aggravated by debt constraints. This is precisely why partners and allies must not step back at this critical juncture, but rather lean in—matching policy progress and ambition with resources and risk-sharing.

The stakes are high. That should galvanize, not deter, action. Let us use this Index as our shared compass—directing effort to where it matters most. With sustained political will across the continent and steadfast support from trusted partners, a more resilient future is within reach. As Africa advances on resilience, the world will follow.

02 Executive Summary

The Index

The Resilient Economies Index assesses how African countries are exposed to and prepared for climate risks. It covers three pillars: economic exposure, policy planning, and access to finance to turn plans into action. Countries are grouped into five two-tier categories—*Pioneering* (Upper/Lower), *Robust* (Upper/Lower), *Consolidating* (Upper/Lower), *Emerging* (Upper/Lower), and *Foundational* (Upper/Lower)—to reflect different stages of adaptation progress. The Index is designed to help governments, development partners, investors, and other economic actors pinpoint where progress is occurring and where further effort is needed to strengthen resilience. The current edition covers 54 African countries.

Key messages

Africa is identified by the IPCC as the world's most vulnerable continent to climate change (IPCC, 2022). The research and analysis behind this report assessed climate adaptation in Africa, examining economic exposure, policy, and finance. Findings show that:

Rapid policy progress, but a financing gap. Many countries have robust frameworks—particularly around inclusion of vulnerable groups and clear priority-setting—yet mobilization of finance lags due to debt burdens, limited volumes of funding, and underutilized private-sector capital.

Stronger action amid higher risk; complacency risk at higher incomes. Lower-income nations advanced adaptation despite greater exposure, while wealthier countries showed slower translation of capacity into measurable resilience outcomes.

High exposure of economies and assets, yet resilience is highlighted. Economic activity is especially at risk in lower-income countries, while physical infrastructure faces greater exposure in higher-income ones. Only 10 countries have less than 10% loss exposure to GDP or infrastructure assets (2025-2050). At the same time, around 90% (average of 87.1%) of all economic activity of African economies is already positioned as resilient to climate risks (over the same 2025-2050 time period). The best performing economies have, in fact, already minimized GDP exposure to approximately 5% of GDP, or a GRP of 95%, highlighting the real potential for improvement available for de-risking African economies from climate threats.

Infrastructure growth and trade dependencies heighten vulnerability. Rapid infrastructure expansion, overreliance on trade—particularly food imports—and concentrated economic exposure underscore the need to fully integrate adaptation into all aspects of development planning.

Scaling finance is critical to closing the adaptation gap. Expanding finance through debt relief, innovative financial mechanisms, and greater private-sector engagement is essential to accelerate resilience-building across the continent. All African economies would need to be mobilizing financial resources for resilience at the same rate as the continent's top performer, at US$1.45 billion/year, for resources to match actual needs, when the current average country mobilization of all (domestic, public, private, international) adaptation finance for all Africa is approximately US$340 million/year.

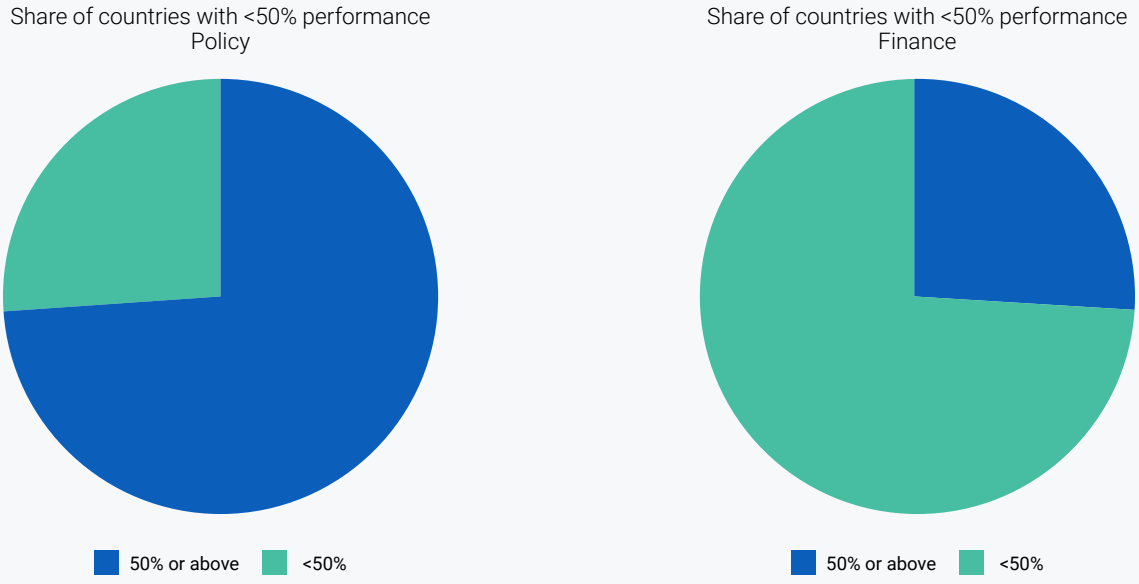
Policy strength attracts support, but gaps persist—even for pioneers. Countries with robust policies tend to draw more assistance, yet substantial work remains even among those in the *pioneering* tier.

Debt constraints and disaster-driven learning shape outcomes. A "debt wall" limits financing—62% of adaptation finance in Africa is debt—restricting fiscal space for many economies in distress. Countries including those at high-risk of debt distress have been found to mobilise up to 90% of their adaptation funding in the form of debt. Experience with climate disasters correlates with stronger Index performance, underscoring the need for knowledge sharing and proactive action across the continent.

Key message 1

Policy progress outpaces finance, widening the ambition–action gap. Forty countries score at least 50% on the policy pillar, yet only 14 reach that threshold on finance—leaving strong plans underfunded. High debt burdens constrain fiscal space even for top policy performers. Closing this gap requires stronger financial mechanisms, targeted debt relief and restructuring, and scaled resource mobilization so policies translate into implementation and resilient growth..

Figure 1. Comparison of policy vs. finance performances



Key message 2

Robust policy frameworks catalyze finance—especially where Official Development Assistance (ODA) is limited. Countries with strong, well-articulated adaptation plans tend to perform better on financial mobilization indicators when controlling for ODA, with plan coverage the strongest predictor of funding outcomes. Mainstreaming adaptation across national policy frameworks clarifies needs and priorities, guiding capital toward implementation. In contexts with low ODA inflows, policy strength plays an even greater role in steering finance. Governments should keep prioritizing policy development, while partners help ensure that countries with less external support do not fall behind on adaptation finance.

Key message 3

Disaster experience correlates with stronger preparedness. Countries facing frequent climate disasters over the past 25 years (EM-DAT; see Figure 12) tend to show stronger leadership in adaptation policy and finance, as repeated shocks build urgency, political will, and institutional capacity. But lower-exposure countries shouldn't wait—advancing policy and financing now cuts future losses and shifts adaptation from reactive to proactive.

Key message 4

Higher exposure, relative stronger preparedness at lower incomes. Least Developed Countries (LDCs) and low-income countries face high economic risks yet demonstrate stronger policies and financing for adaptation than other income groups: the LDC average economic score in the Index evaluation is 83.1% (86% for non-LDC), the average policy score is 55.9% (52.2% for non-LDC), and the average finance score is 47.5% (41.4% for non-LDC). By contrast, upper-middle- and high-income countries, despite robust economic resilience, face challenges in demonstrating similar trends for policy and financial actions. Therefore, this highlights that those most vulnerable act faster, while those with fewer challenges risk falling behind in climate preparedness—underscoring the need for increased international support and debt relief for LDCs, alongside stronger policies and increasing finance mobilization from wealthier nations.

Figure 2. Overall Index Score per Income Group

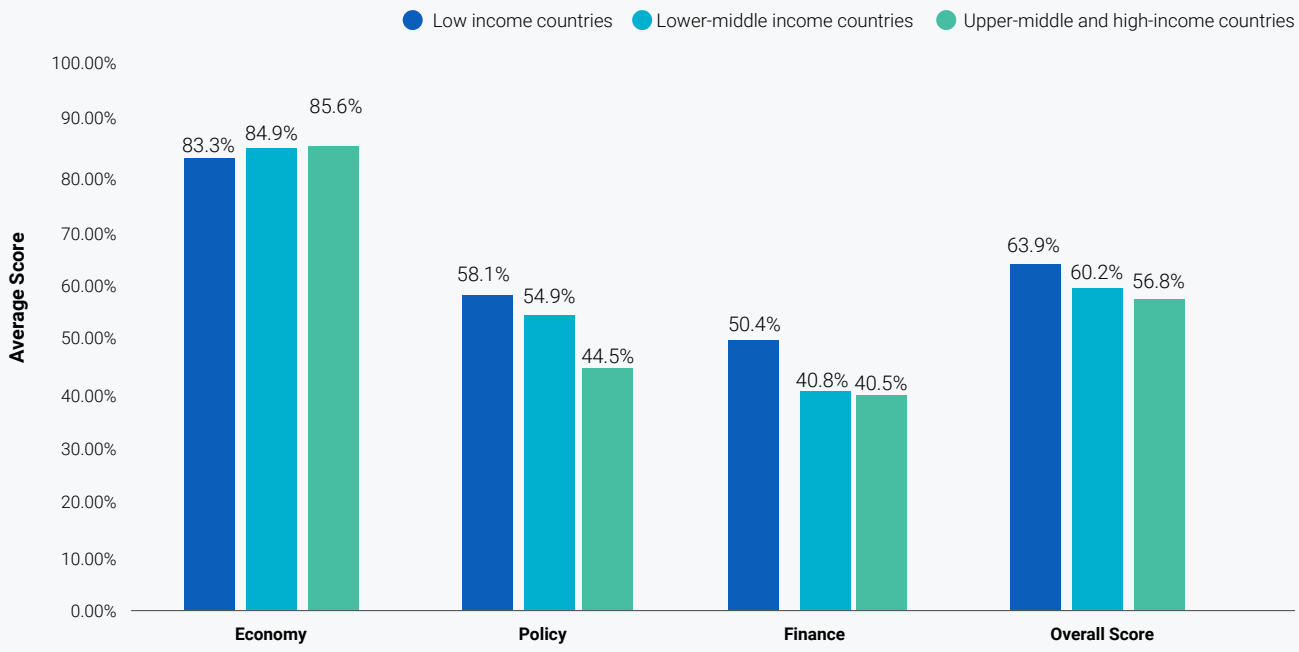
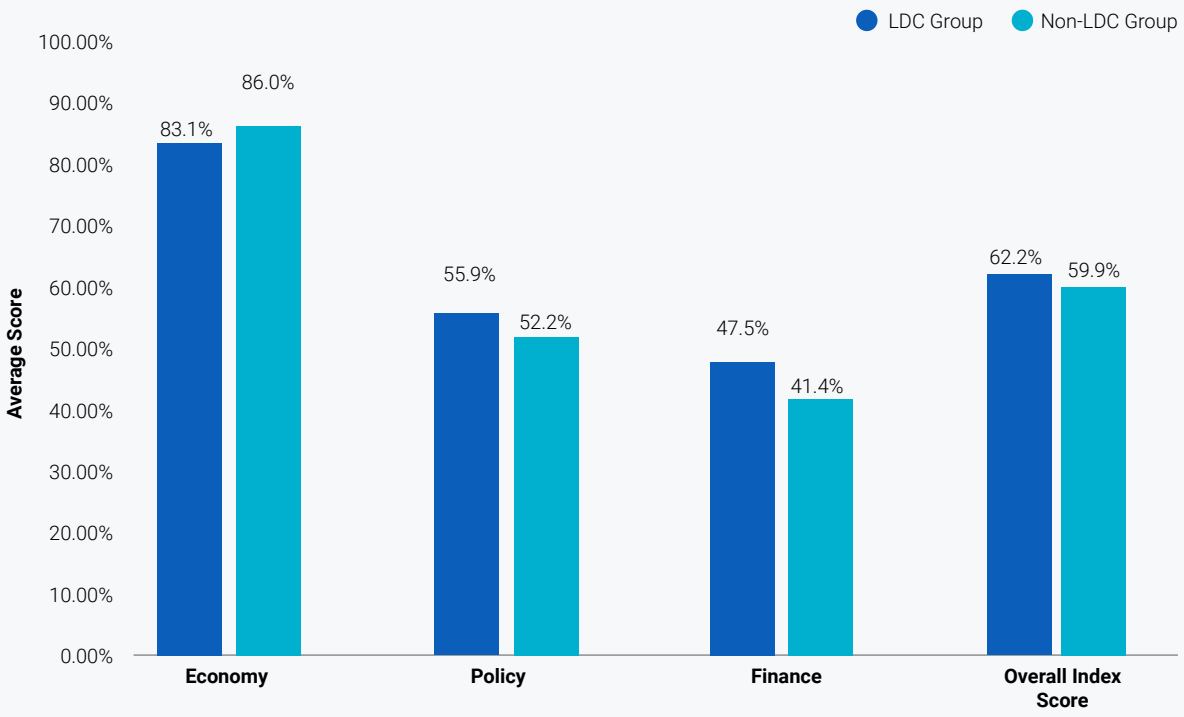


Figure 3. Overall Index Score (LDC vs Non-LDC)



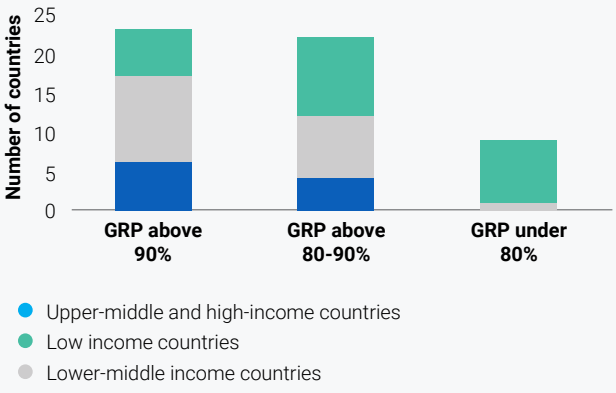
Key message 5

Resilient growth is achievable, but exposure threatens prosperity. Gross Resilient Product (GRP) analysis shows that the majority – 31 – African economies face substantial losses at or in excess of 10% of GDP between now and 2050. At the same time, around 90% (average of 87.1%) of all economic activity of African economies is already positioned as resilient to climate risks (over the same 2025-2050 time period). Resilience generally improves with income—upper-middle and high-income countries perform better—yet unchecked exposure will dampen medium- to long-term growth and trigger cascading socio-economic effects. Diversification of economic activities and workforce concentration from the high-risk agricultural sector supports higher levels of resilience, as do measures that enhance the resilience and productivity of agriculture. The takeaway: invest in resilience now to limit future damages and safeguard sustainable development.

87%

Africa's economies are 87% climate-resilient.

Figure 4. GRP Score Distribution



Key message 6

Africa's infrastructure boom must be climate-smart. Thirty-two countries have over 10% loss exposure of physical assets, with upper-middle and high-income countries faring worse on resilience indicators—partly due to higher infrastructure density. Priority actions: embed adaptation into planning, standards, and financing for all new (and retrofitted) infrastructure so the next wave of development is resilient and sustainable.

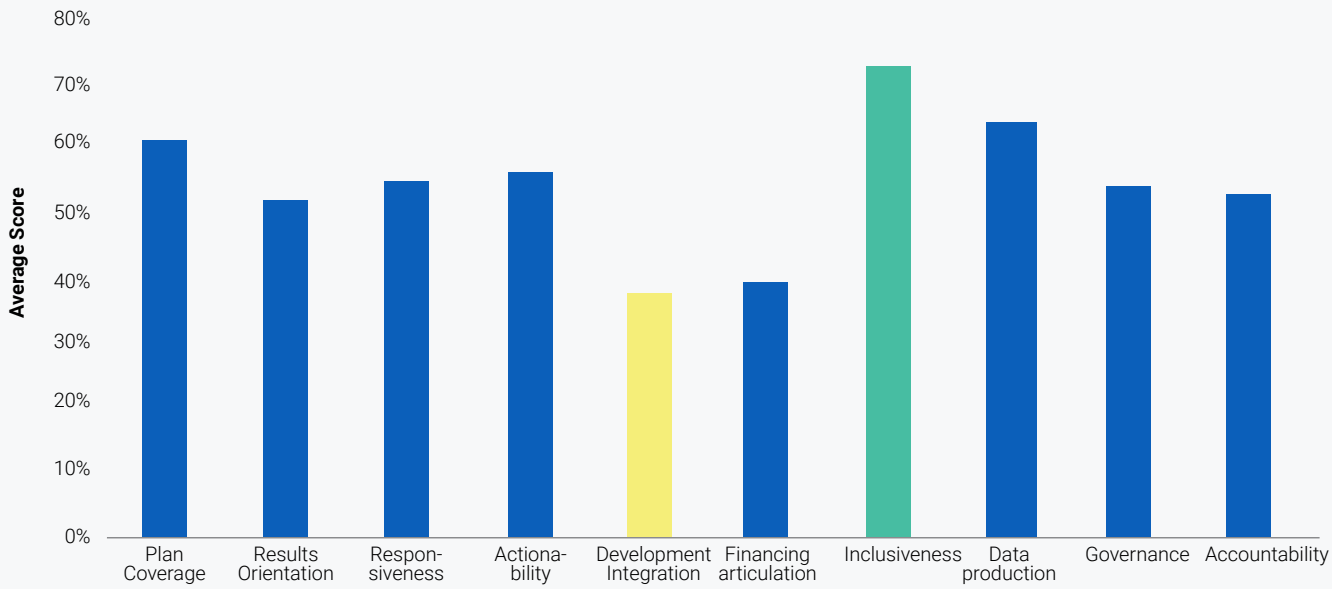
Key message 7

Optimize trade for reduced climate risks. Country-specific risks in food, water, and energy trade mean over-reliance on climate-affected imports can transmit external shocks. An optimal window of trade should be targeted. Aim for a balanced portfolio: strengthen domestic supply where feasible, diversify import sources and routes, build regional value chains, and use risk-management tools (buffers, hedging, strategic reserves) to capture trade's benefits while minimizing climate-driven volatility.

Key message 8

Mainstream adaptation across development planning — move from intent to implementation. Integrating actionable climate adaptation priorities into national and subnational development and sectoral plans is crucial for translating international commitments into concrete actions that cut across levels of government and sectors. However, adaptation remains insufficiently embedded in development strategies, as the integration of adaptation into national development and sectoral plans remains the most critical policy improvement. Evidence suggests that, on average, analyzed plans that acknowledge adaptation with broad objectives score higher (78%) in comparison to indicators measuring the articulation of goals into key projects and programs, the provision of clear timeframes, and concrete roles in a way that facilitates financing, which do not exceed a 32% performance on average.

Figure 5. Average Index performance per policy category



Key message 9

Inclusiveness is a core strength of Africa's adaptation policy. The index shows *inclusiveness* as the highest-scoring thematic cluster (average score: 72.4%). Many countries systematically engage NGOs, vulnerable groups, and local actors in plan design, and embed actions that directly target these communities. This community-rooted approach sets a strong baseline for progress—now the priority is to match it with financing for locally led adaptation and robust feedback and accountability mechanisms.

Key message 10

Encouraging signal for more robust climate data despite existing gaps. Robust national systems—linked to regional networks—are essential for evidence-based adaptation. Over half of African countries acknowledge shortfalls in infrastructure, capacity, and regional integration and have outlined steps to address them. As such, countries should continue to strengthen national climate observation systems by expanding coverage, modernizing infrastructure, enhancing regional integration, increasing investments, and building institutional capacity

Key message 11

Move from aspirations to bankable, time-bound delivery. There is a pressing need to move from broad adaptation goals to actionable objectives. While African climate, development, and sectoral plans perform on average strongly in setting overarching goals (71.7% and 77.7% respectively), they fall short in translating these ambitions into concrete measures. Many plans lack clear timeframes, defined institutional responsibilities, and well-articulated projects, resulting in average performance barely exceeding 50%. This gap constrains effective implementation, progress tracking, financing, and accountability. Embedding these measures into policy and planning frameworks moves climate objectives beyond normative statements and enables more effective coordination, investment, and monitoring.

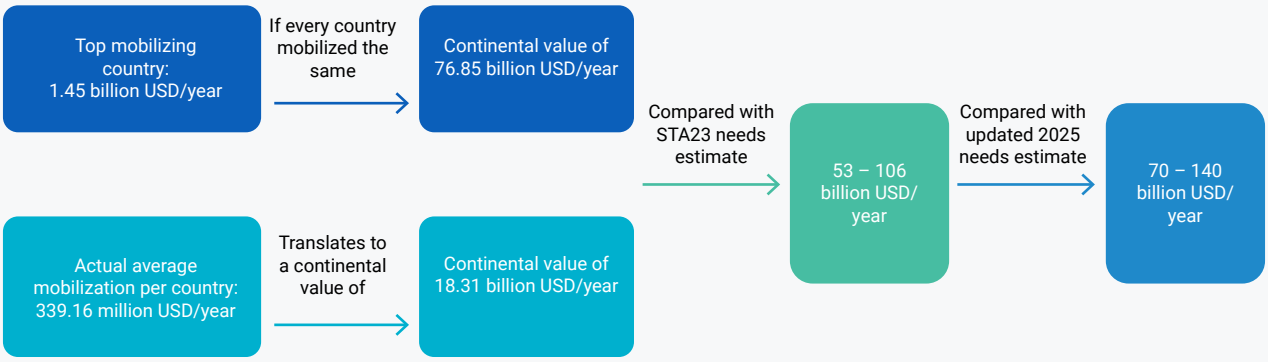
Key message 12

Financial mobilization must scale dramatically. To meet Africa's adaptation needs, every country would have to mobilize finance at the pace of the continent's top performer (1.45 billion USD/year). At current trends (continental average of 340 million USD/year), only ~25–33% of the minimum funding need will be met by 2030. Even the highest performing finance mobilizer among all African economies is estimated to fall short in its mobilization efforts by between 30% and as much as 230% (depending on the need evaluation referenced). A core issue is countries are under-specifying requirements—only about one-third have needs estimates that match the scale of the challenge, and even leading mobilizers underestimate their gaps. Priorities include rigorously quantifying needs, embed costed pipelines in NDCs/NAPs and sector plans, expand concessional flows and guarantees, pursue targeted debt solutions, and crowd in private capital to close the adaptation finance gap.

25-33%

Africa meets only 25-33% of its adaptation finance needs

Figure 6. Adaptation finance mobilization compared to estimated needs



Key message 13

Build resilience without hitting a debt wall.
The debt wall refers to a situation where finance options become restricted when finance is mainly available in the form of debt and countries are in or approaching debt distress. Over-reliance on borrowing is eroding fiscal space—62% of adaptation finance in the Index is debt—including in countries already in distress, with even "moderate risk" nations vulnerable if they lean heavily on loans. Countries including those at high-risk of debt distress have been found to mobilise up to 90% of their adaptation funding in the form of debt. Countries and partners should prioritize debt-compatible solutions such as more grants and highly concessional finance, guarantees and blended structures to de-risk private capital, debt-for-climate swaps, catastrophe and resilience bonds, and SDR rechanneling—so resilience rises without undermining debt sustainability, especially given Africa's minimal contribution to global emissions.

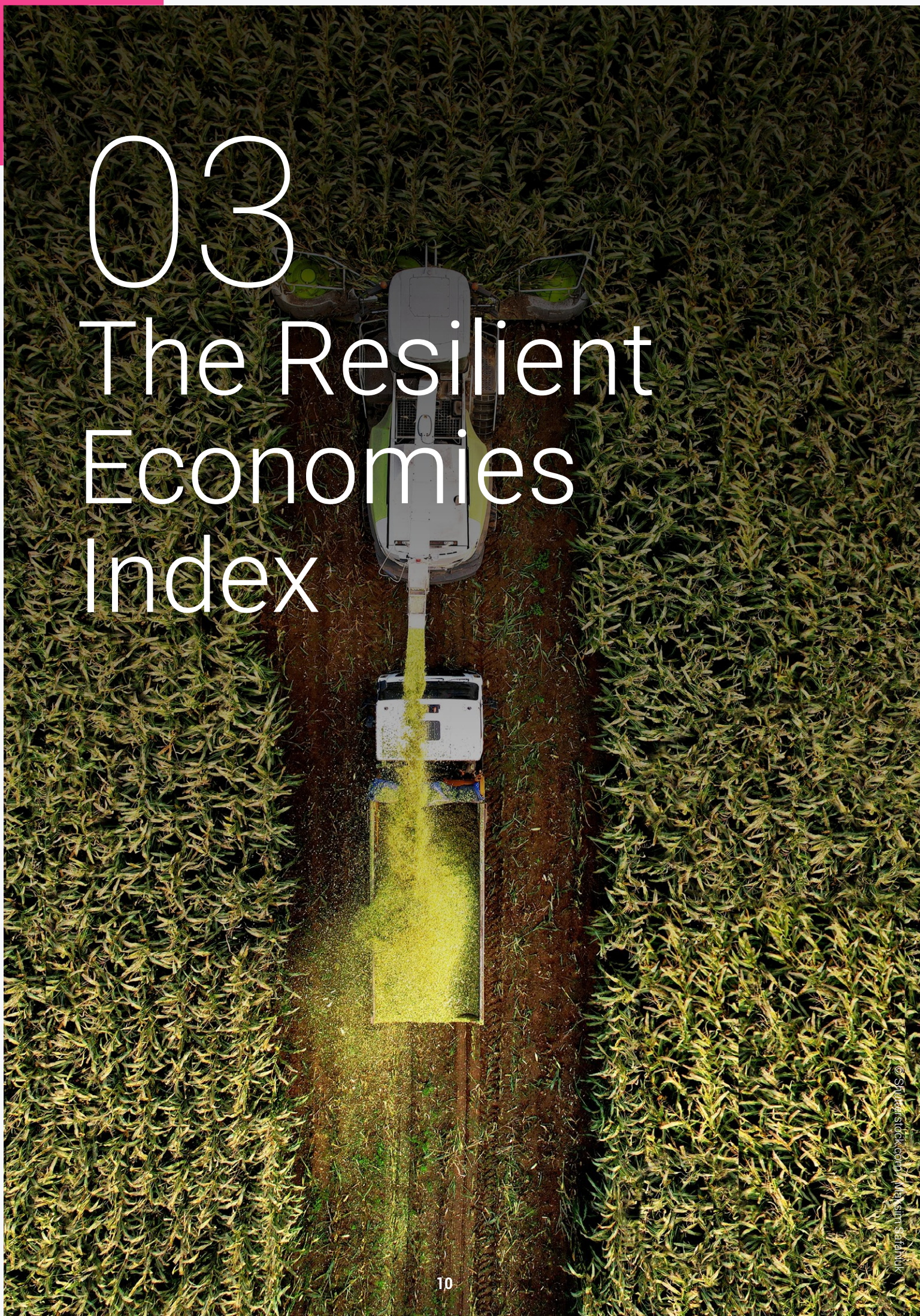
Key message 14

Private capital is largely untapped for adaptation.
While the analysis identified differences in the ability to attract private finance, the most striking element that emerged is that private contributions to adaptation finance are critically underexploited, with an average of just 3.7% of private sector financing for adaptation projects. Only 11 countries have private sector finance representing more than 5% of their total funding portfolio. Even among the seven countries that have relatively higher private sector finance mobilisation ability, private sector funding remains largely underexploited (at an average of just 11% of overall project finance). For instance, CPI (2022) data from other regions, such as South and East Asia, show examples of private sector mobilization, with significant scope for commercial financiers and enterprises to develop and fund adaptation solutions, products, and services.

Private sector contributes only 3.7% of adaptation finance in Africa

3.7 %

03 The Resilient Economies Index



The Resilient Economies Index is a tool that examines economies' potential exposure to climate risks, their capacity to manage these risks through policies and planning, and the volume and quality of dedicated finance to help governments translate policy intentions into concrete actions. By bringing together three fundamental pillars of resilience—economy, policy and finance— the Index provides a comprehensive assessment of the resilience landscape in Africa.

Economies are assessed using a normal distribution that determines the placement of countries for each pillar within the following five performance categories reflecting different stages of progress in mainstreaming adaptation.

- **Pioneering:** Countries demonstrating exemplary progress in mainstreaming adaptation within a given category.
- **Robust:** Countries that have made commendable strides and are firmly on the path toward resilience.
- **Consolidating:** Countries showing clear evidence of strengthening adaptation efforts.
- **Emerging:** Countries advancing adaptation mainstreaming, but with gaps remaining.
- **Foundational:** Countries at the early stages of establishing the building blocks for resilience.

To enhance granularity and enable more targeted support in implementing the framework across internal and external projects, the index incorporates Tier 1 (upper) and Tier 2 (lower) subcategories within the main performance indicators. This structure helps identify both strengths and areas for improvement across the different pillars and thematic clusters. It is important to note that no category signifies full achievement; even Tier 1 *pioneers* face gaps that require ongoing action. Nonetheless, Tier 1 performance represents a "best-in-class" benchmark that is attainable for most African economies, provided that policies, trade, finance, and other enabling conditions are effectively optimized. Analysis has some limitations and does not go beyond adaptation/development policy[1].

Figure 7. The three pillars of the Resilient Economies Index

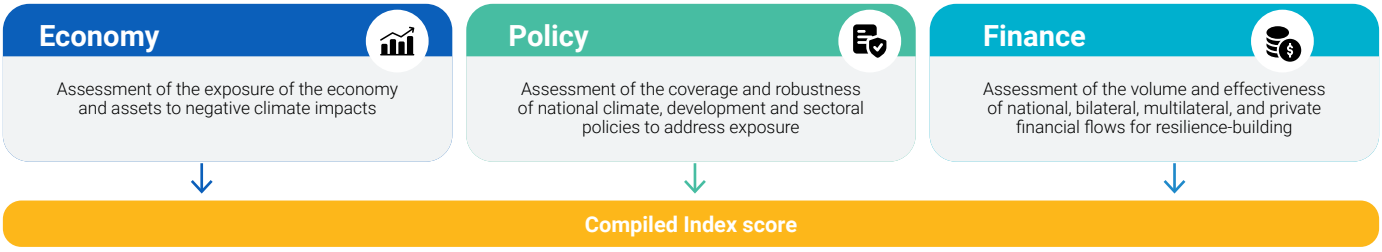
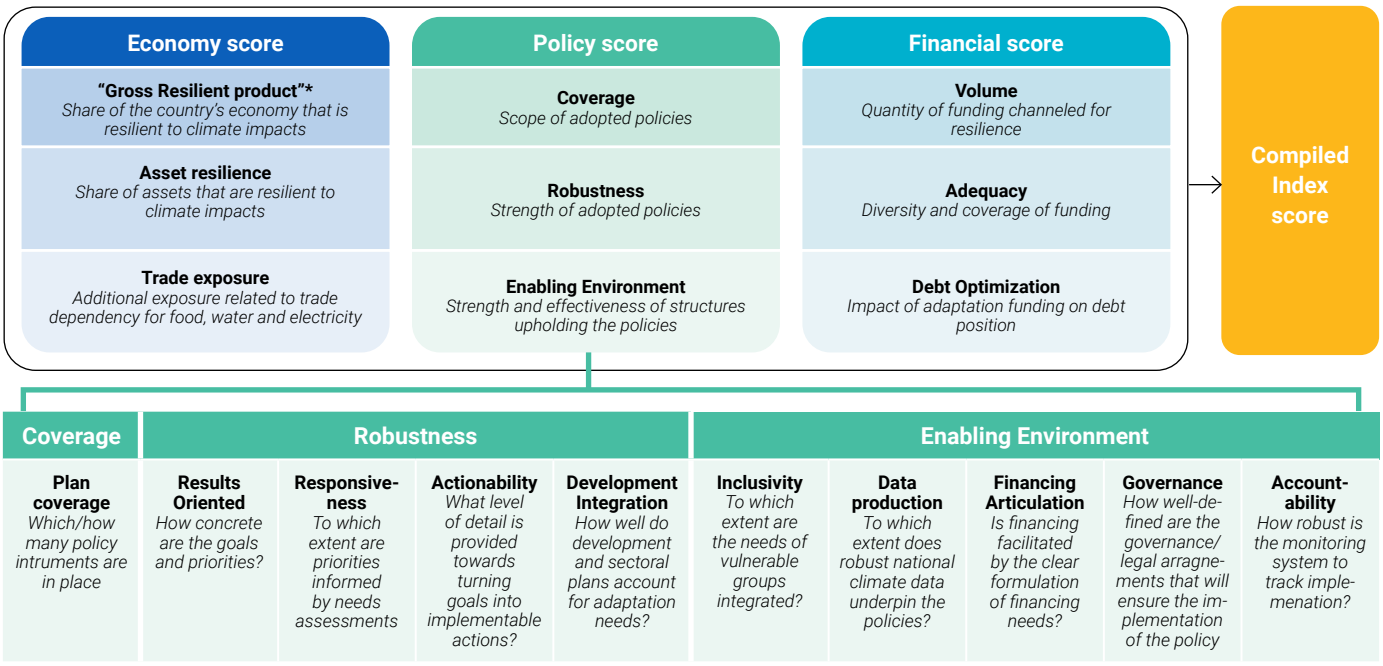


Figure 8. Framework for economy, policy and financial resilience scoring



* excluding trade

1 For more details, refer to the methodological note.

04 Overall Index: Key findings

Figure 9. Overall Index - Continent Overview

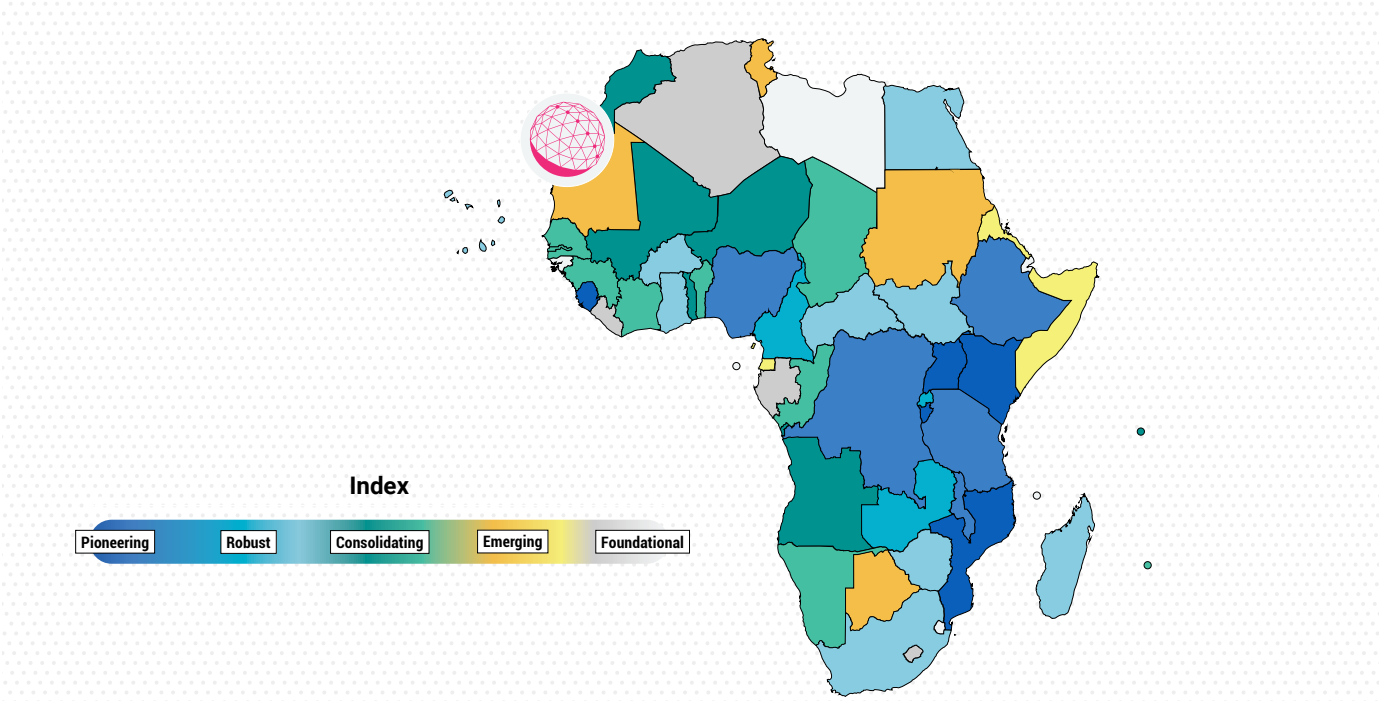


Table 1. Overall Index: key findings

Country[2]	Index Score	Economy	Policy	Finance
Burundi	Pioneering	Robust	Pioneering	Pioneering
Kenya	Pioneering	Pioneering	Pioneering	Pioneering
Mozambique	Pioneering	Pioneering	Consolidating	Pioneering
Sierra Leone	Pioneering	Robust	Robust	Pioneering
Uganda	Pioneering	Pioneering	Pioneering	Pioneering
Democratic Republic of the Congo	Pioneering	Robust	Robust	Pioneering
Ethiopia	Pioneering	Foundational	Robust	Pioneering
Malawi	Pioneering	Consolidating	Robust	Pioneering
Nigeria	Pioneering	Emerging	Consolidating	Pioneering
Tanzania	Pioneering	Robust	Consolidating	Pioneering
Cameroon	Robust	Pioneering	Pioneering	Consolidating
Rwanda	Robust	Robust	Robust	Robust
Zambia	Robust	Pioneering	Robust	Consolidating
Burkina Faso	Robust	Foundational	Pioneering	Consolidating
Cabo Verde	Robust	Robust	Pioneering	Foundational
Central African Republic	Robust	Pioneering	Robust	Consolidating
Egypt	Robust	Foundational	Robust	Robust
Ghana	Robust	Pioneering	Robust	Consolidating
Madagascar	Robust	Consolidating	Robust	Consolidating
South Africa	Robust	Robust	Robust	Consolidating
South Sudan	Robust	Emerging	Emerging	Pioneering
Zimbabwe	Robust	Robust	Robust	Consolidating
Angola	Consolidating	Pioneering	Consolidating	Consolidating
Mali	Consolidating	Foundational	Robust	Consolidating
Morocco	Consolidating	Emerging	Consolidating	Robust
Niger	Consolidating	Foundational	Pioneering	Emerging
Seychelles	Consolidating	Pioneering	Consolidating	Consolidating

Country[2]	Index Score	Economy	Policy	Finance
Togo	Consolidating	Foundational	Pioneering	Emerging
Benin	Consolidating	Foundational	Pioneering	Emerging
Chad	Consolidating	Robust	Emerging	Robust
Côte d'Ivoire	Consolidating	Robust	Emerging	Consolidating
Guinea	Consolidating	Consolidating	Robust	Emerging
Mauritius	Consolidating	Robust	Consolidating	Emerging
Namibia	Consolidating	Emerging	Consolidating	Consolidating
Republic of Congo	Consolidating	Pioneering	Emerging	Emerging
Senegal	Consolidating	Consolidating	Consolidating	Consolidating
The Gambia	Consolidating	Emerging	Consolidating	Consolidating
Botswana	Emerging	Consolidating	Consolidating	Emerging
Mauritania	Emerging	Foundational	Consolidating	Consolidating
Sudan	Emerging	Foundational	Consolidating	Consolidating
Tunisia	Emerging	Foundational	Robust	Emerging
Equatorial Guinea	Emerging	Pioneering	Foundational	Emerging
Eritrea	Emerging	Robust	Foundational	Consolidating
Somalia	Emerging	Foundational	Foundational	Robust
Algeria	Foundational	Emerging	Foundational	Emerging
Gabon	Foundational	Robust	Foundational	Emerging
Lesotho	Foundational	Emerging	Emerging	Foundational
Liberia	Foundational	Consolidating	Consolidating	Foundational
Comoros	Foundational	Pioneering	Foundational	Foundational
Djibouti	Foundational	Foundational	Foundational	Emerging
Eswatini	Foundational	Foundational	Emerging	Foundational
Guinea-Bissau	Foundational	Consolidating	Foundational	Foundational
Libya	Foundational	Emerging	Foundational	Emerging
São Tomé and Príncipe	Foundational	Pioneering	Foundational	Foundational

2 **Pioneering:** Countries demonstrating exemplary progress in mainstreaming adaptation within a given category; **Robust:** Countries that have made commendable strides and are firmly on the path toward resilience; **Consolidating:** Countries showing clear evidence of strengthening adaptation efforts; **Emerging:** Countries are advancing adaptation mainstreaming, but with gaps remaining; **Foundational:** Countries are at the early stages of establishing the building blocks for resilience.

KEY MESSAGE 1: Policy Progress Outpaces Finance, Widening the Ambition-Action Gap

African countries are making significant progress in developing adaptation policies; however, limited financial mobilization—constrained by high debt—is preventing these frameworks from being fully implemented, underscoring the urgent need for stronger mechanisms to channel resources and translate policy goals into climate-resilient action.

Key points:

- While adaptation policies are advancing across Africa, financial mobilization does not keep pace, creating a gap between adaptation ambition and implementation.
- High debt can burden countries' ability to secure and allocate sufficient resources for climate adaptation, even among top performers in policy.
- It is necessary to strengthen financial mechanisms and resource mobilization strategies that address, restructure, and relieve debt constraints, ensuring that well-developed policies can translate into adequately funded, climate-resilient action.

Explanation

Integrating adaptation into policy is critical, as it ensures climate considerations are systematically embedded across sectors and decision-making processes, turning high-level goals into concrete, coordinated actions. Equally important is financial mobilization, as securing adequate resources enables the implementation of adaptation measures, supporting resilience-building, and attracting further investment to sustain long-term climate action.

The Index finds that, although areas for improvement remain, there is overall encouraging policy progress across Africa, with 40 countries scoring at least 50% in the policy pillar. However, financial mobilization does not keep pace, with only 14 countries reaching the same threshold. On average, policy performance stands at 55%, compared to just 45% for finance – a 10% gap that underscores the challenge of aligning funding with policy ambitions.

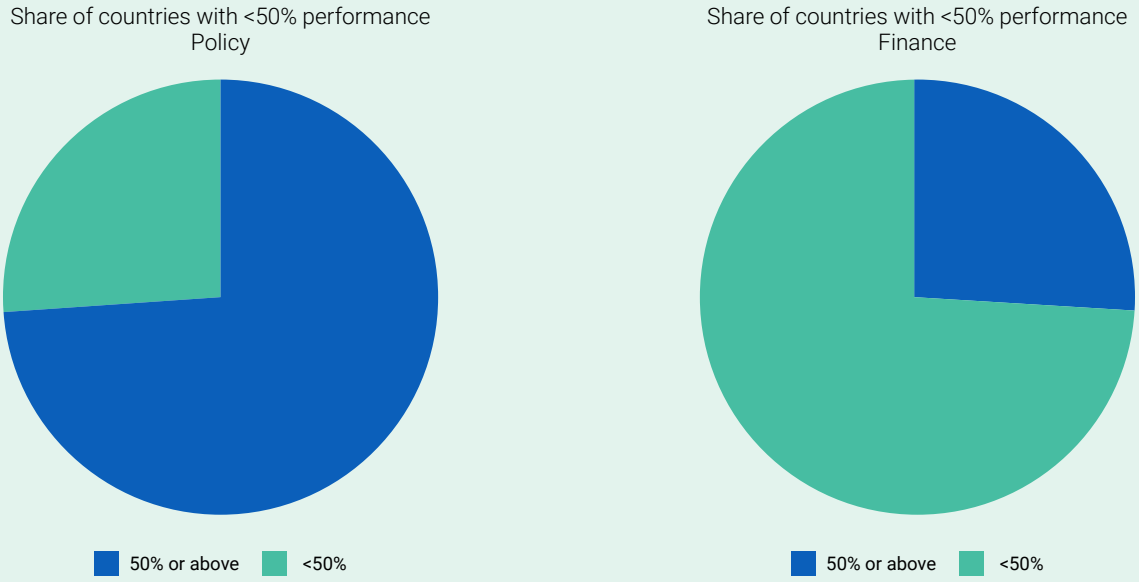
10%

gap between the policy and the finance Index performances

A closer look at finance reveals that debt may be a key factor holding back the finance indicator. Among the 10 highest-scoring countries in policy, nine also carry significant debt; their debt scores spread evenly across the foundational, emerging, and consolidating categories. Therefore, this reflects a broader trend: policy advances are not keeping pace with adequate financing, which remains largely constrained by high debt burdens.

The gap between robust policy frameworks and insufficient financing highlights a critical challenge: without effective mechanisms to mobilize and direct resources, well-designed adaptation policies risk stalling during implementation. Addressing debt constraints through innovative finance mechanisms and scaling up financial mobilization are therefore essential to translate policy progress into tangible, climate-resilient outcomes.

Figure 10. Comparison of policy vs. finance performances



KEY MESSAGE 2: Robust Policy Frameworks Catalyze Finance - Especially Where ODA Is Limited

African countries with robust adaptation policy tend to perform better in mobilizing finance, strengthening the finding that effective policy helps drive adaptation investment. The findings show that when countries receive low levels of Official Development Assistance (ODA), a strong policy framework has an even greater impact on financial outcomes.

Key points:

- Despite constraints related to debt, there is a positive correlation between policy and financial performance when controlling for ODA. In particular, the articulation of financing in policies appears to help both the overall financing performance and the quality of financing.
- Furthermore, plan coverage came out as the strongest policy predictor for the volume of financing, indicating that the presence of policy frameworks helps encourage investment.
- ODA levels strongly predict financial performance: countries with higher inflows tend to attract more adaptation finance. Where ODA is limited, robust policy frameworks play a crucial role in mobilizing resources. This underscores the importance of clearly articulating funding needs and priorities, while ensuring that countries with limited external support also benefit from adaptation finance.

Explanation

Across African countries, there is a positive correlation between policy score and financial mobilization (when controlling for ODA). Higher policy scores are associated with better finance outcomes in countries such as Burundi and Uganda that represent valuable examples of how *pioneering* policies can help drive stronger financial mobilization.

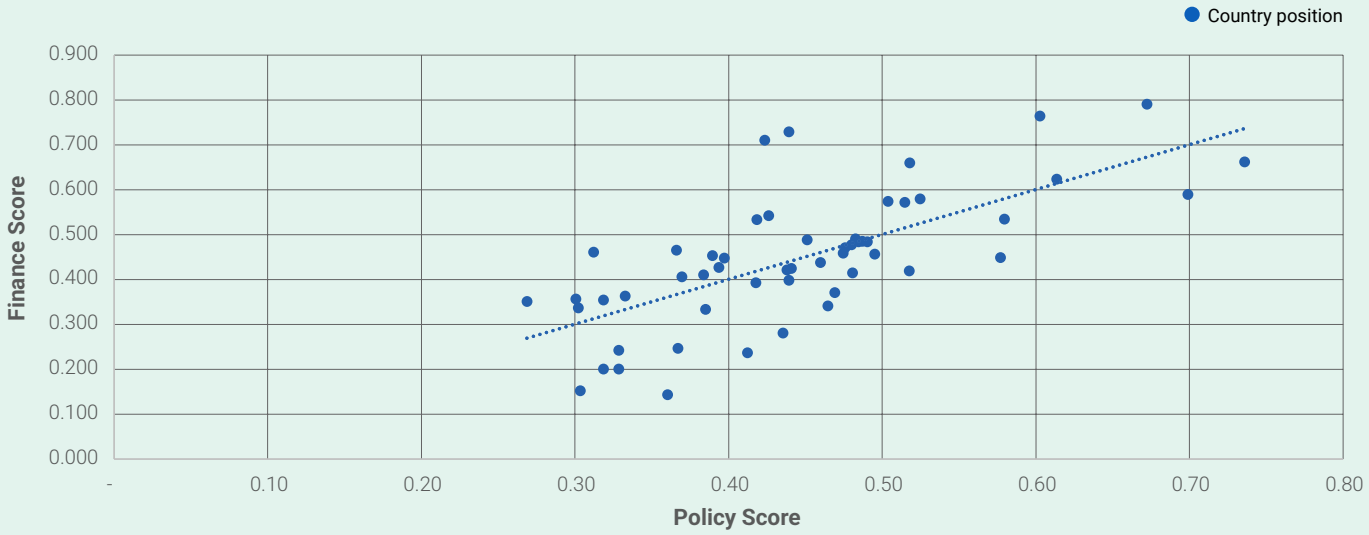
Mainstreaming adaptation across national, sub-national and regional plans represents the strongest policy predictor for countries to encourage financing. Morocco, for instance, showcases extensive plan coverage and obtains a robust financing performance.

ODA levels influence financial performance. Countries receiving higher volumes of ODA tend to attract more adaptation finance, while those with limited ODA scores show lower performance on the finance score. Examples worth mentioning are Kenya (*pioneering* in both policy and finance), which demonstrates how strong policy can amplify financial mobilization even with low ODA, whereas Equatorial Guinea and Gabon, with weaker policy frameworks, have similarly low financial mobilization. Consequently, governments should strengthen policies by clearly defining financing needs and strategies, and partners should ensure countries with limited access to external resources are not disadvantaged in adaptation finance allocation.

Table 2. Country-level policy and finance scores (ODA <3% GDP)

	Policy Score	Finance Score
Algeria	Foundational	Emerging
Angola	Consolidating	Consolidating
Botswana	Consolidating	Emerging
Cameroon	Pioneering	Consolidating
Republic of Congo	Emerging	Emerging
Côte d'Ivoire	Emerging	Consolidating
Egypt	Robust	Robust
Equatorial Guinea	Foundational	Emerging
Eswatini	Emerging	Foundational
Gabon	Foundational	Emerging
Ghana	Robust	Consolidating
Guinea	Robust	Emerging
Kenya	Pioneering	Pioneering
Libya	Foundational	Emerging
Mauritius	Consolidating	Emerging
Morocco	Consolidating	Robust
Namibia	Consolidating	Consolidating
Nigeria	Consolidating	Pioneering
São Tomé and Principe	Foundational	Foundational
South Africa	Robust	Consolidating
Tunisia	Robust	Emerging
Zimbabwe	Robust	Consolidating

Figure 11. Correlation between policy and finance, controlling for ODA



KEY MESSAGE 3: Disaster Experience Correlates With Stronger Preparedness

Countries experiencing more frequent climate disasters over the past 25 years tend to demonstrate leadership in adaptation policy and financing.

Key points:

- A positive correlation exists between countries that experienced frequent climate-related disasters in the last 25 years and the quality of their adaptation policies and financial mobilization.
- Proactive adaptation is essential, even for countries currently less exposed to climate disasters. By pairing strengthened policies and plans with improved financial mobilization strategies, countries can transition from reactive to proactive adaptation.

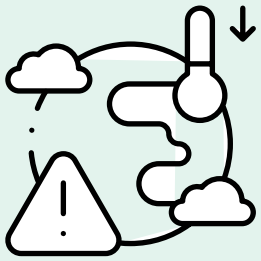
Explanation

There is a positive correlation of 0.61 between the average number of disasters and the overall performance. The correlation is strongest with financial performance (0.65). Countries that frequently experience climate-related disasters are directly confronted with the social, economic, and environmental costs of climate change, creating a strong sense of urgency— driving political will, public pressure and financial incentives to invest in adaptation measures. Repeated events can also build institutional knowledge and appear to open channels of access to international funding, making it easier for those countries to develop and implement effective climate policies.

Considering that the response to climate impacts depends on several societal factors, the Index shows a positive correlation between the number of climate-related disasters a country faced in the past 25 years and its Index performance in both policy and financial mobilization. This finding suggests that countries repeatedly exposed to climate-related disasters might tend to respond by strengthening their adaptation policies and financial mobilization mechanisms.

Moreover, it indicates that direct experience with impacts can be a powerful catalyst for action, reinforcing the link between vulnerability and proactive climate planning.

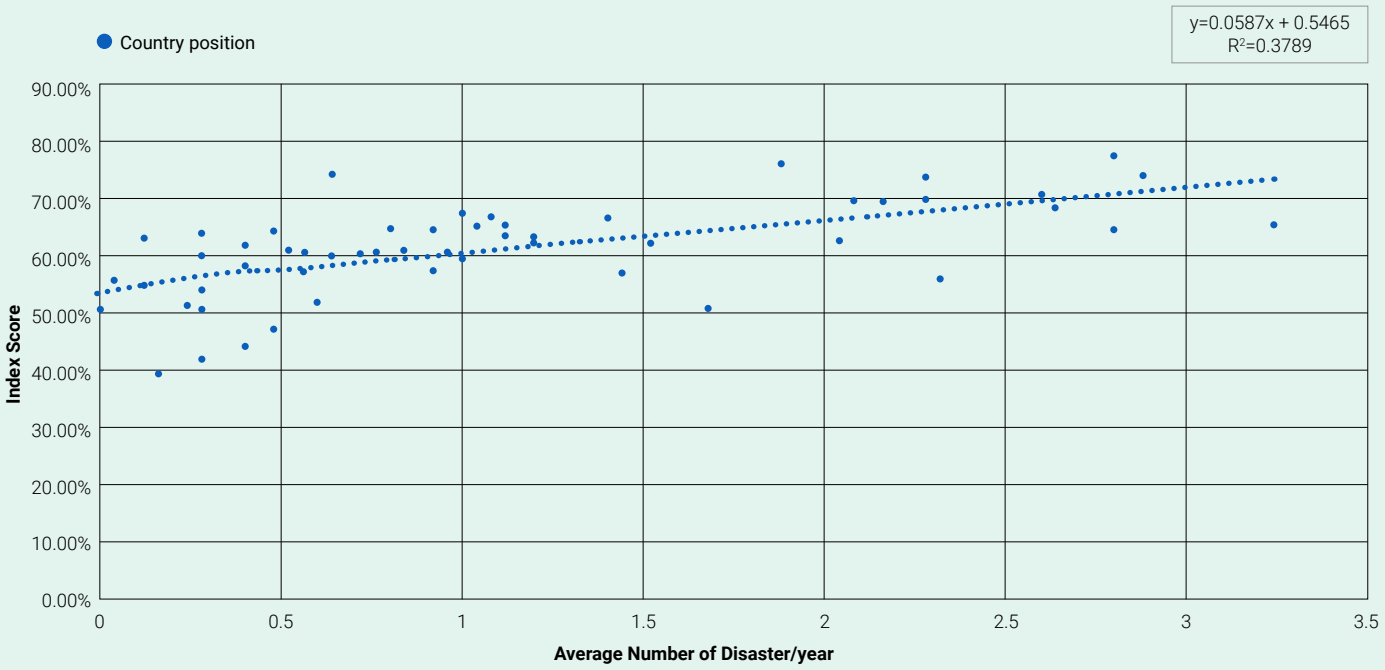
Disaster exposure can drive stronger adaptation action



Over the past decades, Uganda, Ethiopia, and Mozambique have each faced a series of climate-related challenges—ranging from floods, landslides, and droughts in Uganda, to recurrent droughts, floods, and advancing desertification in Ethiopia, and to cyclones, floods, and droughts in Mozambique. Despite these recurrent hazards, all three countries have achieved *pioneering* scores on the overall adaptation index and in climate finance mobilization. Uganda and Ethiopia's policy frameworks are assessed as robust, reflecting strong institutional and strategic capacity, while Mozambique is classified as consolidating—steadily advancing toward greater climate resilience.

While countries frequently exposed to climate disasters have made notable strides in advancing adaptation, efforts still need to be scaled up. Importantly, countries with historically lower exposure should not wait for impacts to occur before acting. Proactive adaptation may not only reduce potential damage but also it can save lives, underscoring the importance of getting ahead of the curve.

Figure 12 . Number of disasters and Overall Index Performance (per EM-DAT data)



KEY MESSAGE 4: Higher Exposure, Relative Stronger Preparedness At Lower Incomes

In Africa, the countries with the least resources are leading on adaptation policies and finance, while wealthier nations risk falling behind.

Key points:

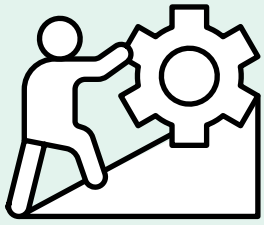
- LDCs and low-income countries face high economic risks yet demonstrate stronger policies and financing for adaptation.
- By contrast, upper-middle- and high-income countries, despite robust economic resilience, face challenges in demonstrating similar trends for policy and financial actions.
- It is necessary to increase international support and debt relief for African LDCs to strengthen adaptation implementation, while supporting upper-middle- and high-income countries to enhance policy and financial mobilization frameworks.

Explanation

African LDCs are particularly vulnerable to the economic impacts of climate change due to their low income and limited human capital, and reliance on climate-sensitive sectors, such as agriculture, fisheries, and natural resources. Limited infrastructure, weaker social protection systems, and restricted access to finance make it difficult for them to absorb and recover from shocks. Even relatively small climate events can cause substantial economic losses, exacerbate poverty, and strain public budgets. High debt levels and dependence on external aid further reduce their ability to invest in long-term resilience.

The Index reveals that low-income African countries achieve, on average, higher overall resilience scores than upper-middle-, high-, and lower-middle-income countries. Despite facing greater economic risks, African LDCs and low-income countries also demonstrate stronger adaptation policies (average score of 58%) and financial mobilization (average score of 50%).

In contrast, African upper-middle- and high-income countries, although benefiting from stronger economic resilience, don't demonstrate the same in both policy formulation and financial mobilization. This contrast suggests that higher vulnerability pushes poorer countries to prioritize adaptation, while wealthier countries, being less immediately exposed to risks, may underestimate the urgency of policy development. It highlights the paradox that those with fewer resources are often more proactive, whereas those with stronger economies risk falling behind in adaptation planning.



Low-income nations lead in adaptation action.

Rwanda, as both an LDC and a low-income country, provides a good example. Despite these challenges, it has achieved robust status in both financial mobilization and policy, thereby demonstrating a remarkable and increasing commitment to adaptation. This illustrates that countries facing socio-economic development challenges, like Rwanda, can achieve significant progress in climate adaptation.

African LDCs should benefit from greater international climate support and debt relief to enhance their ability to implement adaptation policies and build resilience. At the same time, upper-middle- and high-income countries must strengthen both their policy frameworks and financial mobilization to close the gap between economic capacity and climate action.

Figure 13. Overall Index Score per Income Group

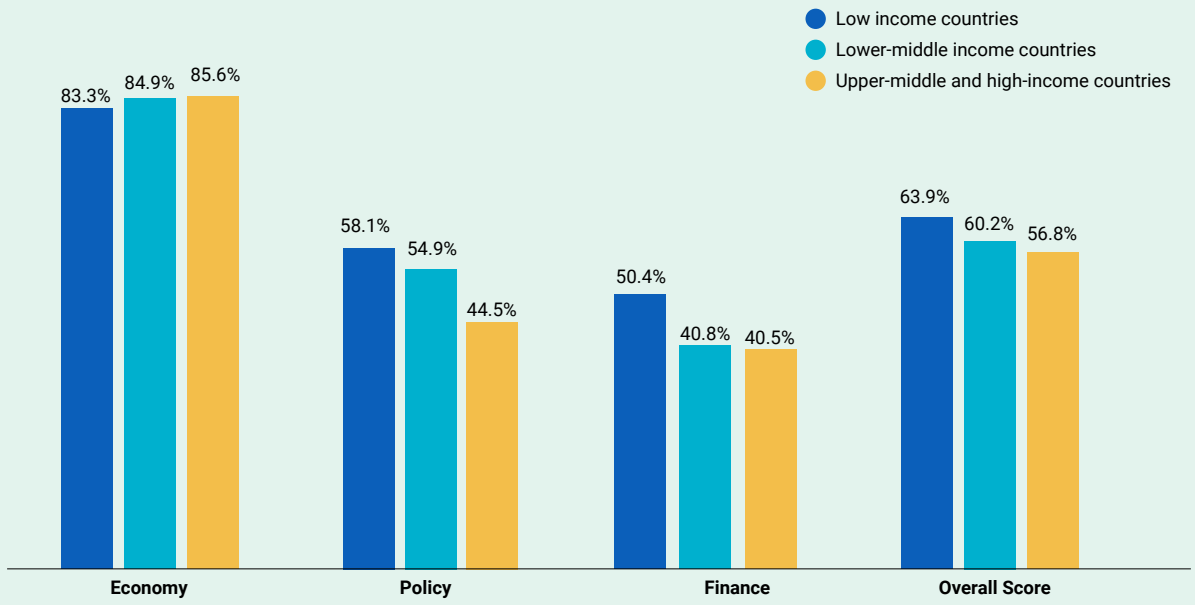
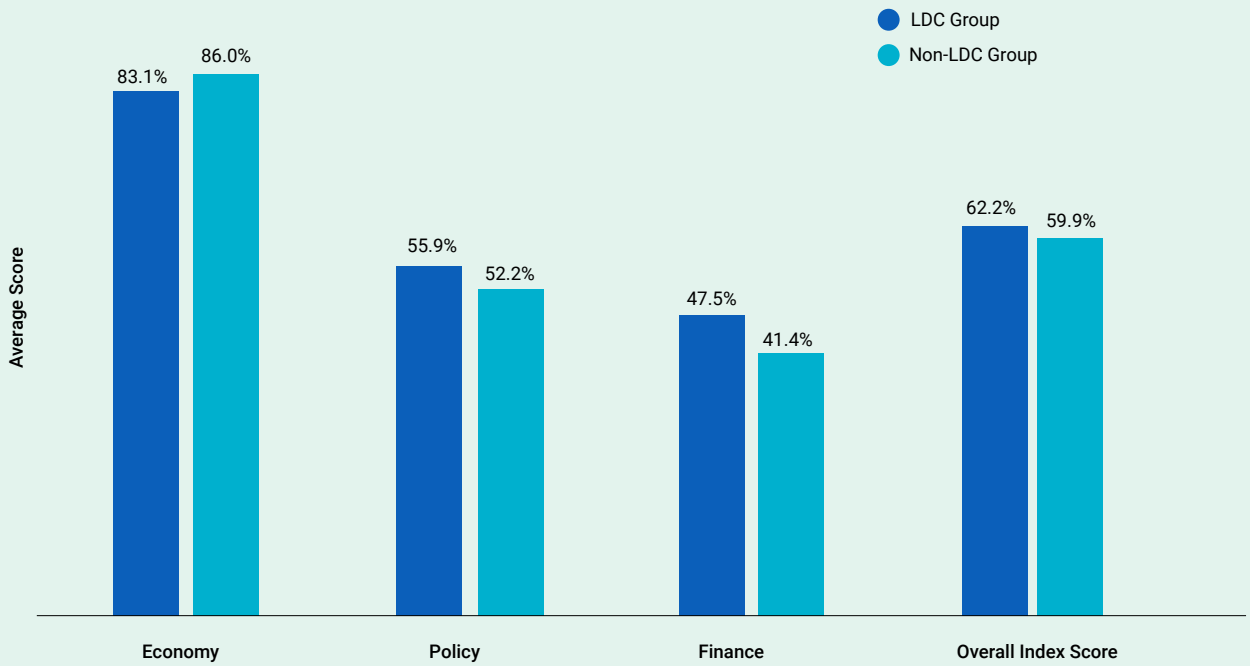


Figure 14. Overall Index Score (LDC vs non-LDC)



Findings discussion

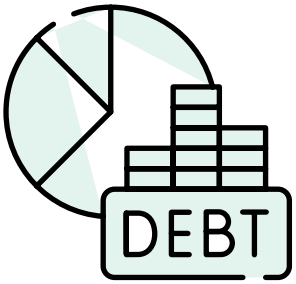
The Index aimed to evaluate the landscape of climate adaptation in Africa, taking into consideration economic exposure and preparedness at the policy and financial levels. The findings of the economic analysis underscore the cost of inaction; unless adaptation interventions are effectively prioritized and funded, all African countries will forego GDP growth due to rising climate impacts. Infrastructure development requires particular attention, as asset exposure tends to rise with densification unless adaptive measures are taken – a critical warning sign for a continent with ambitious development aspirations for the coming years.

Regarding preparedness, the systematic assessment of policy frameworks highlights both encouraging trends and areas for improvement. African countries are advancing in the inclusion of vulnerable populations, setting clear priorities, and enhancing the robustness of national climate data. However, further progress is needed to mainstream adaptation across development efforts and to make policy priorities more actionable. Financial mobilization trends revealed an even more challenging picture: while some progress is being made in scaling up adaptation investments, significant gaps remain in funding volumes, the ambition of financial commitments, and the range of sectors targeted.

Inaction today risks tomorrow's prosperity.

This underlines impediments to financial mobilization, even for countries with robust policy frameworks. Debt sustainability was identified as a particular constraint in that regard, underscoring the need for alternative financing mechanisms that do not further burden countries' fiscal positions. At the same time, there are positive correlations between policy and finance performances. While policy strength is not always sufficient to guarantee financial mobilization, it certainly provides positive signals to external partners. It is particularly true for countries that benefit less from Official Development Assistance (ODA). Indeed, the findings showed that patterns of adaptation finance flows link to larger trends in development finance, with large ODA recipients more likely to perform well. This echoes findings from previous research by the GCA, which showed a high concentration of adaptation finance volumes between a few countries (see STA23, p. 14). As the exposure analysis makes clear, no economy will be spared; partners should ensure that all countries receive support at scale.

Debt burden blocks adaptation investment growth.



Index performance drivers are complex and shaped by each country's unique characteristics. Nonetheless, some trends emerge. For example, countries with a history of more frequent climate disasters tend to perform better in policy-making and financial mobilization, suggesting that direct exposure helps prioritize and allocate funds effectively. Similarly, low-income countries and LDCs are, on average, both more exposed and better prepared, highlighting the value of their adaptation experience. This underscores the importance of knowledge-sharing across the continent. Meanwhile, higher-income and less-exposed countries should take the opportunity to adapt proactively. Finally, it is also worth noting that a majority of the *pioneering* countries (7/10) on the continent are among the most populated ones, calling attention to potential scale-related challenges that should be accounted for in the case of smaller nations.

Overall, African nations face significant challenges but are also equipping themselves with important tools to address them. These efforts require adequate financial support in order to unlock the full resilience potential of African economies.

Text Box 1. Kenya as a Leader in Adaptation

Kenya achieved *pioneering* status across all three pillars of the Resilient Economies Index—economy, policy, and finance—demonstrating strong commitment to climate adaptation. Its economic performance reflects a mix of strengths and ongoing challenges. Asset resilience is rated as *pioneering*, highlighting Kenya's ability to protect key infrastructure and resources from climate impacts. Gross Resilient Product (GRP) and trade resilience are *robust*, demonstrating solid economic foundations, though trade resilience remains partially dependent on external markets and global supply chains, which can introduce vulnerability.

In the policy pillar, Kenya excels, attaining *pioneering* status in 7 out of 10 categories. Two categories are robust, and one is *consolidating*, reflecting a strong but nuanced approach to mainstreaming adaptation across sectors. This shows that Kenya has not only developed comprehensive climate strategies but is actively translating them into tangible planning and action, particularly in sectors under direct national control.

The Index found that Kenya faces more challenges in terms of finance. Funding quality is *pioneering*, indicating efficient use of available resources, but funding volume and debt sustainability fall into the *consolidating* category. These constraints show the country's reliance on international support and the impact of existing debt levels on its ability to scale adaptation investments.

Overall, Kenya illustrates that strong commitment and proactive planning can drive leadership in adaptation, even when certain challenges—like external funding and debt—remain. Its experience underscores a key lesson: resilience is not only about domestic action but also about navigating global economic and financial realities.

Despite achieving *pioneering* status overall, Kenya still faces significant challenges. High economic scores do not eliminate risk—much of its GDP remains vulnerable, and debt burdens limit financial flexibility. Being *pioneering* does not mean a country is free from challenges; it reflects strong commitment and progress amid ongoing risks. It is important to note that continuous improvements are still required across all pillars, and support from governments, organizations and economic actors (both domestic and international) remains crucial to sustain progress, address debt challenges, and ensure that Kenya's adaptation efforts translate into long-term economic and climate resilience.

Table 3. Kenya overall findings

Kenya					
Gross Resilient Product	Robust	Economy	Pioneering	Index	Pioneering
Asset Resilience	Pioneering				
Trade Resilience	Robust				
Plan Coverage	Pioneering	Policy	Pioneering		
Results Orientation	Pioneering				
Responsiveness	Robust				
Actionability	Pioneering				
Development Integration	Pioneering				
Financing Articulation	Pioneering				
Inclusiveness	Robust				
Data Production	Consolidating				
Governance	Pioneering				
Accountability	Pioneering				
Financing Volume	Robust	Finance	Pioneering		
Financing Quality	Pioneering				
Debt Sustainability	Consolidating				

05 Economy

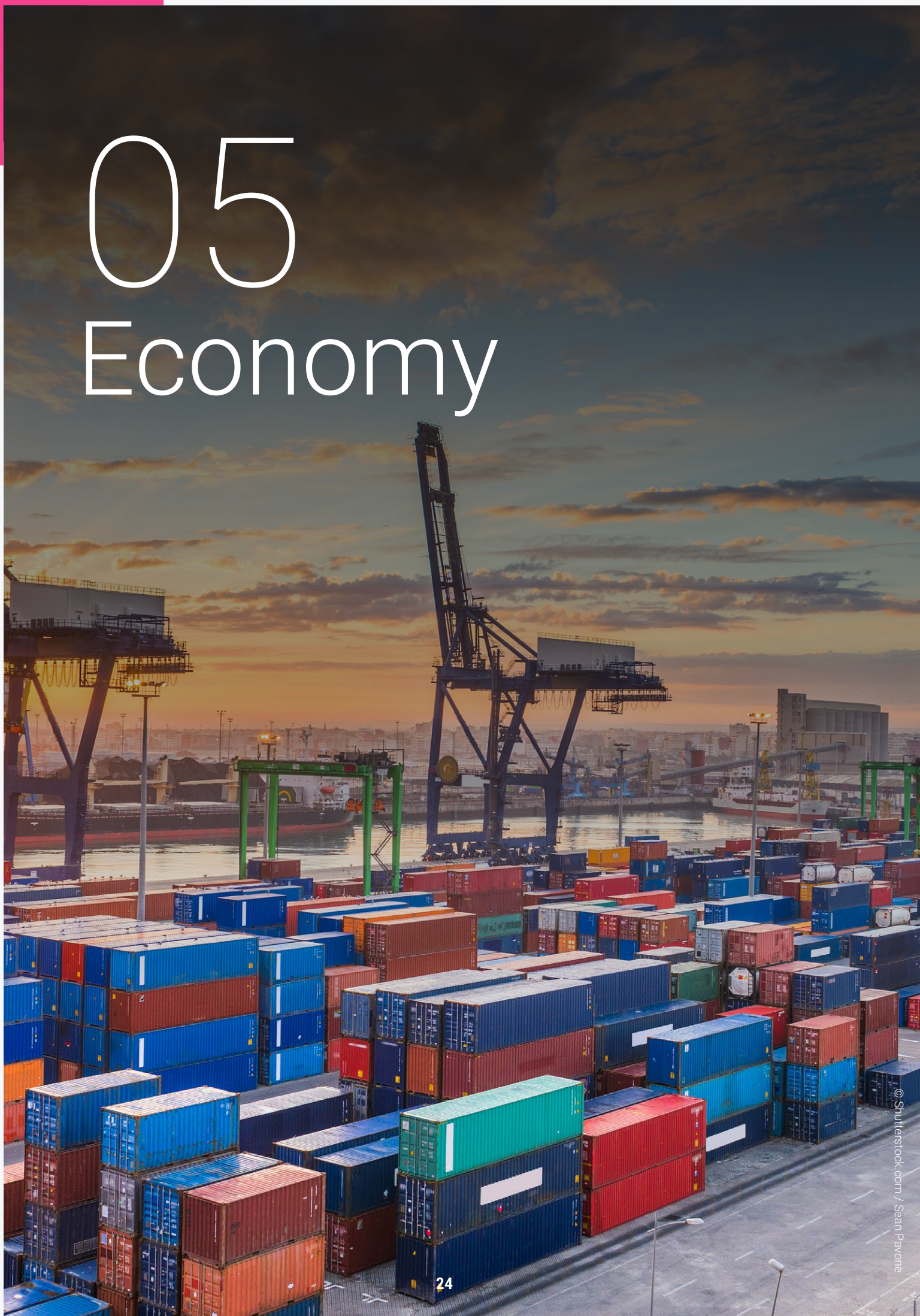


Figure 15. Economy - Continent Overview

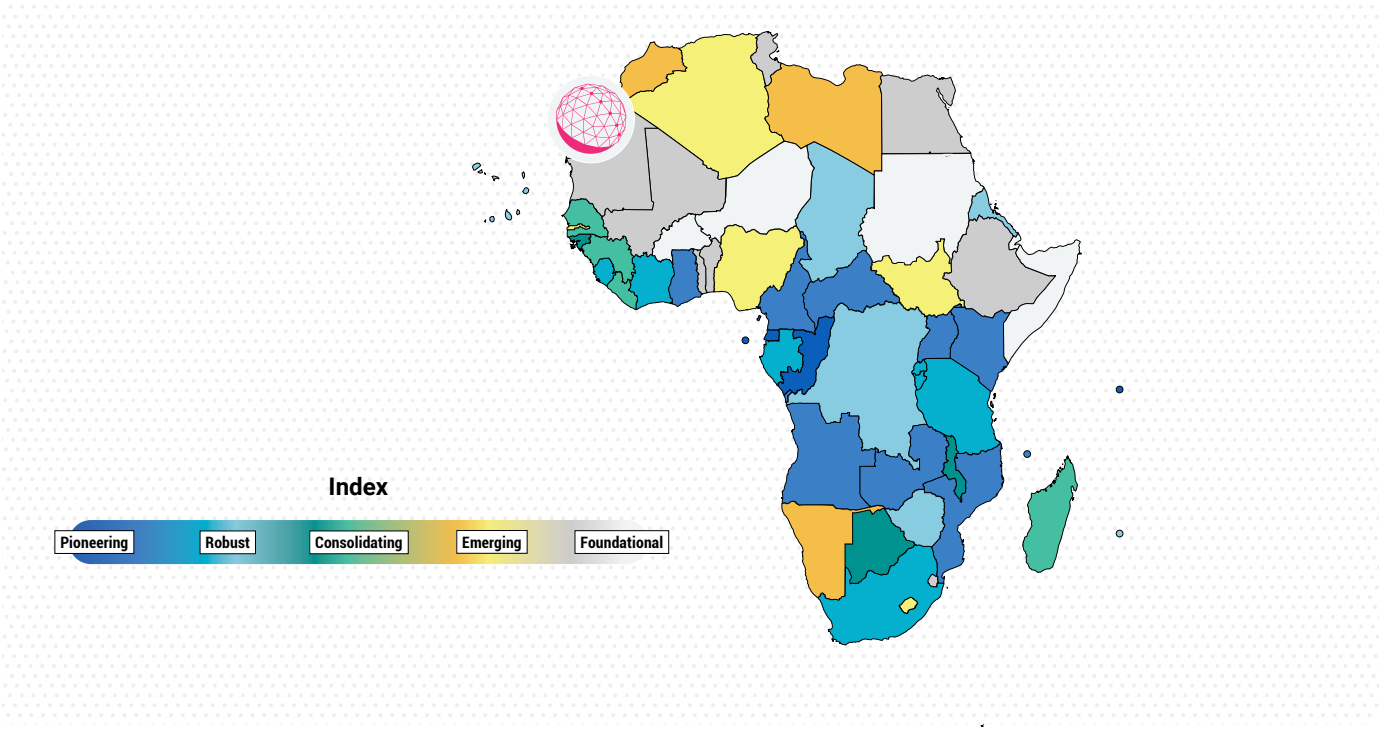


Table 4. Economy: key findings

Country[3]	Overall Economy	Gross Resilient Product	Asset resilience	Trade resilience
Equatorial Guinea	Pioneering	Pioneering	Consolidating	Pioneering
Republic of Congo	Pioneering	Pioneering	Consolidating	Pioneering
São Tomé and Príncipe	Pioneering	Consolidating	Pioneering	Pioneering
Seychelles	Pioneering	Robust	Pioneering	Pioneering
Angola	Pioneering	Pioneering	Robust	Robust
Cameroon	Pioneering	Robust	Consolidating	Robust
Central African Republic	Pioneering	Pioneering	Consolidating	Pioneering
Comoros	Pioneering	Pioneering	Consolidating	Pioneering
Ghana	Pioneering	Pioneering	Consolidating	Robust
Kenya	Pioneering	Robust	Pioneering	Robust
Mozambique	Pioneering	Robust	Robust	Robust
Uganda	Pioneering	Consolidating	Pioneering	Robust
Zambia	Pioneering	Pioneering	Robust	Robust
Burundi	Robust	Robust	Robust	Consolidating
Côte d'Ivoire	Robust	Pioneering	Consolidating	Robust
Gabon	Robust	Robust	Consolidating	Robust
Rwanda	Robust	Consolidating	Pioneering	Robust
Sierra Leone	Robust	Consolidating	Consolidating	Pioneering
South Africa	Robust	Pioneering	Robust	Consolidating
Tanzania	Robust	Robust	Pioneering	Robust
Cabo Verde	Robust	Pioneering	Emerging	Consolidating
Chad	Robust	Emerging	Pioneering	Robust
Democratic Republic of the Congo	Robust	Robust	Consolidating	Robust
Eritrea	Robust	Consolidating	Pioneering	Emerging
Mauritius	Robust	Robust	Foundational	Pioneering
Zimbabwe	Robust	Pioneering	Robust	Emerging

Country[3]	Overall Economy	Gross Resilient Product	Asset resilience	Trade resilience
Botswana	Consolidating	Robust	Robust	Emerging
Guinea-Bissau	Consolidating	Foundational	Consolidating	Pioneering
Malawi	Consolidating	Consolidating	Consolidating	Consolidating
Guinea	Consolidating	Emerging	Robust	Consolidating
Liberia	Consolidating	Robust	Foundational	Consolidating
Madagascar	Consolidating	Consolidating	Foundational	Consolidating
Senegal	Consolidating	Emerging	Foundational	Robust
Libya	Emerging	Pioneering	Foundational	Emerging
Morocco	Emerging	Robust	Foundational	Consolidating
Namibia	Emerging	Robust	Emerging	Foundational
Algeria	Emerging	Consolidating	Emerging	Emerging
Lesotho	Emerging	Robust	Robust	Foundational
Nigeria	Emerging	Foundational	Robust	Robust
South Sudan	Emerging	Emerging	Emerging	Consolidating
The Gambia	Emerging	Foundational	Foundational	Robust
Benin	Foundational	Emerging	Consolidating	Foundational
Egypt	Foundational	Robust	Foundational	Emerging
Eswatini	Foundational	Robust	Robust	Foundational
Ethiopia	Foundational	Foundational	Consolidating	Emerging
Mali	Foundational	Foundational	Consolidating	Consolidating
Mauritania	Foundational	Emerging	Foundational	Emerging
Togo	Foundational	Consolidating	Robust	Foundational
Tunisia	Foundational	Consolidating	Foundational	Foundational
Burkina Faso	Foundational	Foundational	Robust	Foundational
Djibouti	Foundational	Emerging	Foundational	Foundational
Niger	Foundational	Foundational	Pioneering	Foundational
Somalia	Foundational	Foundational	Robust	Consolidating
Sudan	Foundational	Foundational	Foundational	Foundational

3 **Pioneering:** Countries demonstrating exemplary progress in mainstreaming adaptation within a given category; **Robust:** Countries that have made commendable strides and are firmly on the path toward resilience; **Consolidating:** Countries showing clear evidence of strengthening adaptation efforts; **Emerging:** Countries are advancing adaptation mainstreaming, but with gaps remaining; **Foundational:** Countries are at the early stages of establishing the building blocks for resilience.

KEY MESSAGE 5: Resilient Economic Activity Is Achievable, But Exposure Threatens Prosperity

More than half of African countries see over 10% of their GDP exposed to climate impacts, pointing to medium- to long-term consequences for economic prosperity.

Key points:

- The assessment of the "Gross Resilient Product" (GRP) shows that 31 African countries face losses at or in excess of 10% of GDP between now and 2050. At the same time, around 90% (average of 87.1%) of all economic activity of African economies is already positioned as resilient to climate risks (over the same 2025-2050 time period).
- Upper-middle and high-income countries perform comparatively better, indicating that as economies develop, their economic resilience tends to improve.
- This finding highlights medium- to long-term negative consequences for economic prosperity, which will have cascading effects on various socio-economic indicators. Thus, it provides a clear rationale for action: investing in resilience today will limit economic damages down the line.

Explanation

The macro-economic modelling undertaken for this assessment introduces the concept of Gross Resilient Product, which estimates the proportion of a country's economy that is vulnerable to climate impacts (for an explanation of GRP, see Text Box 2). The findings show that the majority of African countries present a GRP score under 90%. This means that they face losses of 10% of their GDP between now and 2050. Such exposure hinders economic growth and performance with consequences for jobs, livelihoods, productivity, and overall economic outputs. At the same time, around 90% (average of 87.1%) of all economic activity of African economies is already positioned as resilient to climate risks (over the same 2025-2050 time period). The best performing economies have, in fact, already minimized GDP exposure to approximately 5% of GDP, or a GRP of 95%, highlighting the real potential for improvement available for de-risking African economies from climate threats.

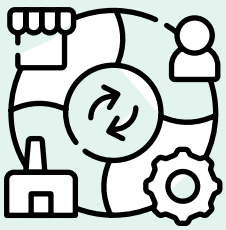
87%

Africa's economies are 87% climate resilient.

The Index finds that upper-middle and high-income countries tend to showcase stronger GRP scores. This likely reflects the benefits of more diversified economies and points to potential enhancements in resilience derived from economic growth. Southern African countries, such as South Africa, Namibia, and Botswana demonstrate *pioneering* and robust performances on this indicator, and are characterized by economic diversity and relatively low dependence on the agricultural sector. By contrast, a country like Niger, which faces challenges on this indicator, heavily relies on agriculture for economic income (33.8% of GDP (World Bank, 2024) and employment (70.6% of the workforce employed in the sector (World Bank, 2024)), would not benefit from similar protections. Of course, each country's situation is unique, and other factors come into play – for example, the Central African Republic performs strongly despite its low-income status, likely because a substantial share of the country's GDP is linked to UN peacekeeping missions and

external support. Nonetheless, these findings provide a compelling signal that pursuing core socio-economic development progress will de-risk economic activities by expanding the contribution of less exposed secondary and tertiary sectors of the economy. Diversification of economic activities and workforce concentration from the high-risk agricultural sector supports higher levels of resilience, as do measures that enhance the resilience and productivity of agriculture.

The impacts described here are likely to be felt in the medium- to long-term, as climate impacts accumulate, their consequences steer national economies on pathways of reduced prosperity. This provides a strong rationale for investment in adaptation action: the modelled GRP assumes a scenario of no action – added adaptation interventions would steer the score closer to 100%, effectively curbing the negative impacts on growth. By enhancing resilience across economic sectors, adaptation interventions will allow the recovery of at least some of the foreseen GDP losses and help keep countries on their development trajectories. Acting now is not just about coping with immediate impacts but about securing both resilience and prosperity down the line for Africans across the continent.



Diversified economies drive stronger climate resilience.

Figure 16. GRP Score Distribution

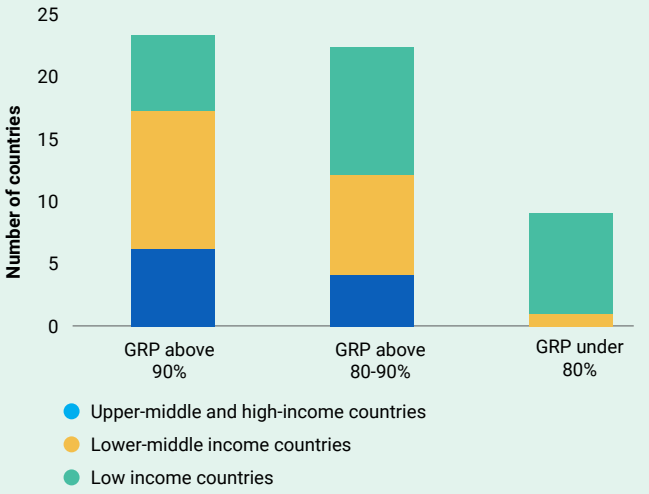


Figure 17. Agriculture as share of GDP per Income Group

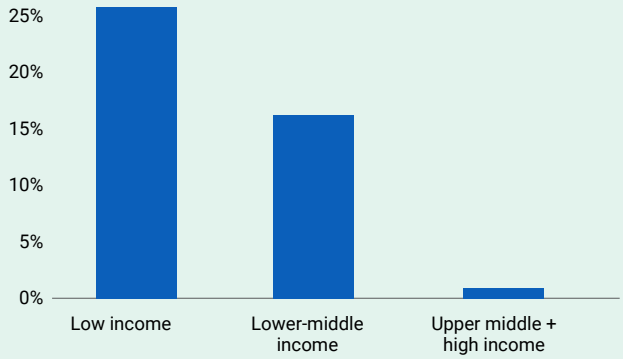
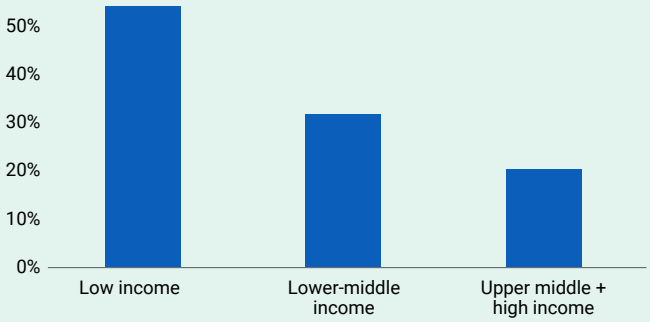


Figure 18. Share of Agricultural Workers in Workforce



KEY MESSAGE 6: Africa's Infrastructure Boom Must be Climate-Smart

More than half of the countries have over 10% loss exposure of their physical assets. Countries with a higher density of infrastructure perform less well, underlining the urgent need for adaptive infrastructure as the continent pursues its development.

Key points:

- The review of physical assets resilience shows that 32 countries have over 10% loss exposure of their physical assets.
- Upper-middle and high-income countries perform, on average, less well on this indicator than their lower-income counterparts. This is at least in part due to the higher density of infrastructure in higher-income countries.
- The findings underline the criticality of integrating adaptation considerations into infrastructure projects, as the continent will have increasing infrastructural development in the coming years.

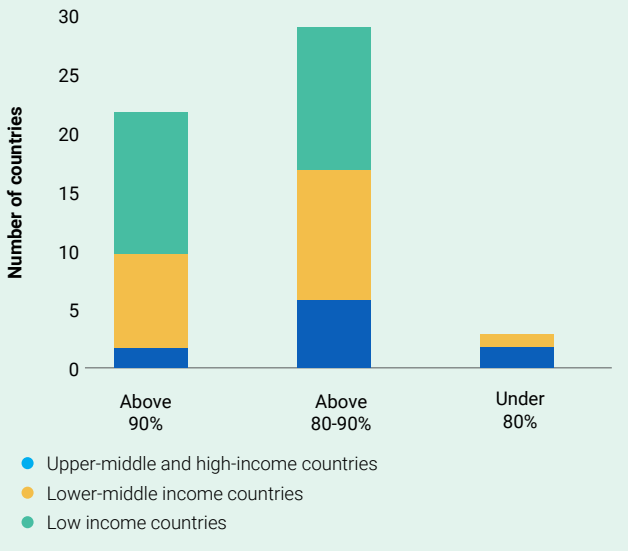
Explanation

A geospatial analysis was deployed to identify the exposure of physical assets. The findings reveal that a majority of countries have less than 90% asset resilience, which means that over 10% of their assets are vulnerable to climate impacts. Asset exposure is expected to have short-term consequences, disrupting lives and livelihoods in instances of extreme weather events. Damages to infrastructure also ultimately result in longer-term impacts on economic growth due to the resulting disruption of economic activity.

The nature of physical asset exposure varies between sub-regions, with East African island and coastal nations increasingly facing cyclones, while other regions are more prone to river flooding or sea-level rise. While upper-middle and high-income countries are more economically resilient, their assets tend to be more exposed. In addition to patterns of exposure to specific extreme weather events, this could be partly explained by denser infrastructure networks, for example, in the case of Egypt. Conversely, countries like Chad or Niger, which distinguish themselves as *pioneers* in this indicator, are characterized by low infrastructure density.

This raises significant concern, as African infrastructure is expected to densify in the coming years and decades, driven by prosperity and connectivity goals across the continent. In this context, the Index findings underscore the importance of mainstreaming adaptation measures into future infrastructural development and retrofitting. Without this, asset resilience may well decrease for many countries as their physical assets expand with economic development. Adaptation interventions in the infrastructure sector should be context-specific, leveraging local expertise and incorporating nature-based solutions.

Figure 19. Asset Resilience Score Distribution



KEY MESSAGE 7: Optimize Trade For Reduced Climate Risks

The trade resilience indicator highlighted country-specific exposure related to food, water and energy trade. While trade complements national productive capacities, an optimal window should be targeted to maximise benefits and minimise risks.

Key points:

- Trade is a crucial cornerstone of African economies, helping complement national vulnerabilities. However, over-reliance on climate-affected imports creates exposure to exogenous climate-related supply shocks.
- An optimal window of trade should be targeted as a balanced mix between national and external supply, and diversified trade partners, to optimize economic resilience.

Explanation

The inclusion of a trade resilience component in the Index sought to capture potential vulnerabilities related to trade dependence, while also recognizing that trade can strengthen resilience when it offsets national production weaknesses. The analysis examined trade resilience across areas of food, water, and energy.

The findings reveal contrasting patterns for the three areas: water and energy trade outcomes were more polarized, whereas food trade showed a broader continuum of Index performances. Some regional patterns were identified, with North Africa facing the greatest challenges in water resilience. By contrast, island states like Seychelles or São Tomé and Príncipe show strong resilience across indicators, reflecting a degree of self-sufficiency linked to their geographical context. More broadly, national characteristics, such as land productivity and availability of natural resources, shape vulnerability, influence trade needs, and define the constraints within which countries negotiate their positions to minimize risks.

Overall, vulnerabilities related to trade are complex to consider. On the one hand, relying on external supply to meet national demands, such as food, exposes countries to external climate shocks that would impact supply and prices. On the other hand, as African nations suffer their own climate damages, the ability to palliate national gaps through trade can prove critical. Between the two poles of autarky and dependency lies an "optimal window" of trade. This window is different for each country and corresponds to their unique blend of national resources and climate exposure. African nations should strive to identify and aim for this window, in terms of trade volumes and diversity of partners, as a range of external sources helps spread the risk.

Figure 20. The optimal window of trade

Methodological Overview

The economic resilience score considered exposure through the lens of potential economic impacts. To model this, a macroeconomic model was applied (see Methodological Note for a detailed explanation). To produce a composite Economic Resilience Score, weights were assigned to three components: 37.5% Gross Resilient Product (GRP), 37.5% asset resilience, and 25% trade resilience.

The asset exposure analysis used globally harmonized geospatial datasets, hazard maps, and overlaid with national asset layers, including population, cropland, and roads. For each hazard and return period, the percentage and location of exposed assets are quantified and aggregated into national "asset resilience" indicators.

The system then combines exposure indicators with monthly climate data to estimate impacts on "macroeconomic resilience," encompassing capital, labour productivity, agricultural yields, and infrastructure performance. Two GDP trajectories are generated: one without climate impacts and one under a climate-impact scenario. The difference between them yields the GRP — GDP adjusted for climate losses—by sector.

To account for systemic vulnerabilities, the Index also incorporates "trade resilience" for food, water, and energy. Import dependence is converted into resilience scores (accounting for diversity of partners and baseline levels of trade) and adjusted by the Human Development Index (HDI) to capture adaptive capacity.

GRP, assets, and trade shape resilience.

Findings discussion

The economic model underpinning the Index contributes to the growing evidence on the cost of inaction. It highlights the threats climate change poses to African economies, both from immediate damages to physical assets in the short term; and by constraining economic growth over the medium to long term. Its findings provide a clear picture of the trajectory facing the continent, and each of its countries, are headed in the absence of concerted adaptation action.

This Index demonstrates that, on average, more prosperous countries tend to have a higher GRP. This suggests that, under the right conditions, prosperity can create a virtuous cycle for resilience, supported by larger economies, the diversification of economic sectors, and a generally enhanced ability to bounce back. This provides a valuable insight as African countries pursue their development aspirations: prosperity and economic resilience can and should go hand in hand. Moreover, integrating adaptation measures into growth strategies is essential to maximise socio-economic benefits.

At the same time, the Index also cautions that as development drives the densification of infrastructure, the continent faces a critical challenge: greater exposure to short-term damages. This risk, however, is not inevitable. For instance, Seychelles, the only high-income country in Africa, performs well on asset resilience, likely due to a long-standing need for infrastructure capable of withstanding tropical cyclones. This example underscores the importance of integrating resilience into the development of physical assets from the outset. Neglecting these considerations can not only result in losses of lives and livelihoods but also create sunk costs for the state and its financial partners.

The overall economic score enables the identification of some regional hotspots, with the Sahel and North-Eastern Africa facing significant challenges. In some cases, these are driven by asset exposure, others by GRP, and in all cases, compounded by trade-related vulnerabilities linked to regional resource endowments.

Ultimately, each country faces a unique combination of exposure and resilience within its economy. These findings provide a first overview of continental trends and could serve as a starting point for the targeted examination of country-by-country cases. This type of economic assessment should serve as the backdrop

against which both policy-making and financial mobilization should be evaluated to ensure that proposed measures are best-suited to respond to national needs. In this context, national governments and their partners are encouraged to pursue further granularity in the understanding of economic exposure, for example, in the field of asset vulnerability mappings. Index findings can be leveraged to provide more tailored recommendations to interested governments.

Text Box 2. Gross Resilient Product

To capture the impacts of climate change on economic growth, this Index proposes the concept of "Gross Resilient Product", or GRP. GRP provides a new framework for economic approaches on resilience by examining the extent of economic activities – as captured in GDP – not affected by climate impacts. Economies may strive to enhance their GRP – the proportion of GDP (across all sectors) not affected by climate impacts – and current optimum levels of GRP as assessed in this Index, with the *pioneering* category achieving around 95% on average.

The GRP encapsulates the portion of GDP that is not exposed to climate impacts. This is calculated by generating a counterfactual scenario without climate change, to be used as a baseline comparison. A projection is created to assess the country's growth trajectory in a hypothetical world where climate change would have no impact. This projection is then compared with the projection of current trajectories under a scenario with climate change impacts (using the IPCC SSP-2 scenario – IPCC, 2023). The model illustrates two trajectories, demonstrating how climate change progressively impacts and lowers GDP, as a result of impacts on infrastructure, land, people and economic activities (from extreme weather events and medium to longer term climate trends).

The GRP is estimated by comparing the percentage reduction in annual GDP in the climate change scenario, against the counterfactual simulation that does not consider climate impacts. The GRP reflects the GDP adjusted for climate change impacts, representing the economic value that remains resilient under adverse climatic conditions. Conversely, the remaining portion, i.e. the value added foregone as a result of climate change and extreme weather events, is excluded from the GRP. The result is a share of GDP that is unexposed to adverse climate impacts: a GRP score of 90% means that 10% of GDP is vulnerable to climate shocks.

05 Policy

Figure 21. Policy - Continent Overview

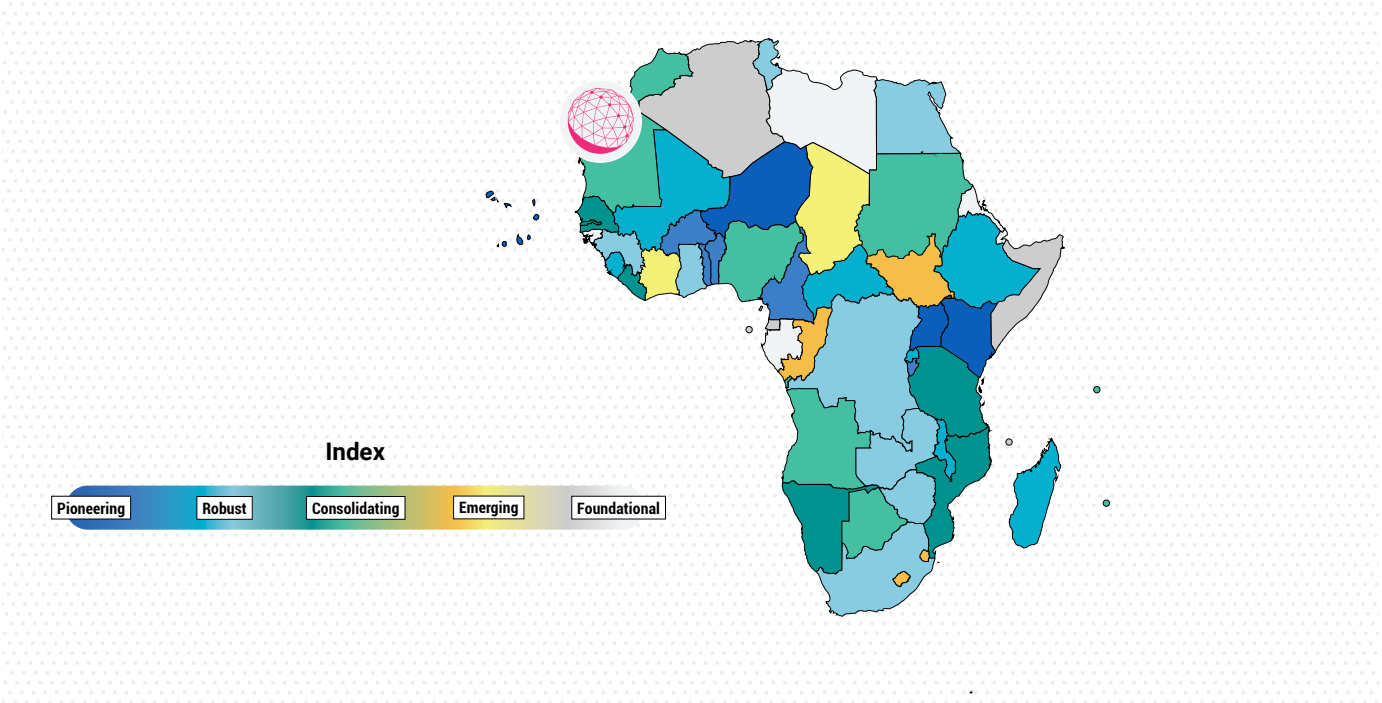


Table 5. Policy: key findings

	Policy[4]	Plan Coverage	Results Orientation	Responsiveness	Actionability	Development Integration	Financing articulation	Inclusiveness	Data production	Governance	Accountability
Cabo Verde	Pioneering	Robust	Pioneering	Pioneering	Robust	Pioneering	Pioneering	Consolidating	Pioneering	Pioneering	Robust
Kenya	Pioneering	Pioneering	Pioneering	Robust	Pioneering	Pioneering	Pioneering	Robust	Consolidating	Pioneering	Pioneering
Niger	Pioneering	Pioneering	Pioneering	Robust	Pioneering	Pioneering	Robust	Consolidating	Consolidating	Robust	Pioneering
Uganda	Pioneering	Consolidating	Robust	Pioneering	Robust	Consolidating	Pioneering	Pioneering	Pioneering	Pioneering	Robust
Benin	Pioneering	Pioneering	Robust	Robust	Consolidating	Robust	Consolidating	Robust	Pioneering	Pioneering	Pioneering
Burkina Faso	Pioneering	Pioneering	Pioneering	Pioneering	Robust	Pioneering	Pioneering	Consolidating	Consolidating	Consolidating	Pioneering
Burundi	Pioneering	Consolidating	Robust	Pioneering	Pioneering	Robust	Robust	Pioneering	Pioneering	Robust	Emerging
Cameroon	Pioneering	Emerging	Pioneering	Consolidating	Pioneering	Consolidating	Emerging	Pioneering	Pioneering	Robust	Pioneering
Togo	Pioneering	Consolidating	Pioneering	Consolidating	Pioneering	Robust	Emerging	Pioneering	Consolidating	Consolidating	Pioneering
Central African Republic	Robust	Emerging	Pioneering	Consolidating	Consolidating	Pioneering	Emerging	Robust	Consolidating	Robust	Robust
Ethiopia	Robust	Pioneering	Pioneering	Emerging	Robust	Emerging	Robust	Consolidating	Emerging	Robust	Pioneering
Madagascar	Robust	Consolidating	Consolidating	Consolidating	Pioneering	Emerging	Emerging	Pioneering	Consolidating	Robust	Pioneering
Malawi	Robust	Emerging	Pioneering	Pioneering	Emerging	Pioneering	Consolidating	Robust	Emerging	Robust	Pioneering
Mali	Robust	Pioneering	Pioneering	Consolidating	Pioneering	Pioneering	Emerging	Consolidating	Consolidating	Foundational	Robust
Rwanda	Robust	Consolidating	Pioneering	Emerging	Consolidating	Robust	Robust	Emerging	Consolidating	Pioneering	Pioneering
Sierra Leone	Robust	Pioneering	Robust	Robust	Pioneering	Foundational	Pioneering	Robust	Emerging	Emerging	Consolidating
Democratic Republic of the Congo	Robust	Robust	Emerging	Emerging	Pioneering	Robust	Robust	Robust	Consolidating	Robust	Consolidating
Egypt	Robust	Consolidating	Emerging	Emerging	Consolidating	Pioneering	Pioneering	Emerging	Robust	Pioneering	Pioneering
Ghana	Robust	Pioneering	Robust	Foundational	Consolidating	Robust	Pioneering	Robust	Pioneering	Consolidating	Emerging
Guinea	Robust	Robust	Robust	Robust	Emerging	Consolidating	Robust	Robust	Robust	Robust	Emerging
South Africa	Robust	Pioneering	Emerging	Robust	Emerging	Robust	Pioneering	Emerging	Pioneering	Consolidating	Consolidating
Tunisia	Robust	Emerging	Emerging	Robust	Consolidating	Pioneering	Pioneering	Consolidating	Consolidating	Pioneering	Consolidating
Zambia	Robust	Pioneering	Pioneering	Foundational	Pioneering	Consolidating	Foundational	Pioneering	Consolidating	Robust	Consolidating
Zimbabwe	Robust	Robust	Robust	Robust	Pioneering	Consolidating	Foundational	Robust	Consolidating	Robust	Robust
Liberia	Consolidating	Consolidating	Pioneering	Robust	Consolidating	Emerging	Foundational	Consolidating	Consolidating	Consolidating	Pioneering
Mozambique	Consolidating	Robust	Consolidating	Consolidating	Emerging	Robust	Consolidating	Robust	Consolidating	Consolidating	Robust

4 **Pioneering:** Countries demonstrating exemplary progress in mainstreaming adaptation within a given category; **Robust**: Countries that have made commendable strides and are firmly on the path toward resilience; **Consolidating**: Countries showing clear evidence of strengthening adaptation efforts; **Emerging:** Countries are advancing adaptation mainstreaming, but with gaps remaining; **Foundational:** Countries are at the early stages of establishing the building blocks for resilience.

	Policy[4]	Plan Coverage	Results Orientation	Responsiveness	Actionability	Development Integration	Financing articulation	Inclusiveness	Data production	Governance	Accountability
Namibia	Consolidating	Emerging	Emerging	Pioneering	Pioneering	Foundational	Pioneering	Robust	Foundational	Emerging	Robust
Senegal	Consolidating	Consolidating	Emerging	Consolidating	Consolidating	Robust	Pioneering	Emerging	Robust	Consolidating	Robust
Tanzania	Consolidating	Robust	Emerging	Pioneering	Consolidating	Robust	Consolidating	Consolidating	Consolidating	Consolidating	Emerging
The Gambia	Consolidating	Pioneering	Emerging	Consolidating	Emerging	Consolidating	Consolidating	Robust	Pioneering	Consolidating	Emerging
Angola	Consolidating	Robust	Consolidating	Consolidating	Consolidating	Foundational	Emerging	Foundational	Pioneering	Robust	Emerging
Botswana	Consolidating	Robust	Consolidating	Pioneering	Foundational	Emerging	Emerging	Robust	Consolidating	Consolidating	Consolidating
Mauritania	Consolidating	Emerging	Emerging	Pioneering	Emerging	Emerging	Pioneering	Robust	Consolidating	Foundational	Emerging
Mauritius	Consolidating	Emerging	Emerging	Pioneering	Consolidating	Robust	Pioneering	Emerging	Foundational	Pioneering	Foundational
Morocco	Consolidating	Robust	Emerging	Robust	Consolidating	Foundational	Pioneering	Foundational	Pioneering	Robust	Foundational
Nigeria	Consolidating	Pioneering	Robust	Robust	Emerging	Foundational	Foundational	Robust	Emerging	Pioneering	Emerging
Seychelles	Consolidating	Emerging	Consolidating	Pioneering	Emerging	Consolidating	Consolidating	Pioneering	Emerging	Foundational	Emerging
Sudan	Consolidating	Foundational	Robust	Foundational	Pioneering	Foundational	Emerging	Robust	Pioneering	Foundational	Robust
Eswatini	Emerging	Robust	Foundational	Emerging	Emerging	Consolidating	Emerging	Pioneering	Pioneering	Consolidating	Emerging
Lesotho	Emerging	Foundational	Robust	Pioneering	Consolidating	Foundational	Foundational	Consolidating	Emerging	Pioneering	Consolidating
Republic of Congo	Emerging	Foundational	Consolidating	Consolidating	Pioneering	Foundational	Robust	Consolidating	Foundational	Foundational	Emerging
South Sudan	Emerging	Emerging	Consolidating	Foundational	Emerging	Foundational	Emerging	Pioneering	Emerging	Consolidating	Robust
Chad	Emerging	Consolidating	Emerging	Consolidating	Foundational	Emerging	Consolidating	Pioneering	Consolidating	Emerging	Foundational
Côte d'Ivoire	Emerging	Robust	Robust	Emerging	Emerging	Emerging	Consolidating	Emerging	Foundational	Robust	Consolidating
Algeria	Foundational	Foundational	Emerging	Foundational	Foundational	Pioneering	Emerging	Foundational	Emerging	Pioneering	Emerging
Comoros	Foundational	Foundational	Foundational	Consolidating	Foundational	Pioneering	Emerging	Foundational	Emerging	Foundational	Emerging
Equatorial Guinea	Foundational	Emerging	Foundational	Consolidating	Emerging	Foundational	Foundational	Consolidating	Emerging	Emerging	Emerging
São Tomé and Príncipe	Foundational	Emerging	Emerging	Foundational	Robust	Consolidating	Foundational	Emerging	Pioneering	Foundational	Emerging
Somalia	Foundational	Foundational	Foundational	Foundational	Foundational	Emerging	Foundational	Robust	Foundational	Robust	Consolidating
Djibouti	Foundational	Foundational	Foundational	Foundational	Robust	Emerging	Emerging	Foundational	Consolidating	Foundational	Foundational
Eritrea	Foundational	Foundational	Emerging	Consolidating	Foundational	Pioneering	Robust	Foundational	Foundational	Foundational	Emerging
Gabon	Foundational	Emerging	Emerging	Foundational	Foundational	Robust	Foundational	Emerging	Consolidating	Emerging	Foundational
Guinea-Bissau	Foundational	Foundational	Foundational	Foundational	Foundational	Foundational	Foundational	Foundational	Pioneering	Emerging	Emerging
Libya	Foundational	Foundational	Foundational	Foundational	Foundational	Foundational	Foundational	Foundational	Foundational	Foundational	Foundational

KEY MESSAGE 8: Mainstream Adaptation Into Development Planning - Move From Intent To Implementation

Integrating actionable climate adaptation priorities into national and subnational development plans is crucial for translating international commitments into concrete actions that cut across levels of government and sectors.

Key points:

- Adaptation remains insufficiently integrated into development strategies. Most African countries demonstrate progress primarily in recognizing adaptation needs but continue to lag in implementing these needs through actionable projects, with 42 scoring below 50 percent.
- Current evidence suggests that upper-middle- and high-income countries perform, on average, better in integrating adaptation into national development and sectoral plans compared to lower-income countries.
- To enhance climate resilience, governments must advance beyond normative adaptation policy into actionable planning that incorporates concrete, time-bound, and budgeted adaptation projects with clearly defined responsibilities into development planning.

Explanation

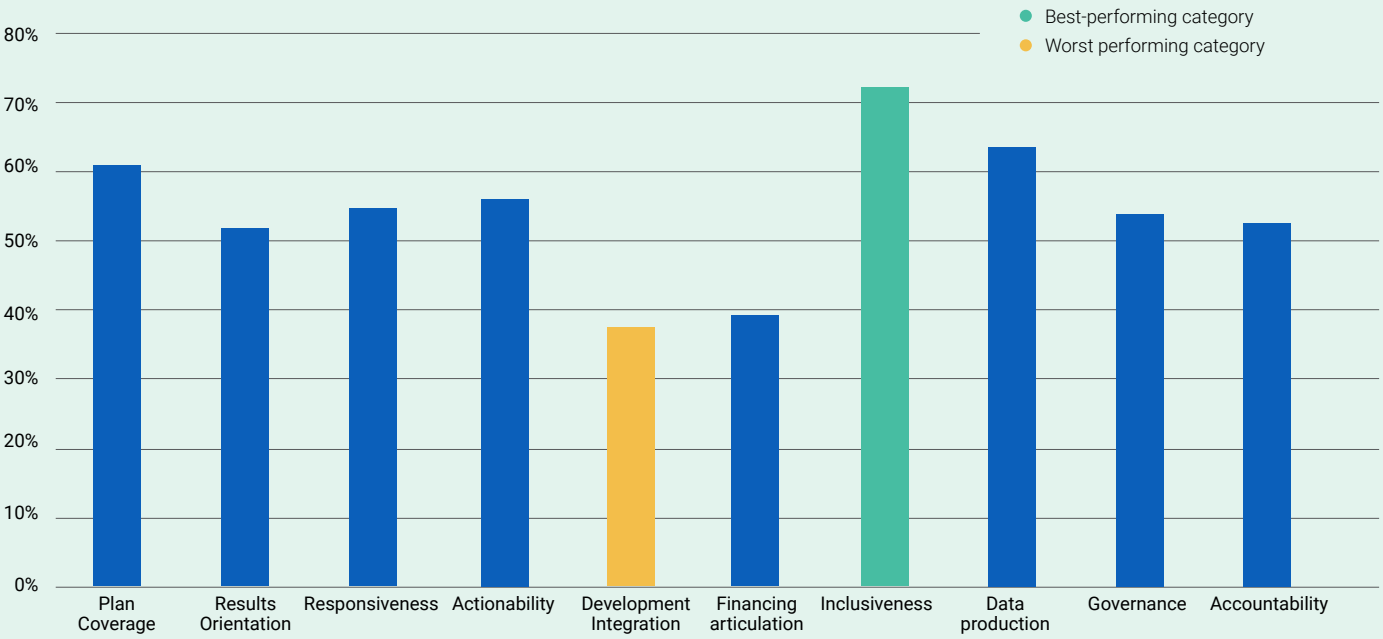
As part of the Index policy assessment, a broad range of development and sectoral plans were assessed to determine the extent to which adaptation and resilience considerations had been embedded in national development strategies, plans, and policies. African nations performed worse on "development integration" than on any other policy area assessed, highlighting it as the most crucial challenge on the continent to bolster efforts in translating adaptation goals into national and subnational development and sectoral plans (Figure 22). Follow-through must be stepped up for the full integration of adaptation into mainstream development policy and planning for a more comprehensive de-risking effect since otherwise siloed climate policies will be limited in their effect on broader economic development.

While the consideration of adaptation in development and sectoral plans achieved an average score of 78%, showcasing intent of linking climate with national goals, there were shortcomings in terms of clearly articulated projects or programs (17%), timeframes for these (26%), and attributed roles and responsibilities on delivery (32%) (see figure 27). As such, there is considerable scope for countries to enhance the actionability of adaptation in development planning by translating goals into concrete projects that deliver resilience outcomes.

Malawi exemplifies good practice through its National Forest Landscape Restoration Strategy, which commits to restoring 4.5 million hectares of degraded land by 2030. The strategy includes measurable milestones, defined leadership, flagship programmes, and indicative costs. Similarly, Egypt's National Health Strategy demonstrates effective integration by prioritizing programmes that train healthcare workers to understand climate-related health impacts and response measures, with clearly designated implementing entities and success indicators.

Climate goals seldom translate into action.

Figure 22. Average Index performance of African countries per policy categories



KEY MESSAGE 9: Inclusiveness Is a Core Strength of Africa's Adaptation Policy

Vulnerable populations and marginalized groups are at the forefront of climate impacts. To increase effectiveness, equity, and political support, it is crucial to involve them through all phases of an adaptation plan – from design to the monitoring phases.

Key points:

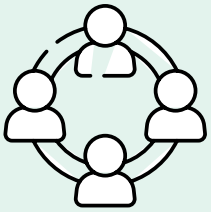
- A key strength of Africa's climate plans is their inclusiveness—engaging NGOs, vulnerable communities, or local actors not only in consultations and goal-setting but also in the actions designed to benefit them directly.
- The development of climate plans should go beyond engaging vulnerable groups indirectly through NGOs. Direct consultation with vulnerable communities and local leaders—and translating their input into targeted adaptation measures, as demonstrated by *pioneering* countries—is essential to ensure that plans include the perspectives of those most at risk.

Explanation

African countries performed the best on the inclusiveness indicator, which is composed of two sub-indicators. The first one (stakeholder consultation) assesses if climate plans consult relevant stakeholders (i.e., government, NGOs, vulnerable groups, and local community actors) for targeted and context-relevant adaptation actions. The second (active inclusion) considers whether planned adaptation activities promote active participation of vulnerable groups or if their challenges are addressed through targeted goals that aim to increase their resilience.

The Index finds that inclusiveness scores at an average of 72.4% across climate plans, reflecting meaningful progress. Evidence from the stakeholder consultation indicator suggests that most plans go a step further than the traditional approach of consulting only across government structures, with 36% considering NGOs, and 37% conferring with vulnerable groups or local actors for the development of their climate plans. This shows a stronger commitment to ground strategies to community needs (Figure 23). In addition, evidence from the active inclusion indicator shows that 69% of plans include adaptation activities that actively involve or target vulnerable groups, highlighting efforts to ensure resilience measures reach those most at risk (Figure 24).

Inclusive planning strengthens community climate resilience.



Examples of inclusive approaches can be seen across Africa. Cameroon's NAP engaged 625 participants through regional consultations with ministries, research institutions, local authorities, traditional leaders, NGOs, and the private sector. Burundi's updated NDC targeted youth, local communities, and the Batwa, a marginalized indigenous group, alongside civil society and the private sector. Zambia went further by developing a Climate Change Gender Action Plan (2018), embedding sectoral adaptation measures that strengthen women's resilience—from securing land rights and adopting new technologies to empowering them across all stages of infrastructure planning, design, and implementation. While the Index illustrates that African countries are shifting from inclusive consultation to tangible, action-oriented empowerment, progress can be made by strengthening inclusive stakeholder engagement at all phases of an adaptation plan.

Figure 23. Stakeholder consultation

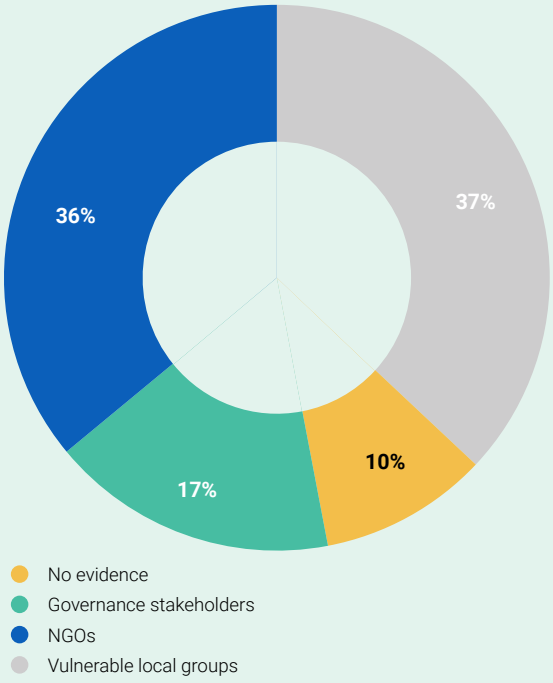
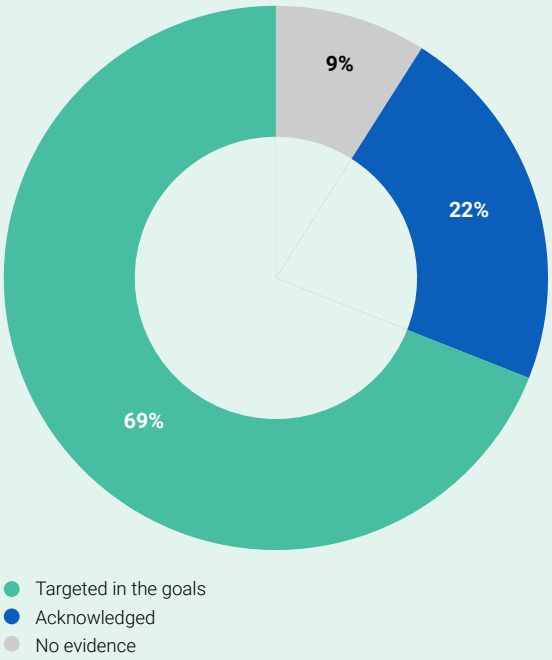


Figure 24. Active inclusion of vulnerable populations



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POLICY KEY MESSAGE 10: Encouraging Signals for More Robust Climate Data Despite Existing Gaps

The availability of a robust, systematic observation system that produces national climate data and connects to regional systems is crucial for effective adaptation, ensuring that measures are evidence-based and responsive to climate trends.

Key points:

- Although gaps remain in having robust systematic observation systems that provide national and regional data to allow countries to plan more effectively against negative climate trends, countries show a strong intent to close them.
- By producing their own climate data and strengthening links to regional observation systems, countries can design more targeted and effective adaptation plans that build lasting resilience.

Explanation

African nations have shown encouraging efforts to close the gaps in their systematic observation systems, as reflected in the climate production indicator. The first sub-indicator, data production systems, assesses the status of the systematic observation systems countries use to monitor climate trends. The second sub-indicator, closing data gaps, evaluates how well countries acknowledge weaknesses in their systems and whether they have concrete plans to address them.

The Index found that 21 countries continue to face significant challenges in developing robust systems, citing outdated infrastructure, limited personnel, insufficient finance, or the need for broader geographic coverage. Additionally, findings show that 15 countries lack integration between their national and regional data systems, limiting their ability to achieve full coverage of climate trends (Figure 25). Encouragingly, 31 countries have identified these shortcomings and developed concrete plans to address them—ranging from increasing coverage through automatic stations to boosting investments and strengthening capacity across climate departments (Figure 26).

Uganda and Benin provide notable examples of robust climate data production systems. Both countries have demonstrated strong national climate data collection capacities in their National Communications, while also effectively integrating regional datasets into official reporting frameworks. Ghana also merits attention for its proactive approach to addressing climate data gaps. In its National Communication, the country explicitly acknowledges the persistent challenge posed by limited climate change research and to address these gaps the country has pursued a strategy centred on the modernization and automation of its weather observation networks. The Ghana Meteorological Agency (GMeT) manages a network of synoptic automatic weather stations that provides coverage for nearly 95% of the country, complemented by a meteorological radar covering the remaining 5%.

57%

of African nations are strengthening systems to track climate

Figure 25. Data productions system - number of countries

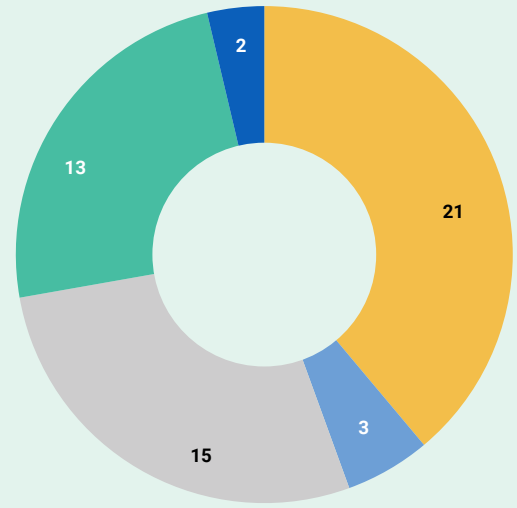
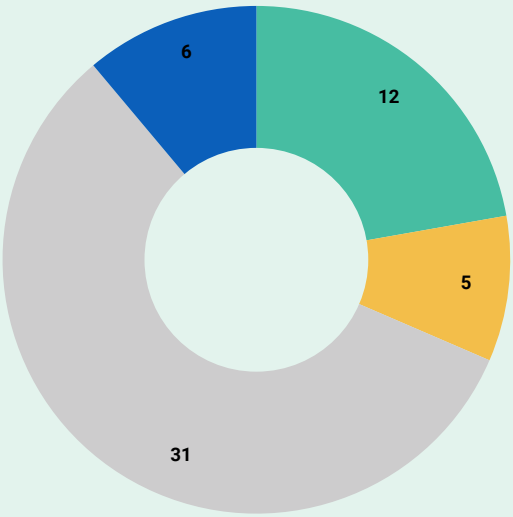


Figure 26. Closing data gaps - number of countries



KEY MESSAGE 11: Move From Aspirations to Bankable, Time-Bound Delivery

Advancing adaptation efforts across four dimensions—sectoral priorities, time-bound goals, institutional ownership, and project articulation—can provide clear signals to investors on national priorities to attract finance that can translate into mutually beneficial outcomes.

Key messages

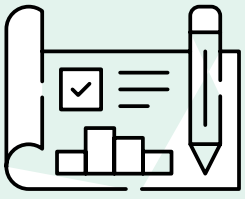
- Broad goals are common, but actionable plans remain limited. While climate, development, and sectoral plans perform well in setting adaptation objectives, they often fall short in establishing clear timeframes, institutional responsibilities, and project articulation for concrete action.
- To prevent plans from remaining aspirational, these strategies should include greater detail—incorporating specific timelines, accountable institutions, and concrete actions—to enable progress tracking, attract funding, and strengthen accountability.

Explanation

To make climate goals truly actionable, plans must be explicit and specific. Effective climate and sectoral or development plans should outline clear, financially differentiated projects and programs to ensure sound budgeting, attract investment, and enable transparent progress tracking. They should include defined timeframes to create urgency, facilitate monitoring, and prevent delays. Finally, assigning institutional roles is essential to clarify responsibilities, improve cross-sector coordination, and strengthen accountability for implementation.

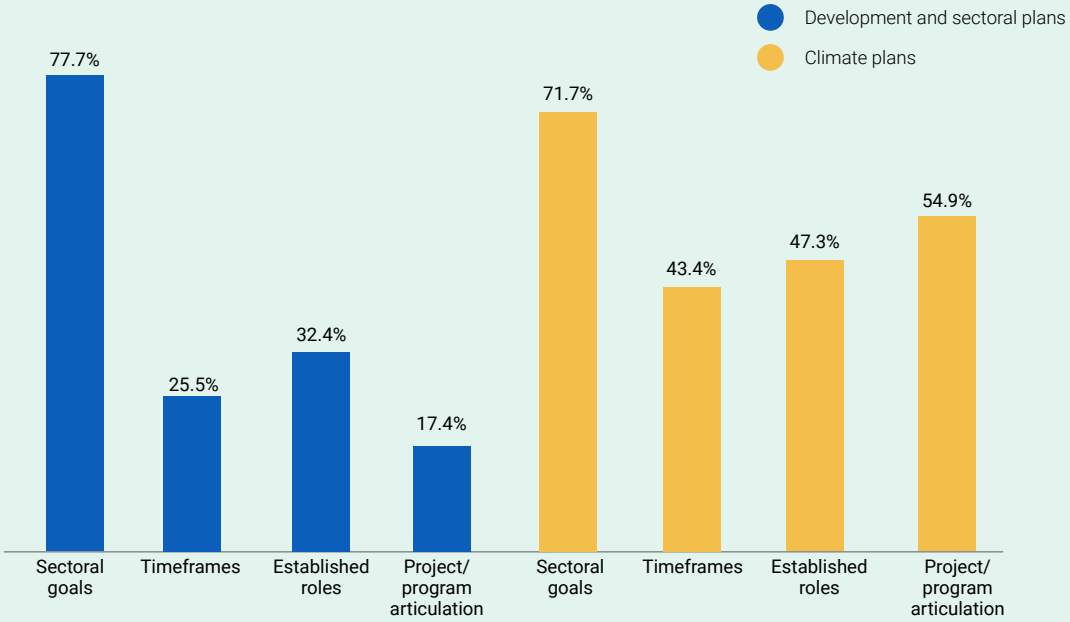
For Africa, findings suggest that climate, development and sectoral plans perform strongly in setting broad objectives and goals (71.7% and 77.7% respectively), but they fall short in translating these into actionable measures. When considering clear timeframes, the average score drops to 43.4% for climate plans and 25.5% for development and sectoral plans. The Index performance for established implementation roles averages to 47.3% for climate plans, and only 32.4% for development/sectoral plans. Similarly, while climate plans achieve an average score of 54.9% for the integration of concrete projects or programs, this figure drops sharply for development/sectoral plans (17.4%) (Figure 27).

Ethiopia, Cameroon, and Uganda illustrate how climate goals can be made actionable through specific projects, time-bound priorities, and designated implementing agencies. Ethiopia stands out for pairing its NAP with a detailed implementation plan that breaks priorities into short- and long-term actions. Cameroon budgets and specifies (potential) financing sources for each project, including UNEP and national budgets. Uganda is notable for its sector-specific health NAP, which sets project-level output indicators and annual targets through 2030. These cases show that to accelerate progress, African countries must strengthen their climate and development plans by improving their level of detail—embedding clear projects, defined financing, time-bound priorities, and institutional roles—to ensure that ambitious goals translate into effective adaptation outcomes.



Detailed planning turns ambition into results.

Figure 27. Alignment of sectoral and climate plans by goals, timeframes, roles, and articulation



Methodological Overview

The Index policy dimension evaluation was conducted through a systematic assessment of over 374 national policy documents. It considered national climate strategies (NDCs, NAPs, LT-LEDS, and other national climate-focused policies), as well as national development and sectoral plans in the following key adaptation priority sectors for Africa identified in GCA's State and Trends on Adaptation 2023 Report: agriculture, water, health, forestry, infrastructure, and blue economy. Moreover, it excluded National Communications and strategies that delve into other agendas (Disaster Risk, Sustainable Development, and Biodiversity) due to time limits and to focus on adaptation.

An evaluation framework was developed to assess ten crucial dimensions of the policy robustness: plan coverage, results orientation, responsiveness, actionability, development integration, financing articulation, inclusiveness, data production, governance, and accountability. Each dimension has its own set of sub-indicators aimed at providing a range that reflects the variability in the depths of the policy documents. Each question could earn 0 to 10 points. The point totals were clustered in the ten different dimensions, weighted equally, and calculated using a normal distribution to obtain the final overall policy performance. The methodological note (Annex 1) provides the full overview of the document selection process and evaluation framework.

Text Box 3. Disaster Risk Reduction

The scope of the analysis did not include strategies and plans related to biodiversity and disaster risk reduction, including those relevant to the UN Convention on Biodiversity and the Sendai Framework for Disaster Risk Reduction, respectively. These elements are nonetheless intricately connected to adaptation and critical to building resilience in local contexts as well as to achieve the Sustainable Development Goals (SDGs). UNDRR recommends adopting a comprehensive risk management approach for better integration of adaptation and disaster risk reduction policies, plans and strategies in order to ensure policy coherence.[5]

5 https://www.undrr.org/crm

Findings discussion

The systematic assessment of policy documentation reveals a nuanced policy landscape. The overall strong coverage of climate policies is a testament to the perceived importance of climate and adaptation action in Africa, with most countries having more than one climate policy already in place.

To achieve measurable improvements in national resilience, policies must strive to be as geared towards effective implementation as possible. This represented a crucial part of the evaluation conducted for this Index. While each country displayed its own pattern of strengths and areas for improvement, continental trends were identified. Findings suggest commendable integration of vulnerable groups through consultations for the identification of needs and targeting their needs to enhance their resilience. On the other hand, there is a need for improvement in integrating adaptation into broader development planning and articulating financing needs in climate, development, and sectoral plans. Overall, there is good progress in the elaboration of adaptation goals, which speak to the commitment of countries. Yet, challenges persist in translating these goals into actionable programs and projects. Advancing adaptation efforts across four dimensions—sectoral priorities, time-bound goals, institutional ownership, and project articulation— can provide clear signals to investors on national priorities and how their support can translate into mutually beneficial outcomes.

80%

Most African countries (>80%) have multiple climate policies.

The "data production" component also yielded valuable insights. This indicator assessed two elements: the existence of systematic observation networks that give countries access to national and regional data for targeted adaptation, and the commitment to addressing existing gaps. While gaps in data availability remain, African countries demonstrate a strong intent to close them. By generating their own climate data and strengthening regional observation systems, they are better positioned to design targeted, effective adaptation plans that address vulnerabilities and build lasting resilience.

Overall, *pioneering* countries showcase their ability to make their policies actionable and results-oriented. While their Index performance on individual indicators can be improved and refined, these countries are well-positioned to focus on implementation. This includes, on the one hand, materializing the governance arrangements and monitoring mechanisms outlined in their policies; and on the other hand, securing financing to support the deployment of priority actions. In this context, the interface between adaptation policy-making and financial mobilization should be closely examined in collaboration with financial partners. This would represent a critical step to ensure that robust and actionable policies effectively translate into facilitated financial mobilization. A positive correlation exists between policy and finance performances in the context of this Index; however, as will be discussed in the following section, a general uplift in addressing debt constraints, financial mobilization, and robust policies is required to signal a clear pathway for impact-oriented financing that partners should seize upon.

Countries with room for improvement could adopt a stacked approach to strengthen their policies, ensuring that broad goals evolve into targeted sectoral objectives. Where such sectoral goals already exist, they should be complemented with clear timeframes and defined institutional responsibilities for implementation. These goals can then be translated into priority programmes with specific deliverables and financing requirements. Strengthening policies through robust vulnerability analyses would further enhance the prioritization and effectiveness of adaptation measures—an especially critical step for countries with high economic and asset exposure (see previous section).

Overall, Africa's strong commitment to advancing adaptation policy-making should be recognized. The urgency of the need for resilience-building is already well integrated into climate policy agendas. Embedding this commitment more deeply into broader development planning—and enhancing the actionability of policies, as outlined above—will create a stronger foundation for effective and sustained implementation.

Text Box 4. Cabo Verde as a Leader in Climate Adaptation Policy

Cabo Verde stands out within the policy dimension of the Index, establishing itself in the *pioneering* category in six out of ten indicators and in the *robust* category within three further indicators. Exceptional performance was observed in the Index's comparative assessment of the thematic areas of Results Orientation, Data Production, Governance, and Actionability, reflecting a strong evidence base and the capacity to turn strategies into action.

In *Results Orientation*, Cabo Verde demonstrates its exceptional ability to translate climate priorities into measurable, accountable goals, as shown by its strategic documents that set quantitative sectoral targets where possible; for instance, reducing hydro-inefficiency in water systems from 30% to 10% by 2030, with clear timeframes and responsible agencies. This ensures progress can be monitored, responsibilities are transparent, and actions are both time-bound and measurable.

In *Governance* and *Actionability*, its Climate plans outline concrete projects with detailed sector-specific investments, such as integrating adaptation into school curricula with a €200,000 budget. This level of detail makes policies practical and executable.

Moreover, Cabo Verde adopted robust laws and regulations, including marine spatial planning and updated land-use laws, with plans to introduce new regulations and revise existing ones. Additionally, its institutional arrangements operate across four clearly established levels. The National Climate Council sets strategy, coordinates finance, and monitors progress in line with the Paris Agreement. At the operational level, the Climate Department and Planning Directorate oversee NDC and NAP implementation and climate finance. Municipal platforms integrate national plans locally, while the National Climate Forum engages citizens in shaping and monitoring policy. This multi-layered system links national strategy, local execution, and civic participation, ensuring accountability and resilience.

Lastly, Cabo Verde also excels in *Data Production*, with National Communication III providing detailed regional and national climate data. Recognizing existing gaps, the government is developing a legal framework for climate services, ensuring decisions are guided by accurate, accessible, and actionable information.

Together, these indicators reveal a comprehensive, actionable, well-governed, and accountable climate system, making Cabo Verde a leading model for effective climate adaptation policy in Africa and beyond.

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06 Finance

Figure 28. Finance - Continent Overview

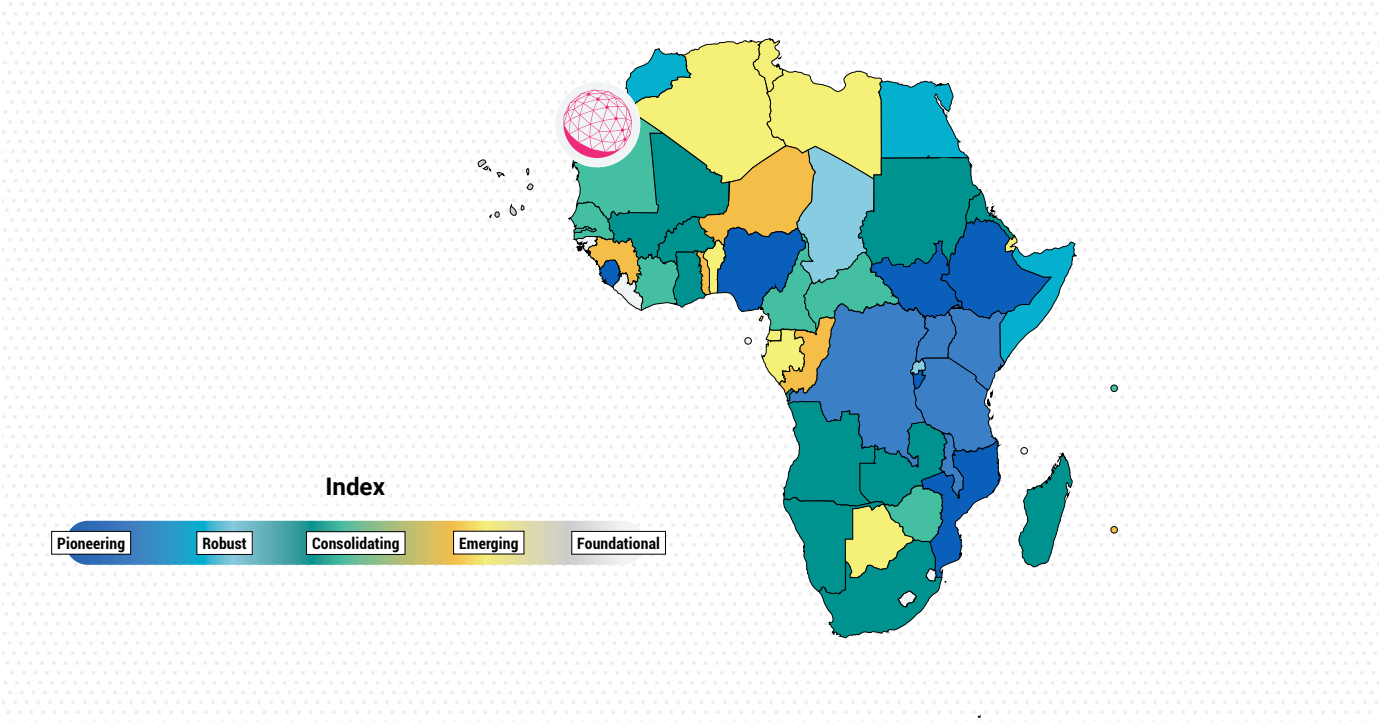


Table 6. Finance: overall key findings

Country[6]	Finance	Funding volume	Funding quality	Debt Sustainability
Burundi	Pioneering	Pioneering	Robust	Pioneering
Ethiopia	Pioneering	Pioneering	Robust	Consolidating
Mozambique	Pioneering	Pioneering	Pioneering	Pioneering
Nigeria	Pioneering	Pioneering	Pioneering	Robust
Sierra Leone	Pioneering	Pioneering	Robust	Pioneering
South Sudan	Pioneering	Pioneering	Emerging	Pioneering
Democratic Republic of the Congo	Pioneering	Pioneering	Pioneering	Foundational
Kenya	Pioneering	Robust	Pioneering	Consolidating
Malawi	Pioneering	Pioneering	Pioneering	Foundational
Tanzania	Pioneering	Pioneering	Robust	Emerging
Uganda	Pioneering	Pioneering	Pioneering	Emerging
Egypt	Robust	Consolidating	Robust	Pioneering
Morocco	Robust	Emerging	Pioneering	Robust
Somalia	Robust	Pioneering	Robust	Emerging
Chad	Robust	Consolidating	Emerging	Pioneering
Rwanda	Robust	Robust	Pioneering	Foundational
Angola	Consolidating	Emerging	Consolidating	Robust
Burkina Faso	Consolidating	Robust	Robust	Consolidating
Eritrea	Consolidating	Foundational	Consolidating	Pioneering
Ghana	Consolidating	Emerging	Emerging	Robust
Madagascar	Consolidating	Pioneering	Consolidating	Foundational
Mali	Consolidating	Consolidating	Pioneering	Emerging
Namibia	Consolidating	Emerging	Robust	Robust
South Africa	Consolidating	Emerging	Robust	Pioneering
Sudan	Consolidating	Consolidating	Emerging	Pioneering
Zambia	Consolidating	Consolidating	Foundational	Robust
Cameroon	Consolidating	Emerging	Robust	Consolidating
Central African Republic	Consolidating	Emerging	Foundational	Pioneering

Country[6]	Finance	Funding volume	Funding quality	Debt Sustainability
Côte d'Ivoire	Consolidating	Emerging	Consolidating	Robust
Mauritania	Consolidating	Emerging	Robust	Robust
Senegal	Consolidating	Consolidating	Emerging	Consolidating
Seychelles	Consolidating	Foundational	Consolidating	Robust
The Gambia	Consolidating	Emerging	Emerging	Pioneering
Zimbabwe	Consolidating	Foundational	Emerging	Pioneering
Guinea	Emerging	Emerging	Robust	Emerging
Mauritius	Emerging	Foundational	Emerging	Robust
Niger	Emerging	Pioneering	Consolidating	Foundational
Republic of Congo	Emerging	Emerging	Emerging	Pioneering
Togo	Emerging	Emerging	Robust	Emerging
Algeria	Emerging	Foundational	Foundational	Pioneering
Benin	Emerging	Consolidating	Emerging	Foundational
Botswana	Emerging	Emerging	Emerging	Consolidating
Djibouti	Emerging	Foundational	Robust	Emerging
Equatorial Guinea	Emerging	Foundational	Foundational	Pioneering
Gabon	Emerging	Foundational	Foundational	Robust
Libya	Emerging	Foundational	Foundational	Pioneering
Tunisia	Emerging	Emerging	Foundational	Robust
Cabo Verde	Foundational	Foundational	Emerging	Emerging
Comoros	Foundational	Emerging	Robust	Foundational
Eswatini	Foundational	Foundational	Foundational	Foundational
Guinea-Bissau	Foundational	Emerging	Foundational	Foundational
Lesotho	Foundational	Emerging	Robust	Foundational
Liberia	Foundational	Emerging	Foundational	Foundational
São Tomé and Príncipe	Foundational	Foundational	Consolidating	Foundational

6 **Pioneering:** Countries demonstrating exemplary progress in mainstreaming adaptation within a given category; **Robust:** Countries that have made commendable strides and are firmly on the path toward resilience; **Consolidating:** Countries showing clear evidence of strengthening adaptation efforts; **Emerging:** Countries are advancing adaptation mainstreaming, but with gaps remaining; **Foundational:** Countries are at the early stages of establishing the building blocks for resilience.

KEY MESSAGE 12: Financial Mobilization Must Scale Dramatically

Under current trends, only one quarter to one third of minimum continental funding needs will be achieved by the end of the decade.

Key points:

- The analysis shows that all African countries would need to be mobilizing adaptation finance at the same rate as the most effective mobilizer on the continent to meet African funding needs. At current trends, only one quarter to one third of the minimum continental funding needs will be achieved by the end of the decade.
- Ambition likewise requires scale-up, with only a third of countries formulating financial needs that appear commensurate with estimates. Even the most effective mobilizers are underestimating their needs.
- Urgent efforts are needed from all sources for countries to successfully embed resilience in their economies.

Explanation

The mapping of climate adaptation project portfolios reveals significant funding gaps. Previous work by the GCA estimates that African nations should collectively mobilize between 50 and 100 billion USD per year to meet adaptation needs (GCA States and Trends Report, 2023). These numbers have been adjusted to 70-140 billion USD in a recent update of the data set (GCA and CPI, 2025).

The leading African country in financial mobilization secures an estimated 1.45 billion USD per year, accounting for all funding sources – public and private, international and domestic. While mobilizing well in absolute terms, it is a middle-of-the-road performance compared to the country's GDP, or its population size. Nonetheless, it would require every African country to mobilize finance at a similar scale for total mobilization to land within the estimated range of needs.[7] In reality, the average mobilization per country is closer to USD 340 million, amounting to just USD 18.3 billion per year – roughly one-third of the original minimal estimated needs, and only a quarter of the latest estimates. And even the highest performing finance mobilizer among all African economies is estimated to fall short in its mobilization efforts by between 30% and as much as 230% (depending on the need evaluation referenced).

The analysis also considered whether countries formulate financial needs that match continental requirements relative to their GDP and population size. Findings show that only one-third of countries show adequate levels of financing ambition. Even the highest-mobilizing country, while meeting its formulated ambitions, is currently not mobilizing enough to meet its actual estimated needs.

Some countries have achieved a certain level of success in raising resources – for example, Tanzania's efforts to mainstream adaptation in key infrastructure projects have resulted in significant adaptive investments, while countries like Ethiopia stand out for strong national mobilization efforts. Low-income and lower-middle income countries mobilize on average more than their upper-middle and high-income counterparts. However, scaling up remains urgent for both national ambition and mobilization efforts. International partners – public and private – are particularly urged to increase support, while national governments should carefully evaluate their actual needs to provide estimates that better encompass the scope of impacts the continent will be facing in the coming years.

7 Of course, not every country would be expected to mobilize at the same rate, as both GDP and population size vary widely. This is meant to illustrate the financing gap – it would take every single country mobilizing at the current maximum continental volume (something that is not in reach for most) to hope to achieve the right level of scale.

Figure 29. Overview of financial mobilization trends vs. needs

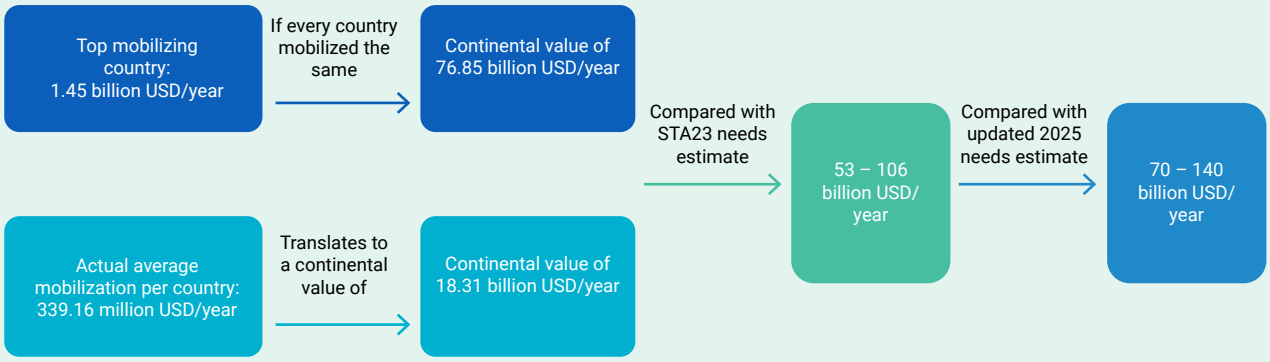
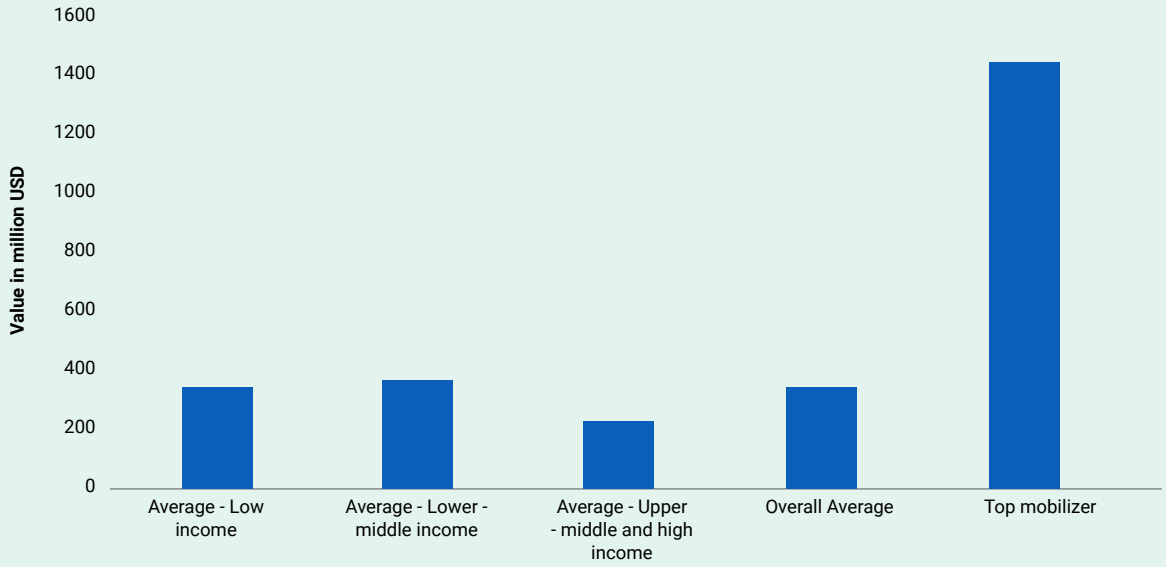


Figure 30. Overview of yearly financial volume mobilized (all sources)



KEY MESSAGE 13: Build Resilience Without Hitting a Debt Wall

Reliance on debt-based funding mechanisms for adaptation runs the risk of undermining debt sustainability for countries that are already in critical debt positions, but also for others.

Key points:

- Over-reliance on debt mechanisms to meet rising adaptation needs risks critically undermining the debt position of African nations – 62% of funding in the examined portfolio came from debt.
- This includes countries that are already in critical debt positions; however, the analysis shows that even countries that are currently considered at moderate risk of debt distress are not immune to worsening debt positions if they rely heavily on loans to finance resilience efforts.
- Countries and partners should work together to identify financing solutions that avoid trading debt sustainability for resilience. This would be particularly unjust in a context where Africa bears the heaviest burden of a crisis it did not cause.

Explanation

The debt wall refers to a situation where finance options become restricted when finance is mainly available in the form of debt and countries are in or approaching debt distress. As financial needs for resilience-building programs increase and calls for financial scale-up become more pressing, the type of financing deployed takes on more significance. High reliance on debt-based mechanisms can, as the volume of finance for resilience increases, result in negative impacts on a country's debt sustainability. A trade-off between fiscal health and economic resilience should be avoided. The Index takes this element into account by examining a combination of the current debt position of a country and the share and volume of debt-based financing in its project portfolio. Countries including those at high-risk of debt distress have been found to mobilise up to 90% of their adaptation funding in the form of debt.Findings show that negative impacts of debt would be felt not only by countries already in debt distress, but also by countries that currently exhibit moderate risks of debt distress based on their current adaptation portfolio composition. This is the case, for example, with countries like Benin, Rwanda or Madagascar, all of which have a high share of debt-based finance, representing significant additions to their debt burden.

This represents a strong cautionary signal for the future direction of adaptation finance. Unsustainable debt positions significantly limit countries' ability to attract and mobilize further funding in areas that go well beyond adaptation, representing a potential additional hurdle to national development. Strengthening the resilience of national economies should not have to come at the expense of fiscal health or the ability to pursue national development. This is particularly true in Africa, where adaptation has become an absolute necessity as a response to a crisis that the continent bears little responsibility for causing. In this context, financial partners are encouraged to collaborate closely with countries to develop alternative financing solutions that avoid the expansion of unsustainable debt burdens. These solutions cannot be one-size-fits-all and should be responsive to each country's particular debt-related vulnerabilities.

Up to 90% of adaptation finance in some countries is debt-based

Country	Existing debt distress level (based on IMF-WB data, 2024)	Share of debt in adaptati Index data c

Table 7. Overview of countries with "foundational" Index performance for debt sustainability

Malawi	In debt distress	31.36%	Foundational
Sao Tome and Principe	In debt distress	28.61%	Foundational
Comoros	High risk	19.82%	Foundational
Eswatini	High risk	90.52%	Foundational
Guinea-Bissau	High risk	37.59%	Foundational
Niger	High risk	65.61%	Foundational
Benin	Moderate risk	85.35%	Foundational
Rwanda	Moderate risk	66.71%	Foundational
DRC	Moderate risk	67.03%	Foundational
Madagascar	Moderate risk	67.79%	Foundational
Lesotho	Moderate risk	60.94%	Foundational
Liberia	Moderate risk	58.13%	Foundational

KEY MESSAGE 14: Private Capital is Largely Untapped for Adaptation

Despite data gaps that hinder the precision of the assessment, only 11 countries had private sector finance representing more than 5% of their total funding portfolio.

Key points:

- While the analysis identified differences in the ability to attract private finance, the most striking element that emerged is that private sector mobilization is critically underexploited, with an average of just 3.7% of private sector financing for adaptation projects.
- Only 11 countries have private sector finance representing more than 5% of their total funding portfolio. Even among the seven countries that have relatively higher private sector finance mobilisation ability, private sector funding remains largely underexploited (at an average of just 11% of overall project finance).
- Considering CPI data for South and East Asian private sector mobilization, there is significant scope for commercial financiers and enterprises to develop and fund adaptation solutions, products, and services.

Explanation

The findings uncovered an extremely low average (3.7%) private sector finance contribution for adaptation projects in Africa, though with a slight improvement from findings based on GCA's previous findings (see STA23), whereby the private sector has consistently financed less than 3% of adaptation activities in Africa from 2019–2022.

Only 11 countries had private sector finance representing more than 5% of their total funding portfolio. This means 80% of the assessed countries had private sector finance representing less than 5% of their total funding portfolio, indicating a critical gap. Only two countries (Algeria and South Africa) showed private finance rates that exceeded a continental benchmark, i.e., private mitigation finance share in Sub-Saharan Africa (19%) in 2022. This is reflective of the potential for Africa to increase overall private climate finance generally, compared to other regions where commercial markets are more robust, e.g., South Asia (37% private finance) and East Asia and the Pacific (39%) (CPI, 2022).

3.7%

Private sector contributes only 3.7% to adaptation finance in Africa.

Countries like Uganda, the DRC, and Tanzania could mobilize more private sector finance by leveraging regional corridors—such as the East African Community—through policy harmonization and deeper financial integration. Larger nations, including Nigeria, the DRC, and Angola, often have above-average infrastructure and development needs, creating opportunities to attract blended finance and risk-mitigated private capital. In contrast, smaller countries such as Cabo Verde, São Tomé & Príncipe, Seychelles, and Equatorial Guinea face structural barriers, including limited administrative capacity, subscale project sizes, and high overhead costs, which constrain their ability to draw private investment. Overall, higher-income countries tend to secure larger volumes of private sector finance.

To increase the share of private finance in adaptation, there is significant scope for commercial financiers and enterprises to develop and fund adaptation solutions, products, and services. Policymakers should draw on best

practices from leading countries' private-finance market structures and ecosystems, and pursue regional collaboration to aggregate project pipelines, improve viability, and de-risk investments for smaller administrations. It is also important to note that the Index research was limited by significant data gaps and accessibility.

Enhanced multi-stakeholder collaboration and mandatory disclosure policies are essential to improve tracking and transparency in private adaptation finance. This is especially important in an environment of increasing constraints on public international development (ODA) and climate finance.

Figure 30. Share of Private Sector in Overall Portfolio

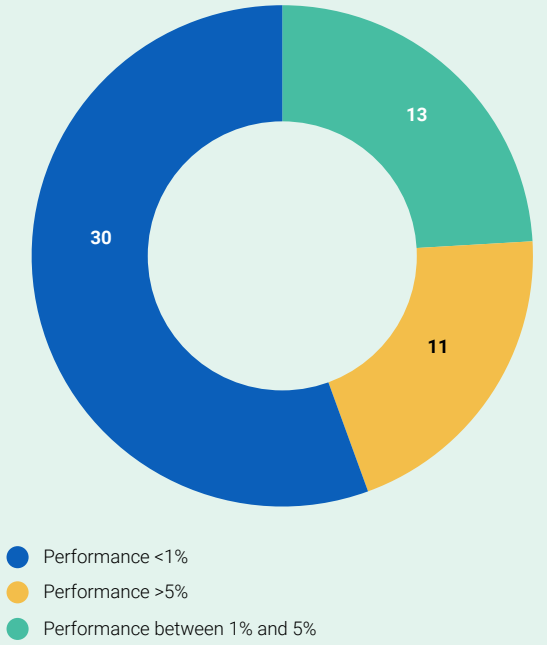
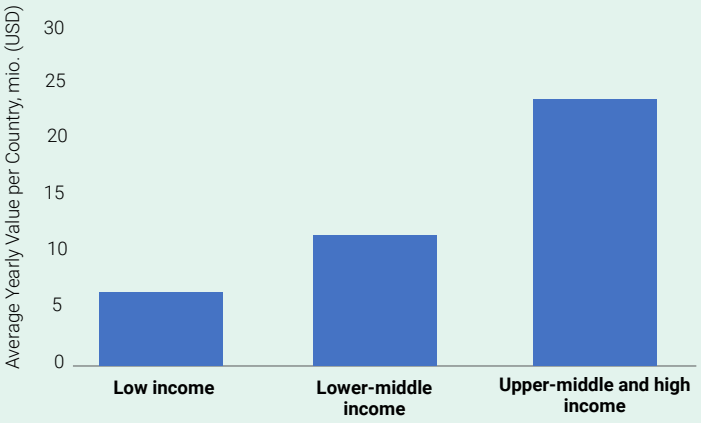


Figure 31. Average Yearly Value of Private Sector Mobilization per Income Group



Methodological Overview

The financial evaluation assessed financial resilience across three key dimensions: funding volume, funding quality, and debt sustainability. For both funding volume and funding quality, a desk-based analysis was conducted on major adaptation project portfolios and their respective finance flow from the multilateral financing institutions database, including the World Bank, African Development Bank, and private financiers. The private sector data was retrieved from IJ Global (2025). An evaluation framework was developed to assess the funding volume and quality with its own set of sub-indicators aimed at providing a range that reflects the different performance levels of each country. Each question could earn 0 to 10 points. The total points earned were clustered within the two dimensions, then calculated as a percentile score over the maximum score possible. On the other hand, the debt sustainability analysis was based on a simplified methodology applied by the International Monetary Fund (IMF), which evaluated the financial implications of climate adaptation investments on a country's debt sustainability, using a percentile scoring system. The percentage scores for each of the three dimensions were then averaged to produce the final overall financial performance score.

Financial resilience = funding volume + quality + debt sustainability (each 33%).

Balanced finance underpins adaptation strength.

Findings discussion

The financial mobilization analysis identified encouraging signs for several countries that have positioned themselves as *pioneers* on the continent. Nonetheless, the overall findings reveal serious gaps.

First, there is a tendency to underestimate financial needs in the formulation of national strategies – expectations around what is achievable may explain this trend, however, nations are urged to define ambitions that take the full measure of predicted climate impacts. Crucially, the analysis provides further evidence of the well-acknowledged fact that the volume of financial mobilization remains well below needs. This should spur efforts by African countries and their partners to drastically scale up mobilization across all sources – national, international, public, and private.

Beyond shortfalls in funding volume, the Index also identified some encouraging trends in types of funding being mobilized. Notably, adaptation components are increasingly being integrated into a range of development projects, accompanied by improved tracking systems that facilitate data collection for this Index.

At the same time, the observed gaps extend beyond scale, also encompassing issues related to the allocation and attribution of funding. An assessment of funding directed toward priority sectors in each country's national strategies revealed that only three countries receive meaningful funding across all their identified priority sectors. Certain sectors consistently receive more attention than others: agriculture and food security, along with water and sanitation, are the most frequently well-funded sectors. Infrastructure and urban adaptation also receive support, though their prominent position could reflect the larger-scale investments typical of these sectors.

Conversely, sectors such as health remain critically underrepresented: 28 of the countries that have identified this sector as a priority for adaptation have seen it severely underrepresented (15) or completely missing (13) from their adaptation portfolio. The recommendation is not to divert finance from well-funded sectors like agriculture, water, and infrastructure, but rather to diversify funding as it scales up to include sectors such as health or the blue economy (another neglected area). Although agriculture, water, and infrastructure are the best-funded sectors in many countries, they remain

neglected or absent in others, illustrating that scale-up is needed across all sectors. Ultimately, it would be recommended that as funding scales up, efforts should focus on expanding support both across underfunded sectors and among countries that are currently underserved. National strategies can provide useful guidance that should be fully leveraged in directing funds towards the most pressing needs.

Diversification is also required in terms of funding instruments, as the analysis cautions against the possible negative consequences of overreliance on debt-based mechanisms. The design of innovative funding instruments should both respond to general continental trends and be tailored to individual national circumstances. In this context, the private sector can play an important and innovative role. It can be a valuable entry point to tap into the potential of private partners, which remain critically underemployed to date.

These findings provide a clear evidence base for ongoing calls to Africa's partners to: increase the volume of finance; diversify where the funding comes from, what form it takes, and where it goes; and work closely with national governments to remove barriers, facilitate access, and tailor solutions that will enable an effective and targeted scale-up. African nations are encouraged to expand national mobilization efforts, and to leverage robust policy instruments as guiding mechanisms to channel and direct funds towards national priorities.

Text Box 5. Finance mobilization strengths and gaps: the case of Tanzania

The case of Tanzania provides a compelling illustration of the type of finance-related challenges identified in this Index. On the one hand, the East African country is demonstrating strong capabilities to mobilize finance, positioning itself as a *pioneer* on the continent in terms of financing volume (mediated by its GDP/capita). This is driven by both international and national contributions, illustrating the country's ability to mobilize dedicated climate funds, such as the GCF and GEF, and to integrate adaptation components in development projects, including transport infrastructure.

On the other hand, the country experiences challenges characteristic of the continent. The ambition articulated in national documentation appears to fall short of the estimated needs (based on continental need estimates). Furthermore, despite being a top mobilizer in terms of volume, the projection of funding trends indicates that even this is not enough to meet the needs. This is a powerful illustration of both the efforts underway on the continent and of the gap that remains to be bridged, both nationally and collectively.

Tanzania performs well in terms of financing quality, mainly due to strong private sector mobilization compared to the rest of the continent. However, funding remains concentrated in a few sectors, while other national priority sectors, such as sustainable tourism and coastal protection, remain underfunded.

Tanzania's *emerging* performance for debt sustainability underlines the funding type challenges: although currently classified as being at moderate risk of debt distress, the country's heavy reliance on debt-based funding for adaptation (over 80% of the project portfolio), combined with the overall volume of financing, places it in a particularly vulnerable position. These elements illustrate some of the good practices a country like Tanzania has been able to deploy towards financial mobilization for adaptation and showcase some of the common challenges that Africa faces in financing the path to economic resilience.

08 Looking Forward

The Resilient Economies Index (REI) provides a comprehensive measurement of how African economies are positioned to withstand climate-related shocks, considering economic exposure, policy preparedness, and financial readiness.[8] The Index serves as both a diagnostic and a roadmap for action.

Strengthening resilience through policy and finance

The findings show that although African countries are advancing in policy development, finance remains the weakest aspect of resilience. To address this, governments should clarify financing goals, improve the governance enabling environments, and integrate adaptation into development planning. Donors, development finance institutions, and the private sector can use the Index to target support where strong policy frameworks exist, but capacity or financing is limited.

Turning findings into practical guidance

By benchmarking 54 African economies, the Index identifies common strengths and weaknesses. Identified gaps include limited integration of adaptation into sectoral plans, underfunding of critical areas such as health, and high vulnerability of trade and assets. These insights can inform tailored policy advice, GCA programmatic work, capacity-building initiatives, and investment pipelines to help countries move from planning to implementation. The Index also facilitates cross-country learning by supporting governments in identifying peers with similar challenges who have developed effective solutions.

A tool for advocacy and international cooperation

Looking forward, the Resilient Economies Index will serve as both an assessment tool and a catalyst for action. It supports African governments in prioritizing reforms, guiding financing partners in allocating resources more strategically, and providing a shared evidence base to strengthen resilience across the continent. Sustaining and expanding this effort will help build economies that are better prepared for climate shocks and positioned for sustainable, inclusive growth.

The Global Center on Adaptation envisions the Resilient Economies Index as a key source of data for future work. Its findings will inform deeper thematic analysis and be translated into country-level guidance to support governments with practical guidance to strengthen policies, financing approaches, and address gaps towards resilience pathways. The recommendations will provide clear, data-based, actionable steps to guide countries in translating the assessment into implementation.

The Index will contribute to GCA's broader program agenda. Integrating its insights into the GCA's work better aligns interventions with evolving national priorities and emerging needs. The Index is positioned to serve not only as an assessment instrument but also as a bridge between evidence and practice, supporting adaptation efforts across Africa.

8 Limitations are discussed in the complete methodology, available online at: https://gca.org/resilienteconomiesindex/

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