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<p>Key results:</p> <ul style="list-style-type: none"> -80 units of climate smart infrastructure in communities -75.000 people gained access to clean drinking water -75.000 people gained access to clean energy -10.000 people (at least 50% Women and at least 50% youth) supported in income generating activities -20% increase in average income of small-scale food producers (SDG 2.3.2) in targeted communities -15 intercommunal natural resource management agreements (for water, arable land, forests, energy) concluded -40 social dialogue sessions facilitated between local government stakeholders and conflict-affected communities -The number of on-going natural resource management related conflicts at community level reduced by half -At least a non-increase in violent incidents, food insecurity, and the number of IDPs and refugees originating from the region. <p>Justification for support:</p> <ul style="list-style-type: none"> -The fragile border areas between Mali, Burkina Faso and Niger are a scene of a negative spiral of population growth, climate change and increased pressure on natural resources, being a driver of conflict and instability. - In addition, historical conflicts between pastoralists and farmers can spark poverty, food insecurity and displacement. More than five million people in the Central Sahel are food insecure and approx. one million are internally displaced. - The initiative will feed into the Danish priorities for development assistance (2020-2023) on a clear green ambition, supporting resilience in fragile communities, and the strengthened focus on Africa and particularly Sahel. - The initiative will be a new complementary green approach to national and regional stabilisation initiatives in the same geographical areas. <p>Major risks and challenges:</p> <ul style="list-style-type: none"> -Break out of major conflict in individual project areas rendering access too dangerous or impossible – mitigation through close monitoring, adjustment and if necessary relocation of activities -Risk of increasing tension between groups by offering infrastructure and equipment – mitigation through solid social preparation, inclusive transparent, locally led decision-making processes around the infrastructure, comprehensive group involvement and fair distribution of resources 	<p>File No.</p> <p>2020-27563</p>																					
	<p>Country</p> <p>Mali, with some project activities in Burkina Faso and Niger</p>																					
	<p>Responsible Unit</p> <p>Bamako</p>																					
	<p>Sector</p> <p>Climate Change & Resilient Communities</p>																					
	<p>Partner</p> <p>PATRIP Foundation</p>																					
	<p><i>DKK mill.</i></p> <table border="1"> <thead> <tr> <th></th> <th>2020</th> <th>2021</th> <th>2022</th> <th>2023</th> <th>2024</th> <th>Tot.</th> </tr> </thead> <tbody> <tr> <td>Commitment</td> <td>55</td> <td>0</td> <td>0</td> <td>0</td> <td>0</td> <td>55</td> </tr> <tr> <td>Projected ann. disb.</td> <td>0</td> <td>16.5</td> <td>17.875</td> <td>17.875</td> <td>2.75</td> <td>55</td> </tr> </tbody> </table>		2020	2021	2022	2023	2024	Tot.	Commitment	55	0	0	0	0	55	Projected ann. disb.	0	16.5	17.875	17.875	2.75	55
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	<p>Previous grants</p> <p>None</p>																					
	<p>Finance Act code</p> <p>06.34.01.75 Miljøbidrag og modstandsdygtighed mod klimaforandringer</p>																					
	<p>Head of unit</p> <p>Rolf Holmboe</p>																					
	<p>Desk officer</p> <p>Niels Bossen</p>																					
<p>Reviewed by CFO</p> <p>YES: Mirja Crone</p>																						
<p>Relevant SDGs</p> <table border="1"> <tbody> <tr> <td> No Poverty</td> <td> No Hunger</td> <td> Good Health, Wellbeing</td> <td> Quality Education</td> <td> Gender Equality</td> <td> Clean Water, Sanitation</td> </tr> <tr> <td> Affordable Clean Energy</td> <td> Decent Jobs, Econ. Growth</td> <td> Industry, Innovation, Infrastructure</td> <td> Reduced Inequalities</td> <td> Sustainable Cities, Communities</td> <td> Responsible Consumption & Production</td> </tr> <tr> <td> Climate Action</td> <td> Life below Water</td> <td> Life on Land</td> <td> Peace & Justice, strong Inst.</td> <td> Partnerships for Goals</td> <td></td> </tr> </tbody> </table>	 No Poverty	 No Hunger	 Good Health, Wellbeing	 Quality Education	 Gender Equality	 Clean Water, Sanitation	 Affordable Clean Energy	 Decent Jobs, Econ. Growth	 Industry, Innovation, Infrastructure	 Reduced Inequalities	 Sustainable Cities, Communities	 Responsible Consumption & Production	 Climate Action	 Life below Water	 Life on Land	 Peace & Justice, strong Inst.	 Partnerships for Goals					
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<p>Strategic objective:</p> <p>Strengthen resilience of communities in Mali's fragile border areas to Burkina Faso and Niger through integrated climate change adaptation and stabilisation measures</p>																						
<p>Justification for choice of partner:</p> <p>The PATRIP Foundation is a joint financial vehicle for donors established by the German Government/KfW. Joint contributions to PATRIP allow for better coordination, avoiding parallel programming and overlaps. PATRIP was mentioned as a possible joint financing instrument at the Sahel Alliance board meeting in June 2020. PATRIP was also one of the possible partners mentioned in the mapping study for the regional Climate Change, Conflict and Displacement initiative planned by MFA Denmark. PATRIP has a unique and integrated approach combining infrastructure development with mediation efforts to support stabilisation. By supporting PATRIP, Denmark will i) strengthen its partnership with Germany and the Sahel Alliance ii) avoid parallel programming and support the greening of a joint financial vehicle for an integrated approach in the Sahel; iii) ease the draw on resources at the embassy; iv) provide access for Danish NGOs to join the call for proposals.</p>																						
<p>Summary:</p> <p>Facing the vicious circle of climate change and conflicts over resources, particularly present along the border of Mali and Burkina Faso, and Mali and Niger, the project will conduct an integrated community approach focusing on two complementary outcome areas:</p> <p>(1) Local communities have access to climate smart economic and social infrastructure in particular in the agriculture/pastoralism, water, and energy sectors. (2) Reduced conflicts, increased social dialogue and capacity building for joint community management particularly regarding natural resource and community infrastructure management.</p> <p>The implementation is done through a partnership with PATRIP Foundation, which will manage a call for proposals for individual cross-border community projects while applying its expertise in the selection of concept notes, final project formulation and monitoring & evaluation.</p>																						
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1. INTRODUCTION

In the process of identifying opportunities to implement an additional DKK 150 million of climate funding on the Danish Development Frame 2020, DKK 55 million was reserved to a proposal from the Danish Embassy in Mali to contribute to the PATRIP Foundation's work in Mali on an initiative that will support stabilisation through an integrated approach of climate change adaptation, natural resource management (water, energy) and mediation efforts in fragile areas along Mali's borders to Burkina Faso and to Niger.

The Project "*Climate Change Adaptation and Stabilisation in Fragile Border Areas of Mali*" (CCASFBA-Mali) should be seen as a response to the Danish Government's ambitions to strengthen its climate change mitigation and adaptation efforts as laid out in Vision 2030 and Danish Development Cooperation Priorities for 2020-23. The Project will equally contribute to supporting stabilisation and resilience in fragile departure zones for displacement and migration and will be a part of the Danish contribution to the Sahel Alliance agenda. The main focus will be on Mali but with some cross-border activities into both Burkina Faso and Niger.

The identified partner, the PATRIP Foundation, is a German government initiated non-profit fund management institution. PATRIP was established as a legal foundation under German civil law in 2011 by the KfW Development Bank, on behalf of the Foreign Office of the Federal Republic of Germany (GFFO). PATRIP's purpose is "*the promotion of development cooperation, in particular through measures with short and medium-term effect, which serve to stabilise fragile states, contain crises or support transitions, and mitigate the consequences of crises. These measures can be implemented both in individual countries and regionally (cross-border).*"

After almost 10 years of existence, the PATRIP Foundation looks back at a solid track record of diverse small and medium sized infrastructure funding realized by PATRIP's implementation partners in complex and fragile settings. The Foundation has considerable experience working in fragile border regions of Afghanistan and started activities in the Sahel in 2018, with about 140 projects funded in total (both regions, completed and ongoing). Between 2011 and 2019, the PATRIP Foundation has managed more than EUR 128 million of project funding provided by Germany, Norway, Luxembourg and the European Union. Budgets for individual projects range from EUR 0.5 to 2 million, with an average of EUR 1.1 million per project in West Africa. For the CCASFBA-Mali Project, budgets for individual NGO projects should range between EUR 0.5 to 1.5 million as per current experience, hence about 5 to 12 projects are expected to be funded under the Danish contribution. Parallel to the Danish contribution, German contribution continues. Austria and Luxemburg has shown interest in co-financing the CCASFBA-Mali, but is yet to be confirmed.

The PATRIP foundation was first identified as a part of the mapping exercise for the planned regional initiative on climate change, conflict and displacement as one of more possible partners. The extra climate funding for 2020 became an opportunity to test such a partnership before perhaps scaling up in the future.

Considering its mandate and approach, PATRIP is unique in the Sahel. No other organization offers a similar combination of: assembler of finance capacity, experience working in extremely fragile areas, flexibility and participation of the donors in the programming cycle, the linkage between investments and stabilization efforts. On top of this PATRIP is a recommend joint financial vehicle for the Sahel Alliance of which Denmark is member.

By supporting PATRIP in Mali, Denmark will i) strengthen its partnership with Germany and the Sahel Alliance ii) avoid parallel programming and make greener a joint financial vehicle for an integrated approach in the Sahel; iii) ease the draw on resources at the embassy; and iv) provide access for Danish NGOs to join the call for proposals (for all funding).

2. SUMMARY

The fragile areas of Mali near the borders of Burkina Faso and Niger are a scene of a negative spiral of population growth, climate change and increased pressure on natural resources, being a reason for conflicts and instability. Historically, conflicts between pastoralists and farmers spark conflict, food insecurity and displacement, which are further exacerbated by increasing pressure on natural resources. It is estimated that over five million people in the Central Sahel are food insecure and approx. one million are internally displaced. In this light, solutions are needed that strengthen the population's resilience to climate change through adapted agriculture, access to (clean) water and energy and social dialogue and mediation over access to resources.

Facing the vicious circle of climate change and conflicts over resources, particularly present along the border of Mali and Burkina Faso, and Mali and Niger, the project will seek as its objective to: *strengthen resilience of communities in Mali's fragile border areas to Burkina Faso and Niger through climate change adaptation and stabilisation measures.*

The objective will be reached through an integrated and cross-border community approach focusing on two complementary outcome areas:

- Local communities have access to climate smart economic and social infrastructure in particular in the agriculture/pastoralism, water, and energy sectors.
- Reduced conflicts, increased social dialogue and joint community management particularly regarding natural resource and community infrastructure management.

PATRIP Foundation will manage a call for proposals for individual cross-border community projects. Through this approach, PATRIP is able to adapt to the fragile Project context by keeping this Project document as an overall framework allowing for specific adaptations and requirements related to the very volatile context in the call for proposals. Hence, the definition of details such as a mandatory context and needs assessments for every individual project and detailed selection criteria will be done in consultation with the RDE while applying PATRIP's expertise in the selection of concept notes, final project formulation and monitoring & evaluation.

At community level, individual project partners will deliver climate smart economic and social infrastructure in the agriculture/pastoralism, water, and energy sectors all while enhancing local joint management capacity of community and natural resource infrastructure through increased social dialogue and agreements on access to resources. To support implementation, PATRIP is working with an external third-party monitoring and implementation support team including an environmental / climate change expert based in the region. With this Project, PATRIP's West Africa monitoring team will be enhanced including a permanent focal point in Mali possibly with relevant knowledge and experience in climate change and natural resources management.

The success of tackling sensitive issues through the provision of climate smart infrastructure and related services all while promoting dialogue and participation comports moderate to high risks. Such risks will be eased through rigorous baseline analysis, continuous monitoring, and dialogue on the level of individual projects so as to ensure the fostering of relevant and fact-based coordination, learning and cooperation. The residual risks are assessed to be moderate. But the high level of ambition of the results framework within the implementation period (5 years) may pose a risk of failing to fully achieve the end targets¹.

¹ **Important note:** The project is carried out through call for proposals for community based projects responding to the objectives, outcomes and outputs defined in this results framework – for this reason baseline and targets are to a very high degree estimates and should be read with caution. For some indicators baselines and thereby targets can only be known after the call for proposals. Indicators and targets will be further developed based on results of baseline studies on the level of individual projects. Revisions might take place as appropriate and in consultation with the RDE in Bamako.

3. STRATEGIC CONSIDERATIONS AND JUSTIFICATION

3.1 CONTEXT

Climate Change is unquestionably one of the biggest challenges facing our civilization today. The consequences of human activities on the world climate has reached an alarming level and poses critical threats to human life particularly in fragile contexts.

It is no longer just an environmental concern a critical developmental, humanitarian and security challenge given how some of its dire manifestations of extreme heat and precipitations bring about droughts, storms, floods, desertification, etc., which in turn have threatening consequences on livelihoods impacting agricultural value chains, natural resource management and health. Vulnerabilities to climate stress include economic stability, food security, increased poverty, malnutrition, hunger, disease as well political instability and armed conflicts.

Mali as well as Burkina Faso and Niger (central Sahel) remain among the 10 lowest ranking countries in human development (HDI 2019) and among the most vulnerable countries to climate change and crisis due to the geographical localisation, the climate sensitive economy and endemic poverty levels. All three countries rely mostly on mining and agriculture exports for revenue – in the case of Mali, gold and cotton represent 80% of its export earnings.

The central Sahel continues to endure dire security issues in particular along the borders of Mali and Burkina Faso and Mali and Niger, where armed conflicts aggravate humanitarian needs. Several different ethnic communities live in these rural border regions, whose main means of obtaining livelihoods either co-exist or stand in rivalry to each other. The economic activities include trade, small businesses, raising livestock, farming, and fishing, depending on the exact region and community. The activities are not mutually exclusive, and many communities are both farmers and herders. Given that the border areas are transhumance regions, the access to and control of grazing areas have become politicised and beset by conflict, especially since expanded crop-cultivation and increased water-scarcity have further restricted livestock grazing zones.

The particular vulnerability of communities living in the rural border areas arises from a low state presence in terms of access to services and infrastructure. The absence of the state is felt in the lack of education and resulting low literacy, as well as high unemployment rates and multidimensional poverty. Without the state as source of protection and mediation, climate-change related food insecurity takes a heavy toll on the border communities' social cohesion. The unaddressed human security issues lead to increased exposure to threats from present extremist groups, as well as alliance-forging with extremist groups or 'vigilante' militias to aid causes of community-level needs and conflicts.

Overall, the Mali-Burkina Faso and Mali-Niger rural border communities suffer a disproportionately high amount of violence and instability in the central Sahel. Most violent incidents in 2019 and 2020 that affected civilians have taken part in the Mali-Burkina Faso and southern part of the Mali-Niger border, including both terrorist and militia attacks, as well as state force activity and abuse. The border areas constitute contact points for illicit drugs and arms trade. In many cases, local ethnic groups participate in the cross-border arms trade between extremist groups as well as ethnic militias operating on both sides of the border, due to the lack of alternative profit-making sources or to arm themselves.

The UN Office for the Coordination of Humanitarian Affairs (OCHA) reports² that there are currently over 250 000 internally displaced people in Mali as well as nearly 85 000 Malian refugees in Niger and in Burkina Faso. The regions with the highest numbers of IDPs are located along the given borders. Cross-border refugee routes between Mali and Burkina Faso as well as Mali and Niger put additional pressure on poverty-stricken border communities, which can provide little protection for people fleeing violence.

² Overview of IDP in Mali. UNHCR and OCHA Mai 2020.

A lingering physical insecurity brought about by ideological and intercommunal conflicts disrupt livelihoods and humanitarian access in the aforementioned areas, forcing numerous farmers to abandon their fields or deviate herds from their usual movements leading to localized production shortfalls. Current food insecurity is set to increase and worsen as nearly 3 million people are unable to afford some essential non-food expenditures and more than 750 000 people are facing crisis and emergency levels of acute food insecurity.

In addition to climate and security issues, a severe political crisis unfolded in Mali during 2020, starting with contested results of the parliamentary elections in April 2020. Followed by months of demonstrations against the now former President Keita. On August 18th, a coup d'état was carried out by a group of army officers ("The National Committee for the Salvation of the People"/"CNSP") with the objective to pilot an inclusive political transition that should lead to new democratic elections. After dialogue and pressure from the international community, with the regional organisation ECOWAS in a leadership role, as well as a range of dialogue meetings with civil society, political and religious leaders, and private sector, a transition government and charter has been put in place and broadly accepted in Mali and in the international community. The civilian dominated transition government is now responsible for reforms that should lead to democratic elections within 18 months. The political crisis has had little effect on the Danish country programme with only direct support to central government and activities with security forces suspended. The CCASFBA-Mali is resilient against political instability as the approach is to work in local communities with NGOs as implementing partners.

3.2 STRATEGIC FRAMEWORK AND OBJECTIVES

By adopting an integrated community approach, the Project *Climate Change Adaptation and Stabilisation in Fragile Border Areas of Mali* will endeavour to contribute to the economic and social stability of border areas of Mali and seek to successfully address the needs and priorities of the vulnerable populations in terms of resilience to climate change through adapted climate smart solutions.

In this context, the **Strategic Objective of the Project is to strengthen resilience of communities in Mali's fragile border areas to Burkina Faso and Niger through integrated climate change adaptation and stabilisation measures.**

The Project is expected to contribute to achieving this overall Objective by pursuing the following Outcomes:

O1: Local communities have access to climate smart economic and social infrastructure in particular in the agriculture/pastoralism, water, and energy sectors.

O2: Reduced conflicts, increased social dialogue and capacity building for joint community management particularly regarding natural resource and community infrastructure management.

Geographical scope: The overall project area is Mali's border areas to Burkina Faso and to Niger. A call for proposals for individual projects within this zone will be administered which will lead to several smaller and concentrated intervention areas within the overall area. Through the definition of assessment criteria in the call for proposals related to focus areas of intervention, this approach allows to respond to specific needs when launching the call, given the dynamic context in the overall project area. Ideally, individual projects will all work cross-border, or be physically located close to the border with a cross-border impact. In some cases, non-crossborder projects in Mali could be accepted.

Map of area for call for proposals



SECTORAL FOCUS, POTENTIAL INITIATIVES AND PATRIP FOUNDATION'S APPROACH

PATRIP Foundation has adopted a “Call-for-proposals-Approach” as most suitable instrument to work in fragile and volatile regions. PATRIP defines together with the donor institution(s) the overall framework of a Project including an overall objective and outcome areas all individual projects selected by a call for proposals shall contribute to. Once this overall framework is approved, the PATRIP Foundation prepares a call for proposals allowing for a more detailed definition of objectives and selection criteria to guide PATRIP's implementing partners on the specific priorities.

Hence, in consultation with the RDE, the call for proposals to implement the CCASFBA-Mali Project will define minimum requirements PATRIP's implementing partners are requested to adhere to, such as

- the inclusion of a baseline study, including context and needs assessments, and
- an end-term review,
- the application of a human rights based and conflict sensitive approach, etc.,

as well as selection criteria such as:

- the target group,
- the intervention zone,
- the sector,
- the cross-border approach,
- the share of climate smart infrastructure measures,
- the inclusion of skills development and (green) income generating activities, etc.

This approach ensures the required flexibility within a given framework enabling NGOs to suggest projects in those sectors where they are most experienced, and in regions where they have access, which is crucial in particular in insecure and extremely volatile contexts such as the Sahel, while contributing jointly to an overall objective that is aligned with donor priorities.

Efforts within the CCASFBA-Mali Project will primarily be directed towards financing climate-smart infrastructure solutions, but also include complementary and accompanying measures, in the sectors and sub-sectors in the below table.

Potential funding initiatives are presented for indicative purposes and the weighing between them will strongly depend on the specific objectives and criteria that PATRIP and RDE will agree on for the call for proposals at a later stage, and the application of NGOs that will be received. In the call, it will be possible to emphasize a desired share per sector. In general, a minimum allocation of 70% of investments should go into the infrastructure components, with a focus on water & energy in order to reach the set targets.

AREAS OF SUPPORT	SECTOR	SUB-SECTOR	POTENTIAL FUNDING FOR INFRASTRUCTURE AND INCOME GENERATING ACTIVITIES
Stabilisation & Climate Change Adaptation	Renewable Resources	Water	<ul style="list-style-type: none"> ❖ Installation and restoration of access to surface and groundwater resources ❖ Supply and storage (basins and ponds) ❖ Restoration of water points and catchment improvements ❖ Construction / rehabilitation of anti-erosion dikes, canals, and reservoirs, drip irrigation systems, smart-pumping systems, boreholes ❖ Construction / rehabilitation of sanitation, sewage, and drainage systems
		Energy	<ul style="list-style-type: none"> ❖ Installation of small-scale generation and transmission of renewable energy sources
		Agricultural & pastoralist production and food security	<ul style="list-style-type: none"> ❖ Value chain activities in agriculture, pastoralism, and aquaculture ❖ Construction / rehabilitation of silage, storage, wind breaks, and other related installations etc.
		Other renewable resource climate change sensitive related- subsectors	<ul style="list-style-type: none"> ❖ Ecosystem management, protection, and restoration of arable lands, degraded lands, forests, and wetlands ❖ Dune stabilization and natural regeneration
	Community Infrastructure	Various	<ul style="list-style-type: none"> ❖ Green and smart climate adapted construction and rehabilitation of schools, storages, stores, marketplaces, roads, and bridges, etc.
	Intercommunal relationship building and conflict resolution	Resource Management & Income Generation	<ul style="list-style-type: none"> ❖ Capacity building for conflict resolution, civic engagement and trust building between local communities, IDPs, and local government ❖ Income generation and employment activities involving implementation of climate change adaptation measures. aimed at women, youth and vulnerable people

TARGET GROUPS, GENDER AND YOUTH

In fragile border areas in the Sahel, marginalization can be observed based on sex, age, ethnic and religious affiliation, education, migration status, and other reasons. The CCASFBA-Mali Project targets populations living in border and remote areas of Mali (and Burkina Faso and Niger), that are particularly vulnerable towards the effects of climate change, violent conflict and instability. Individual NGO projects supported by this Project include a baseline study with stakeholder, needs and conflict assessments for

the specific project intervention zone, applying a human rights based approach to the context analysis. Thereby, vulnerable groups in the specific project intervention zone of each individual project will be determined and equal representation of different groups of the targeted communities, including a balanced participation of different ethnic groups, youth and women, should be ensured. The application of the Do-No-Harm principle and a conflict sensitive approach is crucial to the PATRIP Foundation as it is particularly relevant in fragile regions.

Climate change disproportionately affects women through their role in growing food and providing energy and water for their families, and women often depend on natural resources for their livelihood. Likewise, access to water and electricity are linked to protection risks especially for women, who are exposed to risks if forced to enter remote or dark places. Through their role in agriculture, women are at the same time well-placed to identify and adopt adaptation strategies. Against this background PATRIP will ensure that implementing partners include women both in planning and implementation of individual projects supported under the CCASFBA-Mali Project, and that the projects supported are responsive to gender dynamics and protection concerns.

Young people in the targeted regions are likewise strongly affected by climate change and conflict, in addition to the fast growing number of the young population, which will further increase the demand for jobs, basic services such as sustainable water and energy supply, health and education.

In line with the Danish Strategy for Development Cooperation and Humanitarian Action (*The World 2030*) Youth will be a particular target group of the CCASFBA-Mail Project, not only to provide perspectives to young people and strengthen their capacities as social transformers, but also to ensure that young people reach their full productive potential and contribute to socio-economic development.³ Considering that young people in the region are mainly unskilled and unemployed, providing skills development and economic opportunities by income generating activities will offer them new opportunities while intended to reduce the need to migrate from their community.

Therefore, under the first outcome (*Local communities have access to climate smart economic and social infrastructure in particular in the agriculture/pastoralism, water, and energy sector*), the individual project designs will include income generating activities for individuals, as far as possible targeting particularly youth, women, and vulnerable groups (to be defined based on the context analysis of each individual project), mainly as complementary activities related to the infrastructure investments. Depending on the results of specific project related context analyses, green income generating activities could include for women and young people in rural areas, for instance, cash-for-work activities, climate-resilient farming practises, small-scale plant, agricultural and animal production, processing and preservation, and employment opportunities in the operation and maintenance of climate change adapted infrastructure (including skills training on adapted technologies). By investing in climate smart basic infrastructure including such income generating activities and skills development, the CCASFBA-Mali Project will support the creation of an enabling environment for economic development and stabilisation efforts on individual and community level, enhancing resilience of the populations to the impact of climate change.

The effects of climate change in the Sahel hugely impact farmers and pastoralists (reference made to context analysis in annex 1), with existing conflicts between them sparking impoverishment, food insecurity and migration, and pastoralists becoming even more vulnerable. Project interventions under the second outcome (*Reduced conflicts, increased social dialogue and capacity building for joint community management particularly regarding natural resource and community infrastructure management*) should therefore consider natural resource conflict based dynamics, assessed through a climate change adaptation lens, and aim at a combination of pastoralists and livestock based solutions.

Specific target groups including numbers of beneficiaries as well as indicators and targets will be determined for each individual project. Disaggregated data collection and monitoring will happen on individual project level, as well as in a consolidated way for the Project as part of the monitoring and

³ Danish tools for "Youth in Development" under <https://amg.um.dk/en/tools/youth-in-development/>

evaluation activities of PATRIP. It is important to mention that while implementing partners will be requested to engage youth and women in the planning and implementation of project activities, neither “youth”, nor “women”, nor “pastoralists” or any other group shall be considered a homogenous group but be addressed in their differences (ethnicity, education, region of origin, migration status, etc.).

3.3 CONTRIBUTION TO DENMARK’S STRATEGIC PRIORITIES

In January 2017, the Danish Government presented its strategy for development cooperation and humanitarian action, *The World 2030*, which was adopted by a broad political majority in the Danish Parliament. For the first time, Danish development cooperation and humanitarian action is combined in one strategy. The CCASFBA Mali project will support several elements of the strategic objectives, among others: Stability, resilience and local community and livelihood development (1); root causes of migration (2); Sustainable development, water, energy, agriculture (3).

Denmark’s engagement in the Sahel has steadily been growing over recent years and now cover a full range of security, development and humanitarian initiatives including large individual country programmes in Mali, Niger and Burkina Faso as well as a regional Sahel Peace and Stabilisation Programme. The CCASFBA-Mali project will add value with its cross-border and integrated community development and climate change adaption approach to supporting stabilisation. It will also create valuable learning useful for among other things, the new country strategic framework for Mali and the planned regional initiative on climate change, conflict and displacement.

Denmark’s overall vision for its partnership with Mali as stated in the Country Policy Paper for 2016-2021 is that *the people of Mali enjoy sustainable peace and development, underpinned by an inclusive and legitimate state with respect for human rights*. To operationalise this vision, a Country Programme Document for the period of 2017-2022 was approved and launched in spring 2017. The Country Programme comprises three thematic programmes: Peaceful Coexistence programme, a Decentralisation programme and a Private Sector programme.

The ongoing Danish Country Programme in Mali (2017-2022) is steadily increasing its focus on climate change, having already had a focus on efforts for stabilisation through mediation and reconciliation. In 2018, DKK 35 million of climate funding was added to the Inclusive Financing of Agricultural Value Chains Project (INCLUSIF) with the objective of providing credit lines to green equipment, greening the supported joint business ventures, and developing risk management mechanisms. Further, in 2019, an agreement was made with WFP to support resilience activities in fragile regions of Mali with a substantial element related to climate change adaption of livelihoods. The present project will support this direction while complementing and strengthening existing intervention areas in the country programme.

The foreseen activities within intercommunal relationship building and conflict resolution dovetail with the ongoing engagement with the Centre for Humanitarian Dialogue (CHD) in both the Mali country programme and the regional stabilisation programme. The CCASFBA-Mali will add to this approach by integrated investments and humanitarian dialogue in the same communities.

Finally, the present project carries on a strong thematic priority of the current Danish Country Programme for Mali: Women, peace and security. The Peaceful Coexistence programme supports UN Women Mali with DKK 56 million with an emphasis on Security Council Resolution 1325. The conflict-ridden reality of the border areas targeted by this project – as well as its focus on gender – will make this priority even stronger. This can be expected to improve efforts in such crucial 1325-areas as prevention, women’s and girls’ participation and protection, as well as meeting their specific needs in conflict. Mutual benefits are expected to the present project and the engagement with UN Women.

DENMARK IN BURKINA FASO AND NIGER

Denmark has a strong partnership with **Burkina Faso** that goes back for decades. The current country programme for 2016-2020 has a total budget of DKK 1.15 billion focusing on strengthening the good governance and stability, as well as strengthening the water and sanitation sector and the agricultural sector. The next strategic framework for Burkina Faso 2021-2025 consist of DKK 1 billion with a general focus on resilience in different sectors to stabilize the security situation, safeguard peace and effectively deliver results on poverty reduction and shared growth in the longer term, notably through the water- and agricultural sectors.

Denmark initiated its development partnership with **Niger** in 1974 and an on-going country programme 2017-2022 of DKK 605 million with a strong focus on resilience in several sectors, including good governance, water and sanitation and the agricultural sector.

3.4 RELEVANCE AND JUSTIFICATION

The CCASFBA-Mali Project will add value to the Danish engagement in Mali and in the Sahel on several areas:

- 1) The fragile border areas between Mali, Burkina Faso and Niger are a scene of a negative spiral of population growth, climate change and increased pressure on natural resources, being a driver of conflict and instability. In addition, historical conflicts between pastoralists and farmers can spark poverty, food insecurity and displacement. More than five million people in the Central Sahel are food insecure and approx. one million are internally displaced. This new innovative initiative combining climate change action, infrastructure development and stabilisation in an integrated cross-border community approach, provides an opportunity to act in a new and different way to these challenges, in complement to e.g. more security focused interventions or to social dialogue projects that carry little concrete investment with them to the communities.
- 2) The project will add another element of greening of the Danish country programme in Mali and test approaches to combining climate change adaptation to stabilisation with relevance for the development of the next country programme after 2022 and the planned regional initiative on climate change, conflict, displacement and stabilisation.
- 3) Joining forces with other donors of PATRIP, the project will be a clear Danish contribution to the Sahel Alliance agenda to coordinate integrated responses to stabilise fragile communities in the Sahel.

Relevance to ongoing Malian and regional initiatives

The national framework document for development interventions in Mali is the *Cadre Stratégique pour la Relance Économique et le Développement Durable 2019-2023 (CREDD)*. The CREDD was developed by the Malian Ministry of Finance and Economic Affairs in cooperation with the UNDP and other development partners and sets out 5 strategic axes:

1. Consolidation of the democracy and good governance
2. Restoring peace, security and coexistence
3. Inclusive growth and structural transformation of the economy
4. Protection of the environment and building resilience towards climate change
5. Human capital development

Global objectives have been formulated under each axis, and the present project is deemed to contribute especially to the following:

- Global objective 2.1 - Restoring peace and security

- Global objective 3.2 - Promoting a sustainable, modern and competitive agricultural sector
- Global objective 4.2 - Building resilience to climate change
- Global objective 5.3 - Ensuring access to clean drinking water, hygiene and sanitation towards 2030
- Global objective 5.4 - Creating the conditions for realizing the empowerment of the Woman, the Child and the Family

Finally, two initiatives at national and regional level, respectively, merit specific mention: 1) the *Plan de Sécurisation Intégrée des Régions du Centre (PSIRC)*, which is the Malian plan for reestablishing peace, security and development in central Mali, and 2) the Sahel Alliance. Each of these initiatives are pertinent to the present project because of their geographic and localised approaches.

The PSIRC was a reaction to the growing insecurity in the more populous central regions of Ségou and Mopti. Its core innovation is the *pôles sécurisés de développement et de gouvernance (PSDG)*, which are geographically delineated zones that are intended to provide the basis for the reestablishment of state services starting with security and moving on to education, health and justice. The similarity with the present project is the community-based approach while the difference is the emphasis on state involvement. Given that the eastern parts of Ségou and Mopti border on Burkina Faso, the ambition is that this will result in a constructive overlap in terms of geography, leveraged to mutual benefit due to the complementary approaches.

Conversely, the present project contributes to the Sahel Alliance due to a similarity in targets areas, partners and approaches. The Sahel Alliance emphasises an integrated geographic approach and action across borders while promoting information sharing among partners. This allows for both *a priori* and *ex posteriori* coordination as the present project has the geographic scope to target areas that benefit from fewer interventions. These choices can then feed back into the Sahel Alliance and in turn inform the interventions of other partners.

JUSTIFICATION FOR CHOICE OF PARTNER

The PATRIP Foundation is a joint financial vehicle for donors established by Germany. So far, Germany, Norway, Luxembourg and the European Union have provided funds to PATRIP (for detailed chart and figures see graph in annex 2 on Partners). Joint donor contributions to the PATRIP Foundation allow for better coordination, avoiding parallel programming and overlaps. As such, and given the limited number of potential partners in the region, PATRIP was mentioned as a possible joint financing instrument in the Sahel Alliance board meeting in June 2020.

PATRIP Foundation was one of the possible partners mentioned in the mapping study for the planned regional Climate Change, Conflict and Displacement initiative planned by MFA Denmark. The study was piloted by MNS and carried through by NCG consultants. A desk study, field visit and final reporting took place between December 2019 and March 2020. The launch of the initiative was later postponed and the embassy found it relevant to seek other funds to finance a call for proposals with PATRIP.

The PATRIP Foundation was founded to promote sustainability and regional integration through cross-border cooperation in fragile areas. PATRIP's strong belief is that climate change and conflict are cross-border challenges, closely interlinked with each other, which should be tackled by cross border cooperation and solutions. Bringing together communities from both sides of the border can yield several positive effects, such as promoting closer cooperation on both a state as well as an inter-communal level, creating a safer and more enabling environment for trade, increasing the access to public services, providing more opportunities for cultural exchange. Fostering these effects promotes trust building, security and perspectives to communities challenged by the dynamics of conflict and the impact of climate change.

To fulfil the Foundation's mandate, PATRIP has a rather unique approach by combining basic infrastructure with cross-border political dialogue between communities and state administration. A climate change lens is increasingly applied in the projects, in addition to local construction designs, the use of local materials or materials adapted to the local context and the use of local labour, to the extent possible. PATRIP Foundation is the only fund managing organisation offering this type of approach in central Sahel.

PATRIP identifies individual projects through annual calls for proposals that are coordinated with the donor institutions. This approach ensures the required flexibility within a given framework including overall objectives to which the individual projects shall contribute, and more specific criteria such as target areas and target groups, % of infrastructure component, sectors. Thereby NGOs are enabled to suggest projects in those sectors where they are most experienced, and in regions where they have access, which is crucial in particular in fragile and extremely volatile contexts such as the Sahel, while contributing jointly to an overall objective that is aligned with donor priorities. PATRIP's donors support this approach as they often have only limited resources to manage call for proposals on their own.

In 2015, the work of the PATRIP Foundation in the Pakistan-Afghanistan-Tajikistan (PAT) region has been evaluated by external experts commissioned by the GFFO. Based on the five OECD DAC evaluation criteria, the evaluation team awarded PATRIP's overall performance "2 – good" (1 being the best, 6 being the worst mark). The cross-border approach of PATRIP has been emphasized as particularly innovative. Regarding PATRIP's project portfolio, the evaluation team has recommended to expand the areas of intervention to other fragile contexts, and to address reasons of fragility and instability in combination with PATRIP's infrastructure projects. An organisational appraisal of PATRIP, which has been commissioned by the KfW Development Bank in 2016, has come to similar conclusions: *"The success of the Foundation can be judged not only through the large number of projects it has successfully implemented, the funds it has disbursed and the impact it has achieved, but also through the increasing donor interest in working with the Foundation."*

The Foundation's Supervisory Board took up the recommendation to extend the Foundation's geographical mandate in 2017. Consequently, PATRIP started its identification and financing activities in West Africa in 2018 with the first projects starting its operations in mid-2019.

Currently 8 international NGOs together with local partners implement PATRIP funded projects in the border regions of Mali, Burkina Faso and Niger, including one project at Benin's border to Burkina Faso. All projects are implemented across borders or in border areas. They aim at social cohesion, conflict prevention and natural resource management, youth economic empowerment and peace building. Most projects include infrastructure measures that will be identified by the communities themselves during the implementation of the projects, linked to community dialogue, conflict prevention and capacity development.

After almost 10 years of existence, the PATRIP Foundation has launched in May 2020 a thorough impact and organizational evaluation. The evaluation aims to analyse the impact of the projects supported since 2011 on the one hand, and to make recommendations for the further development of the Foundation at an organisational and strategic level on the other. The evaluation report is expected in December 2020.

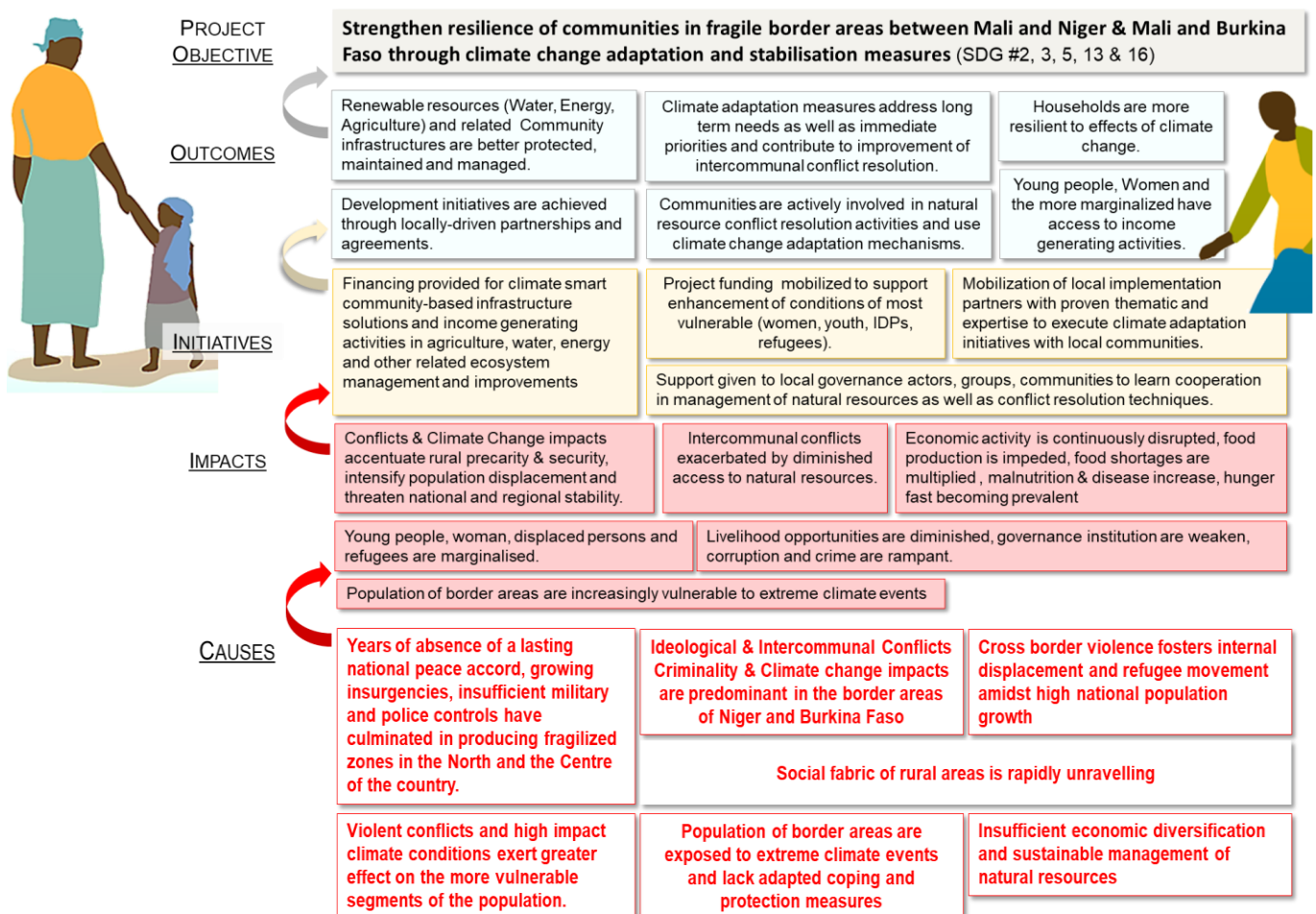
By supporting PATRIP in Mali, Denmark will i) strengthen its partnership with Germany and the Sahel Alliance ii) avoid parallel programming and support a greening of a joint financial vehicle for an integrated approach in the Sahel ; iii) ease the draw on resources at the embassy and avoid double work; and iv) provide access for Danish NGOs to join the call for proposals (for all funding). Currently talks are ongoing regarding possible new partnership agreements with Austria and Luxemburg to co-fund the CCASFBA-Mali Project.

THEORY OF CHANGE

The following Theory of Change (ToC) illustrates how the CCASFBA-Mali Project intends to bring about change to the people living along the borders with Mali and Niger and Mali and Burkina Faso. It outlines the key elements that will contribute to create such change, its expected outcomes as well as the underlying risks and assumptions that describe the current situation.

The underlying logic is confirmed by a recently published study on Climate Change and Peacebuilding in Mali and Somalia concluding that “*provided the right conditions were met, adaptation measures could have the potential to further peace and reconciliation*”⁴, while the approach follows the Danish “Strategic Framework for Natural Resources, Energy and Climate Change” by addressing economic, social and environmental dimensions of development simultaneously to ensure long-term sustainability.⁵

The overall Theory of Change is that if basic economic and social communal infrastructure is rehabilitated or constructed in a climate change adapted way, and if capacities within the communities are strengthened to manage local conflicts in particular related to natural resources, and if – in complementarity to that - economic opportunities are given in these communities, the living conditions of the target population will improve including strengthened resilience towards the impact of climate change and conflict.



⁴ DanChurchAid, Norwegian Church Aid, ATC Alliance: “Winning the Peace: Peacebuilding and Climate Change in Mali and Somalia”, June 2020, page 7.

⁵ Ministry of Foreign Affairs of Denmark, DANIDA: “A Greener World for All: Strategic Framework for Natural Resources, Energy and Climate Change”, September 2013.

CLIMATE CHANGE RESILIENCE AND STABILISATION: A DUAL COMPLEXITY

CLIMATE CHANGE RESILIENCE ⁶

With its increasing intensity and severity, climate change is unleashing devastating impacts suffered around the globe. Its effects are undermining lives and livelihoods, food, water, and health security as well as the preservation and access to renewable resources throughout. Evidence is growing that climate challenges are contributing to spur social disruptions that lead to conflicts and violence. In fragilized and strife-riddled regions climate change increasingly acts as a *risk amplifier*.

With the combined rise of numerous other stress generating conditions (feeble governance, resource scarceness, as well as weak decision-making mechanisms), the social and economic fabric of fragile regions are further exacerbated by these integrated crises.

Climate change mitigation in such a context is fast becoming critical. The Sustainable Development Goal (SDG) 13 is defined as taking urgent action to combat climate change and its impacts.

In the Mali regions of Ségou and Mopti, evidence indicates for example, that the presence of conflict resolution measures for natural resource management are perceived by local communities to halt the worsening of climate change impacts. But even such perfunctory results can still indicate *a need to better align and integrate* peacebuilding and climate adaptation measures⁷.

Researchers⁸ were able to identify numerous structural factors as compelling drivers of violent conflict. These drivers include agricultural encroachment that led to reduced mobility of herders; corrupt rent-seeking government officials that undermined institutional trust; and various opportunistic behaviours of rural actors. Additional research⁹ also indicates that *weakening political control of the region* allowed for easier access to arms subsequently escalating natural resource conflicts into the realm of fatal violence.

THE CONCEPT OF STABILISATION ¹⁰

The Sustainable Development Goal (SDG) 16 is defined as the *promotion of peaceful and inclusive societies for sustainable development*. The engagement in fragile and conflict-affected regions with humanitarian, development and stabilisation interventions has become a growing preoccupation amongst all donors as well as the nexus between the concept of *security* and that of *development* that support such engagements, more and more also with a specific link to climate change.

The importance of a wider humanitarian-development-security relationship is increasingly recognized. As one of the key responses to this, the Sahel Alliance was launched in 2017 with the purpose of coordinating donor efforts in the G5 Sahel countries (Mauritania, Mali, Niger, Burkina Faso and Chad). Denmark joined the alliance in 2018. The concept of *stabilisation* remains to this day, quite broad and is understood to include notions of conflict management, peacebuilding, state-building, or even counterinsurgency. It is however more so associated with integrated civilian/military initiatives undertaken by external actors in conflict situations. To succeed, the execution of such integrated efforts needs to rely on **local ownership** of the process as well as the results.

These processes also need to be highly **inclusive** and involve a broad representation of the communities that they are meant to support. **Clearly defined objectives and results** must also be formulated at the conceptual stage so as to ensure that the targeted end-states are achieved

Although *stabilisation* by definition involves military as well as political initiatives, it is understood for the purpose of this Project, that the notion of *stabilisation* means to address the economic and social

⁶ *Peacebuilding and Climate Change in Mali and Somalia*, DanChurchAid, Norwegian Church Aid, ACT Alliance. June 2020.

⁷ See Note 16, page 13.

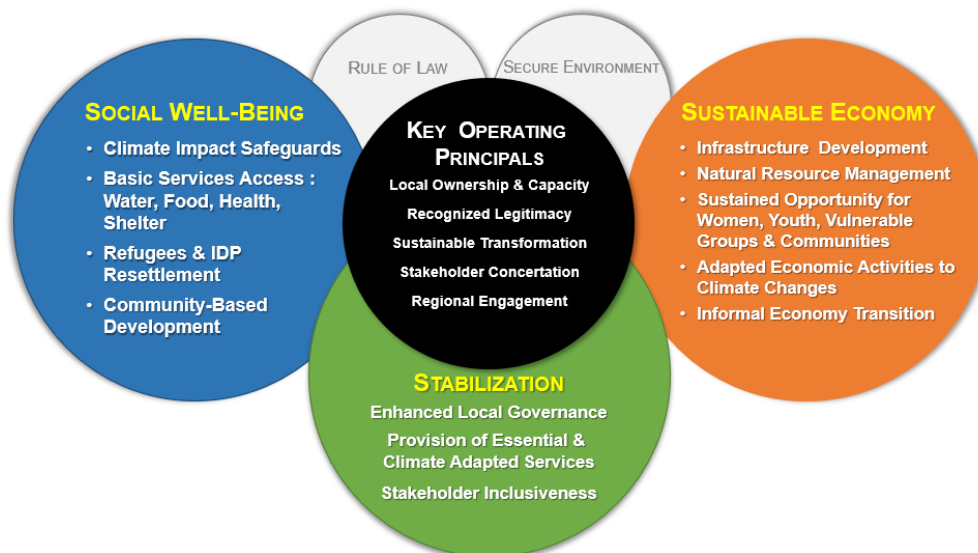
⁸ Benjaminsen, T.A., Alinon, K., Buhaug, H., & Buseth, J.T. *Does climate change drive land-use conflicts in the Sahel?* Journal of Peace Research, 49 (1), p.97-111 (2012).

⁹ Kone, Y., Gutierrez, E., *Challenges in the Sahel: Implications for policy and programme work in fragile states*. Christian Aid (2017).

¹⁰ *Stabilization - Development Nexus*, Global Affairs Canada .Tana Copenhagen ApS (01.03.2019).

components of a *stabilisation* endeavour which can be best illustrated through more pragmatic and realistic objectives and activities¹¹ that support *the forging of inclusive locally-driven partnerships, agreements and deals with a view of achieving developmental outcomes in a context of climate change.*

The following figure best illustrates a comprehensive view of such a construct ¹².



Adapted from *Guiding Principles for Stabilization and Reconstruction*, United States Institute of Peace and the U.S. Army Peacekeeping and Stability Operations Institute, Washington D.C. 2009.

THE LINKS BETWEEN CLIMATE CHANGE AND STABILISATION

A report recently published at the Berlin Climate and Security Conference 2020 summarizes the growing research on the links between climate change, security and peace: *“Climate change itself is rarely a direct cause of conflict. Yet, there is ample evidence that its effects exacerbate important drivers and contextual factors of conflict and fragility, thereby challenging the stability of states. The implication of these insights is that, without appropriate action, climate change will mean more fragility, less peace and less security. The ways in which climate change threatens international peace and security need to be addressed across the entire impact chain: we must work to mitigate climate change; attenuate its consequences on ecosystems; adapt our socio-economic systems; better manage the heightened resource competition that climate change will bring about; and strengthen governance and conflict management institutions. In short, conflict prevention and peacebuilding need to become climate-sensitive.”*¹³

The CCASFA-Mali Project intends to address these links on different levels, by the construction (rehabilitation) of communal climate smart infrastructure to mitigate climate change and attenuate its consequences, including related capacity building of local actors, as well as by the introduction respectively enhancement of local conflict management mechanism and the support of income generating activities for particular vulnerable groups to support socio-economic systems and conflict management, in particular related to the management of conflicts over natural resources that are increasing due to the effects of climate change.

¹¹ See Note 13 p.35

¹² Readers must take notice that the full framework construct is not fully represented. The principles, outcomes and results show are selected to best illustrate the strategic focus of this initiative. Adaptation from *Guiding Principles for Stabilization and Reconstruction*, United States Institute of Peace and the U.S. Army Peacekeeping and Stability Operations Institute, Washington D.C. 2009.

¹³ adelphi, PIK 2020: https://berlin-climate-security-conference.de/sites/berlin-climate-security-conference.de/files/documents/10_insights_on_climate_impacts_and_peace_report.pdf

REFLECTIONS ON SUSTAINABILITY AND EXIT STRATEGY

The core element to ensure ownership and sustainability of projects funded by the PATRIP Foundation is the embedment of the projects into local development priorities. Strong community involvement, the cooperation with local partner organisations who continue working in the area after the project ends, the use of (existing or set up of new) community structures and the coordination with and involvement of the local authorities will ensure a sustainable impact that will last beyond the lifetime of the project.

Further, the responsibility for the operation and maintenance of the (re-)installed infrastructure is clarified prior to releasing funds for construction work. The partners establish whether operation and maintenance can be carried out solely by the local community or the local administration accepts responsibility, and include the necessary capacity building activities in their project. Respective Memoranda of Understanding will be signed with the responsible local governments. In addition to that, a tailored environmental and social protection policy ensures that projects are implemented with the greatest consideration for humans and the environment.

Despite the Project not being involved in national state-building activities, the relevant OECD “Principles for good international engagement in fragile states and situations” will be taken into account in all applicable aspects of project intervention particularly when working with local authorities.

5. SUMMARY OF RESULTS

Reaching the Project’s Objective of **strengthening resilience of communities in Mali’s fragile border areas to Burkina Faso and Niger through integrated climate change adaptation and stabilisation measures** will be supported through two main outcomes.

O1: Local communities have access to climate smart economic and social infrastructure in particular on agriculture/pastoralism, water, and energy.

O2: Reduced conflicts, increased social dialogue and capacity building for joint community management particularly regarding natural resource and community infrastructure management.

The expected results at objective and outcome level can be found in the below table, whereas the output level is added in annex 3. Two key output indicators outlined in annex 3 are worth mentioning here: the target of providing clean water and energy to 75.000 people before the end of the project.

PROJECT		Climate Change Adaptation and Stabilisation in Fragile Border Areas of Mali	
OBJECTIVE		Strengthen resilience of communities in Mali’s fragile border areas to Burkina Faso and Niger through integrated climate change adaptation and stabilisation measures	
IMPACT INDICATORS		1. Number of violent incidents in the targeted regions	
		2. Level of food insecurity	
		3. Number of IDPs originating from the regions in Mali	
BASELINE	YEAR	2020	1) 1.302 violent incidents during the last year in the targeted regions ¹⁴ 2) The level ¹⁵ of food insecurity in targeted regions is between 1 and 3 ¹⁶ 3) 215.962 IDPs in the targeted regions in Mali ¹⁷

¹⁴ Current ACLED data / Analysed period: 01/09/2019 to 01/09/2020

¹⁵ FAO levels of food insecurity: 1 Minimal; 2 Under pressure; 3 Crisis; 4 Emergency; 5 Famine

¹⁶ [FAO-Report: Burkina Faso, Mali et Niger – Plan de réponse régional avril 2020 – avril 2021](#) (April 2020)

¹⁷ DTM-[Report](#) Mali (July 2020)

TARGET	YEAR	2025	A non-increase ¹⁸ in 1,2,3.
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OUTCOME 1		Local communities have access to climate smart economic and social infrastructure in particular on agriculture/pastoralism, water, and energy	
OUTCOME INDICATORS		i. Average income of small-scale food producers (SDG 2.3.2) in targeted communities (including separate data for women, youth and by type of food production)	
		ii. Proportion of population using climate smart and safely managed drinking water services (SDG 6.1.1) in targeted communities	
		iii. Proportion of population with access to climate smart electricity (SDG 7.1.1)	
BASELINE	YEAR	2021	<i>Baselines can only be defined after call for proposals when exact intervention areas are known.</i> i. TBD ii. TBD iii. TBD
TARGET	YEAR	2024	i. +20% ii. +20% iii. +20%

OUTCOME 2		Reduced conflicts, increased social dialogue and capacity building for joint community management particularly regarding natural resource and community infrastructure management	
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OUTCOME INDICATOR		i. # of local development plans integrating climate change and disaster risk reduction considerations	
		ii. # of on-going natural resource management related conflicts have decreased at community level	
BASELINE	YEAR	2021	i. TBD ii. TBD
TARGET	YEAR	2024	i. +100% ii. -50%

6. INPUTS / BUDGET

Denmark's will be contributing DKK 55 million to the Project including evaluation costs as well as PATRIP management and monitoring fees. Through a Call for proposals prepared, launched, and managed by PATRIP, individual projects will be identified that focus on climate change adaptation within agriculture/pastoralism, water, and energy in the border areas to Burkina Faso and Niger. These projects will be implemented by pre-qualified partner organisations. On top of PATRIP's experience with partners

¹⁸ The instability of the project area is currently on a dramatic rise. On top of this, several factors affecting the impact indicators are out of control of the project (political instability, proliferation of arms, movements of enemy troops, demographic growth, global climate changes, etc.), hence the decision to follow these indicators but not expect a decrease.

in the region, RDE will have the possibility to suggest partners for pre-qualification. Progress and financial monitoring will be done by PATRIP supported by an external monitoring team based in the region and includes environmental, engineering, financial, social and monitoring experts.

		DKK	EUR ¹⁹
1.	Direct Costs		
1.1.	<i>Operational costs</i> ²⁰	48.135.000	6.454.422
1.1.1.	Outcome 1 (70%)	33.694.500	4.518.096
1.1.2.	Outcome 2 (30%)	14.440.500	1.936.327
1.2.	<i>Evaluation (2%)</i>	972.143	130.355
2.	PATRIP Indirect Costs		
2.1.	<i>Monitoring (8%)</i>	3.928.571	526.782
2.2.	<i>Project Management (4%)</i>	1.964.286	263.391
	Total	55.000.000	7.374.950

The Royal Danish Embassy in Mali (RDE) will disburse on the receipt of a formal disbursement request, specifying bank details and amount. PATRIP is requested to send a written confirmation upon receipt of funds.

PATRIP will disburse to the Implementing partners in EUR. Any loss due to variation of exchange rates between the grant in DKK, the EUR and the XOF must be covered within the grant.

7. INSTITUTIONAL AND MANAGEMENT ARRANGEMENT

The RDE will provide funding to the PATRIP Foundation who will act as the Project's Fund Manager with the budget and management fees as described in the budget. The funds will be managed according to the objectives, outcomes, outputs, as well as to the agreed budget as outlined in this project document. The funds will be managed using PATRIP guidelines and procedures²¹ as well as PATRIP's established monitoring system including third party monitoring.

The project is planned in a way that additional funds of other donors could be managed in parallel, or jointly, by PATRIP. PATRIP will closely coordinate any potential pooling of funds with the RDE and the respective donor(s) and joint dialogue meetings will take place around call for proposals, and the half-yearly reporting and whenever deemed necessary.

The duration of this Project should be 5 years starting in January 2021. PATRIP will be responsible for the full project cycle including developing and launching a call for proposals for individual projects, managing the selection process, and monitoring and evaluating the projects funded. At certain milestones of the project cycle, PATRIP will ask for non-objection (NO) from the RDE:

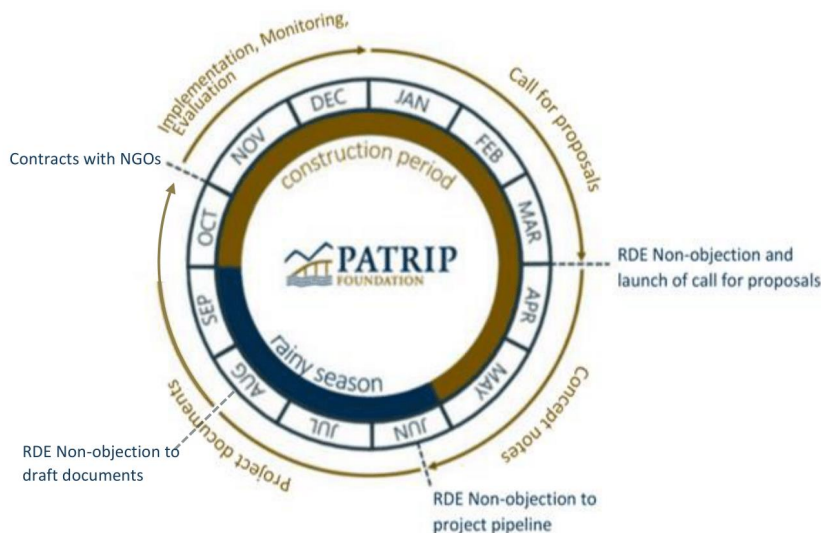
- (1) before launching the call for proposals,
- (2) at the selection of project proposals (concepts) to be funded under this grant.

In addition, during the appraisal process the RDE will be asked for non-objection in form of a silent procedure based on the draft project documents submitted by the selected implementing partners. The final project documents for each individual project will be submitted to RDE for information and record.

¹⁹ 1 DKK = 0,13409 EUR

²⁰ The share of operational costs for each outcome area is indicative, as it is depending on the applications received for the call for proposals.

²¹ Such as (1) PATRIP Application Manual, (2) PATRIP Implementation Guidelines and Reporting Manual, (3) PATRIP Environmental and Social Policy, (4) PATRIP Code of Conduct, (5) NGO Assessment Tool, (6) PATRIP Organisational Guidelines.



PATRIP will guide the NGOs whose concepts have been selected for funding in the elaboration of detailed project documents which form an integral part of the individual financing agreements to be signed between PATRIP and the Implementing partner (IP). Agreements will only be signed with organisations that have been assessed based on PATRIP’s NGO Assessment Tool covering legal, organisational, and financial aspects of the respective organisation.

At the local level, the implementing partners selected should prioritize working in partnership with local authorities and respecting local development plans, where applicable. This requirement will be part of the call for proposals.

Danish NGOs working in the region will be invited to respond to the call for proposals along with other international, regional, and national NGOs. RDE will support the identification of NGOs by providing a list. No preferential treatment of Danish NGOs will be applied in the selection process.

Monitoring will be ensured by PATRIP and its external monitoring consulting team in the region which consists of experienced international and national consultants providing technical, environmental, social, financial and procurement expertise. The Monitoring consulting team aims to visit project sites and partner offices once every three months, subject to the security situation and accessibility, to assess the technical and financial feasibility of proposed projects and assist with procurement processes, to render technical support to the IPs, and to monitor all aspects of project implementation, including compliance with designs, work quality, materials quality and workmanship. Besides checking the mandatory external audit reports of the IPs, the PATRIP monitoring consulting team undertakes annually internal financial audits of the IPs to ensure that funds are being utilized satisfactorily as agreed for the project activities and that proper financial and procurement controls are in place at the IPs’ level.

At the completion of each individual project, the monitoring consulting team verifies whether the project has been successfully implemented and the IP has fulfilled all obligations according to the agreements signed with the PATRIP Foundation. As far as possible, a final inspection visit is carried out or in the case of minor rectification work photographic evidence is used to verify whether the project may be considered complete. The final instalment is only disbursed to the IPs when the Project Completion Checklist has been completed and signed by the monitoring consulting team.

The Board of Trustees is the PATRIP Foundation’s supervisory board. It approves the annual budget, controls the budgetary and economic management, adopts the annual financial statement of the Foundation, and is involved in overall strategic decisions such as engagements with new donors. As a financial partner to PATRIP, the RDE should be invited to nominate a person to participate in the Board of Trustees. According to the Foundation’s Articles of Association, the appointment of a Danish member to the Board of Trustees is done by co-option.

The RDE in Mali will engage with and inform national counterparts on the project. This includes the Malian Government and the Donor community. Apart from this, the communication plan outlines a variety of external communications and visibility tools to inform the Malian public, the international community and the Danish public on the project and its results. This includes a workshop event in the country which is

planned to include ceremonial and technical sessions, as well as success stories and social media posts published on PATRIP and RDE online platforms, and possible joint field visit with RDE in Bamako.

8. FINANCIAL MANAGEMENT, PLANNING AND REPORTING

PATRIP shall maintain appropriate accounting and financial records in accordance with PATRIP Rules and Regulations and in respect of the receipt, use and management of the Contributions made under this Agreement.

PATRIP shall provide Denmark with half-yearly and annual progress reports for the contribution made under this Agreement in line with PATRIP reporting standards – this can also be in form of a general progress report for PATRIP's activities in Sahel with specifications of the Danish contribution.

The half-year progress reports shall be submitted to the RDE three months after the end of the reporting period (31 March and 30 September respectively). A continuous dialogue will be held between PATRIP and RDE. Specific meetings will be held to discuss half-year progress reports.

PATRIP will be responsible for the financial supervision and audit of the Implementing partners. Audited annual financial statements of the PATRIP Foundation will be made available to RDE, at the latest six months after the end of the calendar year (30 June) with specifications of the Danish contribution. The individual projects will be audited on an annual basis. These audit reports will be submitted to the RDE upon request. The contributions made to PATRIP are subject to the single audit principle and Denmark will rely on the single audit principle consistent with Denmark's active engagement in the international efforts towards harmonising procedures and rules among donors with a view to simplifying aid administration.

Any unspent balance or any savings of project funds shall be returned to the Danish Ministry of Foreign Affairs (MFA). Interests accrued from the Danish funds can be used within the project.

PATRIP uses a Results Based Management approach to monitor partner projects and their efficiency and effectiveness in achieving results (outputs, outcomes, impact).

At the end of the project, a final evaluation will be made and reported upon. The monitoring and evaluation will respond to the results framework defined in this project document plus additional indicators as relevant.

Denmark and the PATRIP Foundation have a zero-tolerance policy towards corruption and all suspected cases of corruption or misappropriation of funds related to the programme must immediately be reported to the Danish Embassy in Mali. Any such practise will be grounds for the immediate cancellation of the grant and for such additional action, civil and/or criminal, as may be appropriate.

In case of an investigation, Representatives of RIGSREVISIONEN (the institution of the Auditor General of Denmark) have the right: (i) to carry out any verification or inspection considered necessary with regard to the allocation of the Danish funds in question on the basis of all the documentation relevant; (ii) to verify the accounts and records of the contracting parties, suppliers and companies with regard to the performance of the contract and to carry out a full audit.

9. SUMMARY OF RISK ANALYSIS

The following section highlights some of the risks, which are described and analysed in the risk assessment and risk management matrix in Annex 5. The overall risks rating of the Project is estimated to be *High*, with the proposed mitigation measures in place, the residual risks are assessed to be *Moderate*.

Specifically, the results framework with its related indicators will be supervised closely to ensure progress towards targets. Denmark is part of a multi-country early warning system that are established to monitor these and other risks which are periodically discussed between all key stakeholders.

A conflict-sensitive approach will be encouraged and supported in the call for proposals and during implementation to avoid risks of worsening conflicts.

The **Contextual Risks** are primarily related to the current and on-going fragile, insecure, and very volatile situation that grips the targeted region. The factors involved are broad and overwhelming and the residual risks will remain high. For example, climate change will worsen the situation by increasing water stress as well as the number of extreme weather events such as floods and droughts. Research confirms that in poor countries like Mali, women and children suffer disproportionately from such risks. The focus of the Project around the management of natural resources (agriculture, water, energy) through improved sharing and communal participation has, however, the potential to reduce the impact of contextual risks from high to moderate.

The **Programmatic Risks** are mostly associated to knowledge constraints and absorption capacities at the ground level of each intervention as well as to the identification of qualified partner organisations working in the targeted, very fragile areas and absorption capacities of these). Since the Project is focused on alleviating the dual impact of physical insecurity brought about by violence and strife compounded by the harsh impacts of climate change on the lives and livelihoods of the inhabitants of diversified communities that make up the region, the success of tackling sensitive issues through the provision of climate smart infrastructure and related services all while promoting dialogue and participation comports moderate to high risks. Such risks will be eased through rigorous baseline analysis, continuous monitoring, and dialogue on the level of individual projects so as to ensure the fostering of relevant and fact-based coordination, learning and cooperation. The residual risks are assessed to be moderate to low. But the high level of ambition for the results framework within the short implementation period (4.5 years) may pose a risk of failing to fully achieve the end targets that in itself are high.

The single **Institutional Risk** identified relates to the intercommunal mistrust that permeates relationships of all groups that strive to build resilience to their afflictions: farmers versus pastoralists, caretakers of the resource versus dependants of that resource, citizens versus public authorities as well as issues of transparency versus corruption. The risk is assessed to be moderate and is fuelled by the perception of what one group would be gaining to the detriment of another, even if supported initiatives does not favour specific groups but are aimed at whole communities. Continuous monitoring, emergency planning and implementation of rigorous social dialogue measures will reduce the risk of such occurrences, but the residual impact of lingering tensions will remain *moderate to high* over the period.

Annex 1: Context Analysis

Notice. Although impact of the COVID-19 pandemic has been referenced, the full extent of its shock on the country is still being measured and assessed.

Climate Change is unquestionably one of the biggest challenges facing our civilization today. The consequences of human activities on the world climate has reached an alarming level and poses critical threats to human life particularly in fragile contexts. Climate change impacts endanger physical, social, and economic structures in every corner of the planet. Change in world temperatures from greenhouse gas emissions, ozone layer depletion from the overuse of various chemical products as well as the warming of oceans brought about by an increase in absorption of Earth's rising heat represent some of the most notable effects of climate change that are having massive degrading impacts on our lives.

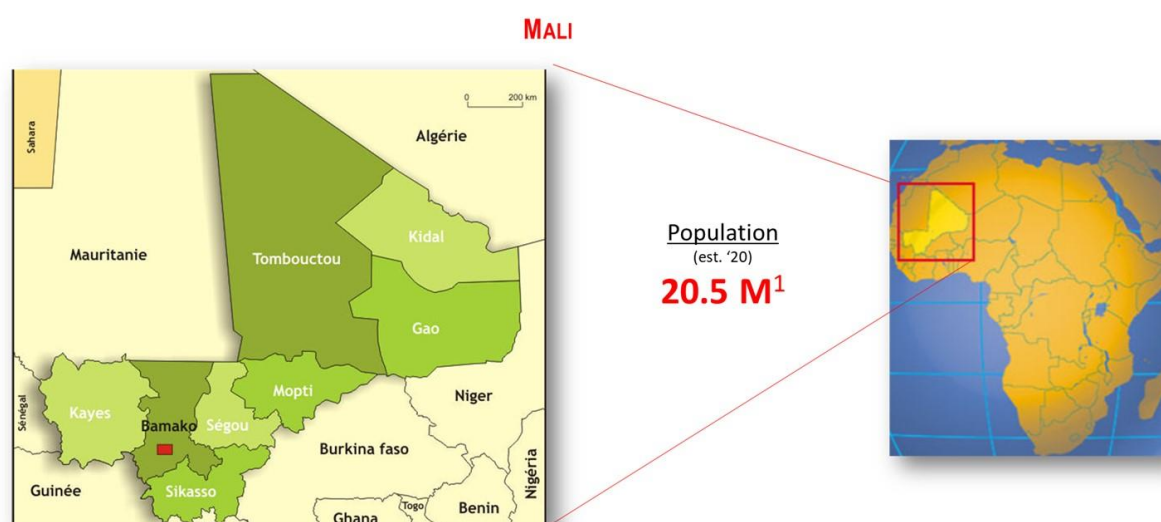
Climate change is no longer just an environmental concern but is now widely recognized as a critical developmental, humanitarian and security challenge given how some of its dire manifestations of extreme heat and precipitations bring about droughts, storms, floods, desertification, etc., which in turn have threatening consequences on livelihoods impacting agricultural value chains, natural resource management and health. Vulnerabilities to climate stress include economic stability, food security, poverty, malnutrition, disease as well political instability and armed conflicts.

MALI: COUNTRY OVERVIEW

Mali remains one of the 25 poorest countries in the World. Landlocked²², it relies on mining and agriculture exports for revenue, gold and cotton representing 80% of its export earnings. Economic activity is mainly confined to the riverine areas irrigated by the Niger River with 65% of its territory comprised of arid Sahara and semi-arid Sahel lands.

It is widely viewed as one of the most vulnerable countries to climate stress due to its geographical localisation, its climate sensitive economy and endemic poverty levels. Mali's agricultural sector represents 40% of the country's GDP with 80% of its population engaged in agricultural activities. The sector is mainly comprised of ill-equipped smallholdings that farm on 5 hectares or less. Only 7% of Mali's 44 million arable hectares are currently cultivated and 14% of its potential 2.2 million irrigable hectares are supplied with sufficient water.

FIGURE 1



(1) Global report on Food Crisis (GRFC) 2020, Food Security Information Network (FSIN), May 2020

²² Mali - Economic Indicators. Moody's Analytics, www.economy.com

A CHALLENGED ECONOMIC CONTEXT

Mali is currently crossing a long period of political, economic, and social disturbance that has been generating instability since 2012. The country's development is continuously being threatened by the physical insecurity of citizens living in the midst of ethnic and ideological armed conflicts in the northern and central areas of the country as well as the impact of a combination of droughts, extreme heat and flooding brought about by dramatic climate changes. To add injury, the permanent crisis is further compounded by the yet unknown consequences of the coronavirus pandemic.

Although Mali's economy²³ has been generating growth over the last years in a range averaging 5% per annum, it has been slowly slipping from a 2017 high of 5.3% to a projected pre-pandemic 2020 level of 4.9%. Early estimates suggest that economic growth might fall to 0-2% in 2020 due to the COVID-19 crisis (IMF).

The latest United Nations Human Development Index (2019) ranked Mali 184th amongst 189 countries²⁴. Mali's estimated Gros National Income per capita (2018)²⁵ was USD 840 per person. The level of economic activity²⁶ of Mali's population (15+ y.o.) was of 82.5% for men and 60.6% for women. More than 50% of its population lives under the internal poverty line of USD 1.90 (2011 PPP) per day per capita.

Agriculture offers the greatest economic development potential for the country but remains insufficiently valued, as well as continuously confronted by climate change obstacles and natural hazards (extreme heat, droughts, and floods), poor sustainable natural resource and land management, low level of mechanisation, insufficient and dilapidated infrastructure, inadequate capacity building of local actors and stakeholders.

MULTIPLE CRISES OVERTAKEN BY EMERGENCIES

Insecurity and population displacements. Armed conflicts continue to aggravate humanitarian needs across the country and particularly in the north, central and border areas. The UN Office for the Coordination of Humanitarian Affairs (OCHA) reports²⁷ that there are currently over 250 000 internally displaced people in Mali as well as nearly 85 000 Malian refugees in Niger and in Burkina Faso, of which 1/3 have been displaced more than once. The areas of Ménaka, Mopti and Ségou are among the most affected.

Food security and agriculture production²⁸. Lasting physical insecurity as well as ideological and intercommunal conflicts continue to disrupt livelihoods and humanitarian access in the North and the Centre forcing numerous farmers to abandon their fields or deviate herds from their usual movements leading to localized production shortfalls. Ensuing food insecurity is set to increase and worsen as nearly 3 million people are currently unable to afford some essential non-food expenditures and more than 750 000 people are currently facing crisis and emergency levels of acute food insecurity. The coronavirus pandemic is set to compound the impact of all these crises on the Malian population. The UN estimates that 4.3 million struggling people will require emergency aid by the end of the June to August 2020 lean season.

ECONOMIC CHALLENGES IN NEIGHBOURING COUNTRIES: BURKINA FASO AND NIGER

Burkina Faso

²³ Mali Overview, *World Bank* (2020) <https://www.banquemonde.org/fr/country/mali/overview> and *Perspectives économiques au Mali* (2019), Banque Africaine de Développement, <https://www.afdb.org/fr/countries/west-africa/mali/mali-economic-outlook>.

²⁴ *Rapport sur le Développement Humain 2019*. Programme des Nations Unies pour le développement (UNDP). http://hdr.undp.org/sites/default/files/hdr_2019_overview_-_french.pdf

²⁵ Current World Bank data.

²⁶ Estimates modeled by the International Labour Organization (ILO).

²⁷ Overview of IDP in Mali. UNHCR and OCHA Mai 2020.

²⁸ Global Report on Food Crises 2020. FSNI /WFP April 2020.

Burkina Faso is among the world's 10 poorest countries. The latest United Nations Human Development Index (2019) ranked Burkina Faso 182nd among 189 countries. Burkina Faso's estimated GNI per capita (2018) was USD 760. According to the latest available World Bank data for this indicator (2014), 40.1% of Burkina Faso's population lives under the national poverty line.²⁹ Furthermore, in the World Bank's Human Capital Index (2019), Burkina Faso ranks at 0.37 average for both the male and female population under the age of 18, which is far below the worldwide average of 0.57, and below the Sub-Saharan Africa average of 0.40.³⁰ Stark rural-urban inequalities persist, with 90% of the poor population living in rural areas, while in the fast-growing capital Ouagadougou, only 10% are poor.

Burkina Faso's economy is comprised of around 31.9% of agriculture, 22% of various local industries, and 46.1% of services, according to 2017 estimates. Approximately 80% of Burkina Faso's population relies on farming for income-generation, with cotton as the country's most significant export item. Next to cotton, gold mining has benefitted the country's economy and the extraction, production and export of gold has increasingly grown in economic significance. Local industries next to cotton and gold are beverages, textiles, cigarettes, soap, and agricultural processing.

The exploitation of natural resources for economic growth raises questions about long-term sustainability, and the lack of economic diversification and reliance on a major export item makes the economy very vulnerable towards extreme weather conditions and unpredictability in the context of climate change. Due to the country's high population growth rate, the economy – even at the projected pre-pandemic levels of 5,8%, grows too slowly to successfully diminish the pronounced poverty levels.

Niger

According to the Human Development Index (2019), Niger is currently the lowest-ranking country on earth. With a population of 23 million, the landlocked country's GNI per capita lies at 560 USD (2019). 44,5% of the population live under the national poverty line (2014), with two in five children experiencing malnutrition. Based on the Human Capital Index (2019), children in Niger receive a male/female average of 2.6 years of meaningful education until the age of 18.

Approximately 25% of the GDP is comprised of agriculture, which provides income-generating means for around 87% of the population, leaving the country extremely vulnerable to climate disasters such as reoccurring droughts and floods. Next to agriculture, the economy is comprised of 14.9% industry, as well as 40.8% services, according to 2017 estimates. Industry and agriculture rely on livestock, crops, and large uranium deposits. Apart from the uranium mining industry, local industries exist in the production of petroleum, cement, brick, soap, textiles, as well as food processing. Due to favourable weather conditions and resulting good performance in the agricultural sector in 2019, Niger's economic growth rate could reach 6,3% in that year. This rate was also driven by investments and preparations surrounding the African Union Summit in July 2019. However, while the population is growing at a high rate, the economy's lack of diversification and foreign investment creates challenges that are only exacerbated by the additional strain of the pandemic-related recession and overall political instability and extremist groups' contestation of state legitimacy.

CLIMATE CHANGE (CC) IMPACT IN THE CENTRAL SAHEL ³¹

CLIMATE ISSUES IN THE CENTRAL SAHEL

Continuous increase in temperatures lead to higher frequency and intensity of flood and droughts in southern areas, as well as accelerated desertification with decreased rain in northern areas. Four sectors are particularly vulnerable to climate change :

AGRICULTURE

²⁹ <https://data.worldbank.org/country/burkina-faso>

³⁰ <https://www.worldbank.org/en/publication/human-capital>

³¹ Adapted from *Mali - Climate Risk Profile & Climate Change Adaptation*. USAID Fact Sheet (2018) and *Climate Change : A Theoretical Review*, Rahman, School of Geography and Environmental Science, Monash University, Melbourne Australia, (2012).

High variability in annual rainfall combined with increased heat are leading to permanent decline in (rainfed) subsistence crop yields as well as reduced crop/livestock production consequently exacerbating food security and intensifying malnutrition and hunger. Current issues affecting pastoralist range and pasture access as well as precocious herd movements will also lead to lower food stocks. Climate change will also impact the prevalence, breadth, and frequency of livestock disease vectors and pathogens. In addition, poor land management has compounded the impact of intensification of agriculture and pastoral production and further imperil food security.

WATER RESOURCES

Water availability as well as long- and short-term vulnerabilities to fluctuations will affect populations living outside of the Niger River and Senegal River Basins that depend on wet season surpluses. Extreme heat and droughts reduce potable water access with lower groundwater supply. Expanding much needed irrigation, reduced rainfalls and runoffs, evaporation and other water stressors have also led to internal migration and communal conflicts over usage rights and availability.

ECOSYSTEMS

Forests offer an important source of food, fodder and medicinal products as well as provide over 90% of the country's energy consumption (firewood, charcoal). Climate Change has already reduced biodiversity, altered forest lands, degraded trees, plants, and soil, and turned areas into sandy and grassy dunes as well as deadwood zones.

The importance of wetlands for the Central Sahel cannot be underestimated, with challenges arising from reoccurring droughts, soil erosion, desertification, salinization, and desiccation leading to food insecurity issues. Most prominently, Mali has 4.2 million hectares of wetlands of international importance with the Inner Niger Delta being one of the largest in the World. Over 1 million people use the floodplain for livestock grazing, inland fishing, and rice cultivation.

HUMAN HEALTH

From a national health perspective, exposure to heat extremes as well as other conditions (droughts, floods, storms, etc.) generate important disturbances of ecological systems as well as increased levels of biological impact on air and water ranging from changes in transmission zones of vector-borne diseases, malnutrition, growth impairments on children, water contamination and many other wide ranging consequences affecting public health.

Pre-COVID19 health conditions, infrastructure and services were already well below international standards, making the respective countries' health sectors in the Central Sahel highly vulnerable to Climate Change impacts.

KEY ONGOING RESILIENCE MEASURES AND KEY IMPLEMENTING PARTNERS IN MALI ³²

Mali has an important arsenal of *National Strategies and Plans* to counter impacts of CC. These have been adopted in the course of the last two decades as well as some dating back to the late 80's: *National Program to Combat Deforestation* (1988); *Initial National Communication* (2000); *Strategic Framework for Growth and Poverty Reduction* (2002); *National Adaptation Programme of Action* (NAPA, 2007).

Mali's *Institutional Framework* mobilized for the implementation of relevant CC actions plans include the Ministries of Agriculture, Environment, Wastewater and Sustainable Development, Livestock and Fisheries, Planning and Spatial Planning as well as Energy and Water, and their related agencies. The National Directorate for Meteorology (DNM) is the institutional focal point for coordination of CC initiatives including the UN Framework Convention on Climate Change. Lastly Mali's *Permanent Secretariat for the Institutional Framework of Environmental Issues Management* is charged with managing all relevant information.

NAPA is more specifically called to identify priority sectors and provide detailed information on the Government's Priorities. These include improvements to infrastructure (roads, dams, and irrigation

³² As compounded by USAID (see Note 8) and K4D Help Desk / UK DFID (2019).

schemes), use of integrated water resource management schemes as well as income-generating activities as a basis for adaptation.

Most climate initiatives are supported by major donor partners including the German *GIZ*, France's *Afd*, Netherlands' *SNV*, most relevant institutions of the UN System including the *UNDP*, the *FAO* and *IFAD*. Many of these programmes and projects focus on issues related to agriculture, food security, water, clean energy, resource management, and rural livelihoods.

The Danish government has also been actively involved funding initiatives related to water resources and sanitation, agriculture and private sector development, energy, good governance as well as building awareness and training.

- Current initiatives of multilateral and bilateral donors include *Mali Solar Rural Electrification Project*, Green Climate Fund (GCF) and Development Bank of West Africa (BOAD), approved 2019 ;
- *Investment Program for Integrated Development and Climate Resilience of Populations of the Delta 2 Plains Area*, African Development Bank (AfDB), 2018-2020 ;
- *Strengthening the Sustainable Management of Natural Resources (Forest Sector)*, EU / GCCA, 2017-2026 ;
- *Climate Resilience Enhancement Programme (Africa Hydromet)*, 2016-2021 ;
- *Mali Climate Change Adaptation Activity*, USAID, 2020-2025 ;

Significant additional funding is still required to increase the implementation of climate adaption projects.

CONFLICTS, VULNERABILITIES AND BORDER AREAS

WEAKENING SECURITY ³³

Issues of climate change are but part of the multidimensional crisis currently overwhelming the country. The lingering security situation is intensifying with increased inter-community conflicts, national political tensions and growing public expressions of dissatisfaction towards the political class related to lack of security and protection as well as deficit of basic services (education, health).

The crisis is equally fuelled by cross-border crime linked to drugs, arms, and human trafficking which adds to the toll of migrating populations fleeing violence and strife. Moreover, ideological groups are jockeying for political leverage and intercommunal violence, such as for example between the pastoralist Peuhls and the farming Dogons in Mali, which continue to add to the high count of civilian deaths.

The negative effects of current political crisis in Mali on the border area are expected to be low.

BORDER-CENTRIC ISSUES

Mali shares its borders from the north-northeast to the north-west with the countries of Algeria, Niger, Burkina Faso, Ivory Coast, Guinea, Senegal, and Mauritania. The Central Sahel and in particular the Liptako Gourma areas, is a region comprised of border areas of the countries of Mali, Burkina Faso, Niger, and Mauritania, which is particularly affected³⁴ by a complex crisis involving growing competition over dwindling resources, demographic pressure, high levels of poverty, disaffection and a lack of livelihood opportunities as well as previously stated issues of climate change, communal tensions, lack of basic services; and overall violence. The crisis has led to the death of thousands and has triggered significant displacement of populations in the three affected countries. As of June 2020, over 1,4 M individuals had been displaced, of which 88% were IDPs in the 4 countries and 12% were refugees. Burkina Faso accounted for 66% of the total of displaced individuals, Mali's share was 18% (+250 000), Niger accounted for 11% and Mauritania 4%.

The populations of the Mali areas of Ségou, Mopti, Gao and Ménaka as well as in their immediate cross border areas located in its two other neighbouring countries of Burkina Faso and Niger, all suffer from³⁵

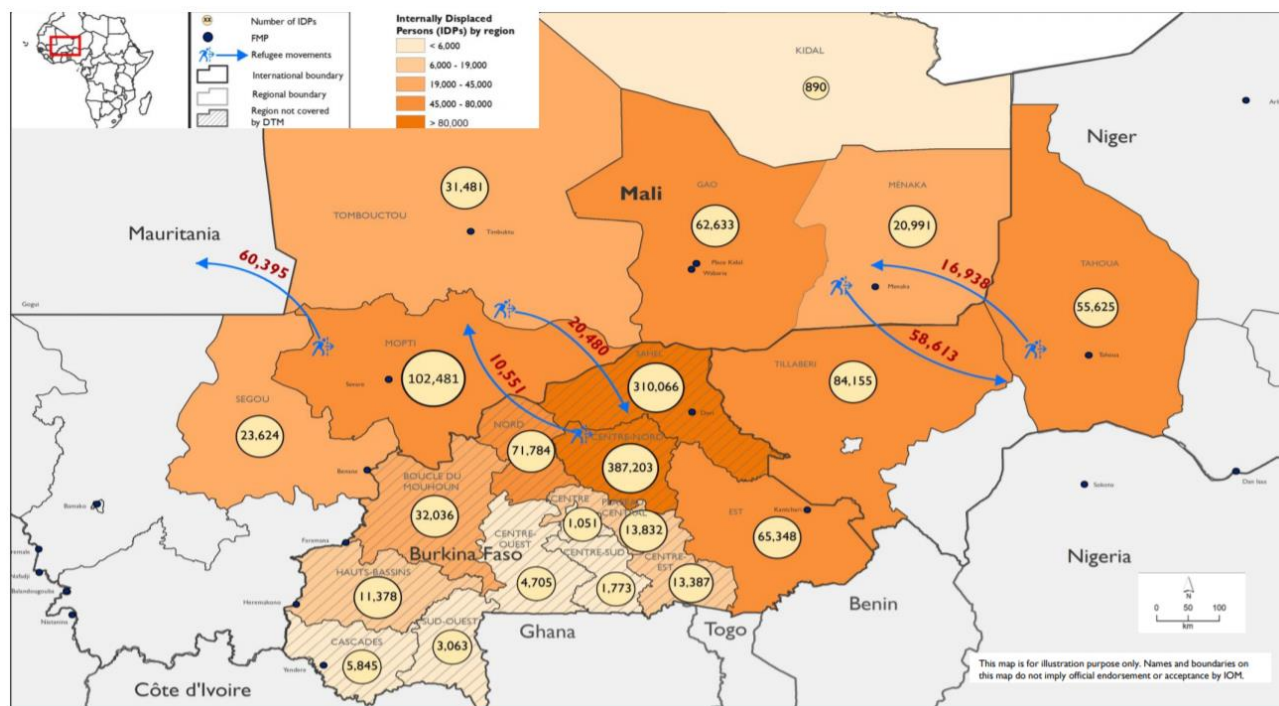
³³ Follow up note. Mali Country Programme, Ministry of Foreign Affairs, Embassy in Bamako. May 2020.

³⁴ Central Sahel Crisis – Monthly Dashboard #6 (24.06.2020). International Organization for Migration (IOM).

³⁵ *Friedens – und Konfliktanalyse Liptako -Gourma*. KfW, (24.01.2020).

increased poverty, food insecurity, limited resources, inadequate economic prospects for its youth, as well as of weak border management which leads to the spread of crime and terrorism.

FIGURE 2
IOM CENTRAL SAHEL & LIPTAKO GOURMA CRISIS- DISPLACEMENT TRACKING MAP (JUNE 2020)



Annex 2: Partners

SUMMARY OF STAKEHOLDER ANALYSIS

The PATRIP Foundation, located in Frankfurt was established by the KfW Development Bank on behalf of the German Federal Foreign Office (GFFO) in 2011 to support stabilisation in fragile border regions in Afghanistan, promote regional integration and enhance cross-border cooperation and exchange between populations. To this end, PATRIP funds a wide range of social and economic projects aiming to contribute to stabilisation by combining basic infrastructure with cross-border dialogue between communities and state actors. Projects are implemented in many different sectors, including electricity, transport, health, education, water supply and sanitation, with some of the projects being of cross-sectoral nature. While PATRIP projects focus on economic and social infrastructure, measures are often accompanied by a range of softer measures such as trust-building activities and local conflict resolution mechanisms.

In 2017, PATRIP’s geographical mandate was extended allowing the foundation to work in fragile border regions around the world. Since 2018, PATRIP is engaged in the Sahel.

The PATRIP Foundation’s implementation partners in West Africa are international NGOs working in the region. Together with their local partners and teams, they facilitate the coordination with local authorities. Projects respond to the priorities of local inhabitants and are aligned with local development plans as far as possible. The projects are realised by PATRIP’s implementing partners in close collaboration with the community itself.

The responsibility for the operation and maintenance of the (re-)installed infrastructure is clarified before releasing funds to ensure sustainability. The partners establish whether operation and maintenance can be carried out solely by the local community, or if the local administration accepts responsibility.

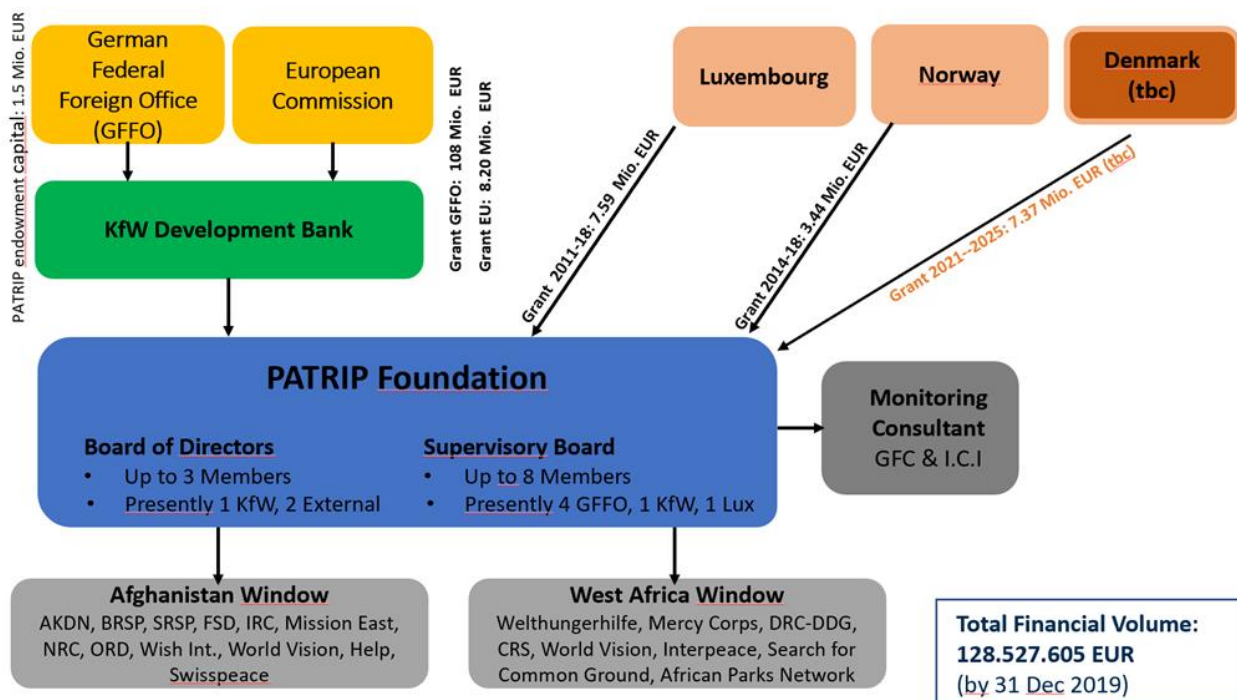
PATRIP will closely coordinate the implementation of the Project with the RDE in Bamako who will oversee the communication with the Government of Mali and other donors, as appropriate, in relevant donor and sector coordination mechanisms.

CRITERIA FOR SELECTING PROGRAMME PARTNERS

The PATRIP Foundation acts as a trust fund manager for bilateral and multilateral donors. Where grants for individual countries stop at political borders, PATRIP supports projects that tackle the often particularly vulnerable border areas of fragile regions.

Since 2011, the PATRIP Foundation has managed 143 projects (closed and ongoing projects) in West Africa and the Pakistan-Afghanistan-Tajikistan region. PATRIP’s annual budget is constantly increasing, amounting to average annual project commitments of EUR 13.98 Mio over the last 9 years. Key criteria used to select implementing partners include: Organizational experience, expertise, and capacities.

The PATRIP structure is presented in the following Figure 3:

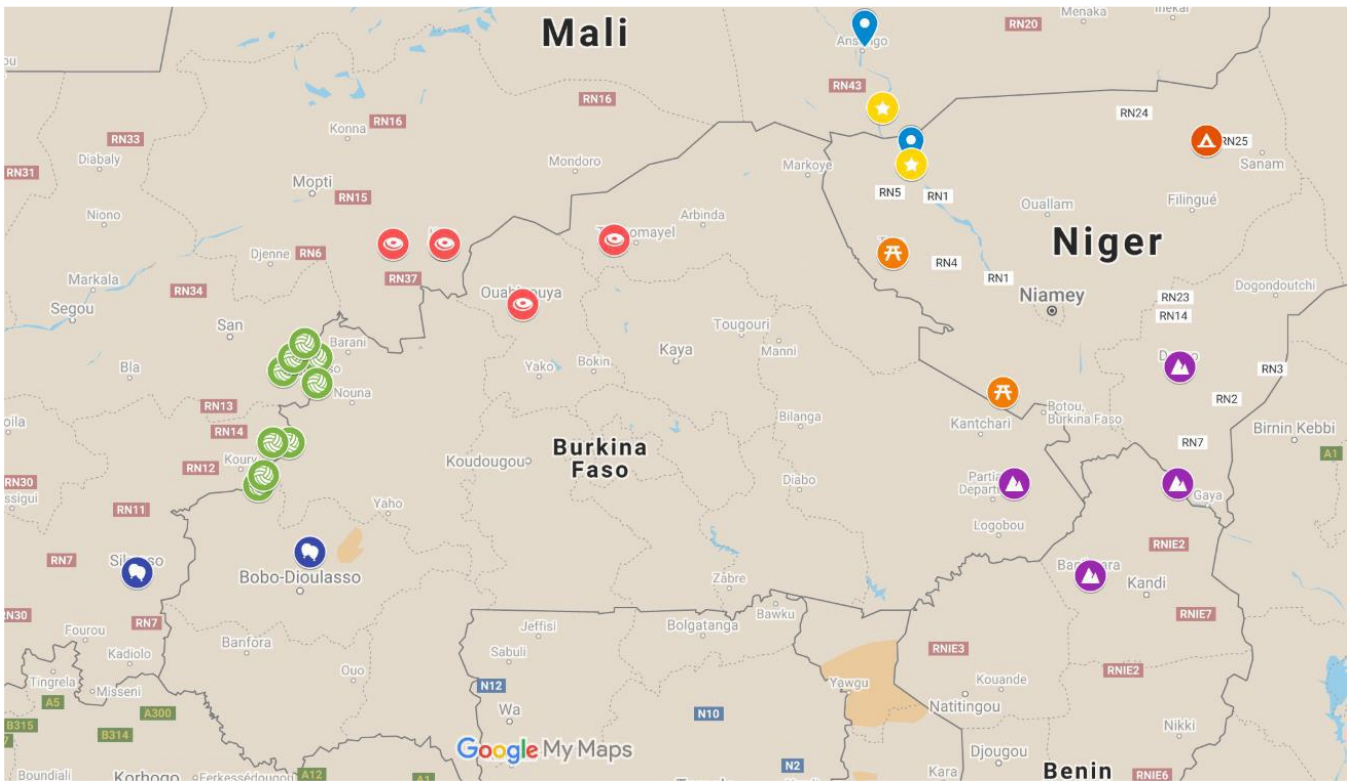


BRIEF PRESENTATION OF PARTNERS

PATRIP operates based on clear and robust principles, with procurement guidelines and a reporting system based on KfW international standards. A highly specialised monitoring toolbox, including site visits in fragile areas as well as remote monitoring technology, is used by PATRIP’s (external) monitoring consulting team to ensure that the best results are delivered for the local communities, and that projects remain tangible for donors. A tailored Environmental and Social Protection Policy ensures that projects are implemented with the greatest consideration for persons and the environment.

In West Africa, PATRIP is currently funding 8 international NGOs working in border regions between Mali and Burkina Faso, Mali and Niger, Burkina Faso and Niger, and Benin, Burkina Faso, and Niger. Figure 4

PATRIP project locations as per 31 December 2019



Summary of Key Partner Features

Partner Name <i>What is the name of the partner?</i>	Core business <i>What is the main business, interest, and goal of the partner?</i>	Importance <i>How important is the program for the partner's activity-level (Low, medium high)?</i>	Influence <i>How much influence does the partner have over the program (low, medium, high)?</i>	Contribution <i>What will be the partner's main contribution?</i>	Capacity <i>What are the main issues emerging from the assessment of the partner's capacity?</i>	Exit Strategy <i>What is the strategy for exiting the partnership?</i>
PATRIP Foundation	PATRIP acts as a trust fund manager, pooling funds and coordinating implementation partners to enhance cross-border exchange and provide stability in border areas of fragile regions through basic infrastructure and political/community dialogue.	Medium.	High. PATRIP will manage the implementation of the Danish fund by selecting and funding implementing partners and monitor their work.	Project management and monitoring.	PATRIP has almost 10 years of experience in cross-border approaches and the (re-) habilitation of basic infrastructures aiming at promoting stability in fragile border regions. The Foundation is based in Germany and supported by a very experienced monitoring team that is based in Pakistan and Burkina Faso, realizing regular on-site monitoring visits.	There are no special requirements at the end of the project. Individual projects funded out of this project have responsibility for the operation and maintenance of the (re-)installed infrastructure clarified before funding starts.

Annex 3: Project Results Framework Indicators

Important note: The project is carried out through call for proposals for community based projects responding to the objectives, outcomes and outputs defined in this results framework – for this reason baseline and targets are to a very high degree estimates and should be read with caution. For some indicators baselines and thereby targets can only be known after the call for proposals. Indicators and targets will be further developed based on results of baseline studies on the level of individual projects. Revisions might take place as appropriate and in consultation with the RDE in Bamako.

PROJECT		Climate Change Adaptation and Stabilisation in Fragile Border Areas of Mali	
OBJECTIVE		Strengthen resilience of communities in Mali's fragile border areas to Burkina Faso and Niger through integrated climate change adaptation and stabilisation measures	
IMPACT INDICATORS		1. Number of violent incidents in the targeted regions	
		2. Level of food insecurity	
		3. Number of IDPs originating from the regions in Mali	
BASELINE	YEAR	2021	1. 1.302 violent incidents during the last year in the targeted regions ³⁶ 2. The level ³⁷ of food insecurity in the targeted regions is between 1 and 3 ³⁸ 3. 215.962 IDPs in the targeted regions in Mali ³⁹
TARGET	YEAR	2025	A non-increase in 1, 2, 3.

OUTCOME 1	Local communities have access to climate smart economic and social infrastructure in particular on agriculture/pastoralism, water, and energy
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OUTCOME INDICATORS		i. Average income of small-scale food producers (SDG 2.3.2) in targeted communities (including separate data for women, youth and by type of food production)	
		ii. Proportion of population using climate smart and safely managed drinking water services (SDG 6.1.1) in targeted communities	
		iii. Proportion of population with access to climate smart electricity (SDG 7.1.1)	
BASELINE	YEAR	2021	<i>Baselines can only be defined after call for proposals when exact intervention areas are known.</i> i. ii. iii.
TARGET	YEAR	2024	i. +20% ii. +20% iii. +20%

³⁶ Current ACLED data / Analysed period: 01/09/2019 to 01/09/2020

³⁷ FAO levels of food insecurity: 1 Minimal; 2 Under pressure; 3 Crisis; 4 Emergency; 5 Famine

³⁸ [FAO-Report: Burkina Faso, Mali et Niger – Plan de réponse régional avril 2020 – avril 2021](#) (April 2020)

³⁹ DTM-[Report](#) Mali (July 2020)

OUTPUT 1.1		Delivery of numerous and various agriculture, water resource management and energy related climate smart community infrastructure and equipment	
INDICATORS		i. Quantity and type of provided infrastructure adapted to climate change and used by beneficiaries ii. % of climate smart infrastructure handed over to local communities through an agreement on its operation and maintenance	
BASELINE	YEAR	2021	N/A
TARGET	YEAR 1	2022	i. 20 (by type) ii. 90%
TARGET	YEAR 2	2023	i. 40 (by type) ii. 90%
TARGET	YEAR 3	2024	i. 80 (by type) ii. 100%

OUTPUT 1.2		Increase of number of people having secured access to clean drinking water and energy from green / climate smart sources in the target areas	
INDICATORS		i. # of additional persons having stable access to clean drinking water (disaggregated data) ii. # of additional persons enjoying stable access to clean energy (disaggregated data)	
BASELINE	YEAR	2021	N/A
TARGET	YEAR 1	2022	i. 25.000 ii. 25.000
TARGET	YEAR 2	2023	i. 50.000 ii. 50.000
TARGET	YEAR 3	2024	i. 75.000 ii. 75.000

OUTPUT 1.3		Support to climate change adapted income generating activities of women, youth and other marginalized persons	
INDICATORS		i. # of persons having participated in climate change adapted income generating activities of the individual projects (disaggregated data)	
BASELINE	YEAR	2021	N/A
TARGET	YEAR 1	2022	2.000 (of which at least 50% women and 50% youth)
TARGET	YEAR 2	2023	5.000 (> 50% W & 50% Y)
TARGET	YEAR 3	2024	10.000 (> 50% W & 50% Y)

OUTCOME 2	Reduced conflicts, increased social dialogue and capacity building for joint community management particularly regarding natural resource and community infrastructure management
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OUTCOME INDICATORS		iii. # of local development plans integrating climate change and disaster risk reduction considerations	
		iv. # of on-going natural resource management related conflicts have decreased at community level	
BASELINE	YEAR	2021	i. TBD ii. TBD
TARGET	YEAR	2024	i. +100% ii. -50%

OUTPUT 2.1		Execution of numerous intercommunal natural resource management agreements	
		Number of intercommunal natural resource management agreements (for water, arable land, forests, energy) concluded after an inclusive process	
BASELINE	YEAR	2021	N/A
TARGET	YEAR 1	2022	5
TARGET	YEAR 2	2023	10
TARGET	YEAR 3	2024	15

OUTPUT 2.2		Introduction of participative approaches to communal decision making	
OUTPUT INDICATOR		i. Number of social dialogue sessions where local government stakeholders have engaged with conflict-affected communities (% women and youth participation)	
		ii. % of targeted populations having participated in social dialogue activities	
BASELINE	YEAR	2021	N/A
TARGET	YEAR 1	2022	i. 10 ii. 10% (at least 40% of them women youth)
TARGET	YEAR 2	2023	i. 20 ii. 15% (at least 40% of them women youth)
TARGET	YEAR 3	2024	i. 40 ii. 20% (at least 40% of them women youth)

Annex 4 – Budget details

Denmark will contribute DKK 55 million (around EUR 7.4 M) to the Project “*Climate Change Adaptation and Stabilisation in Fragile Border Areas in Mali*”, including evaluation costs for a mid-term and end-term review of the Project, as well as PATRIP management and monitoring fees, as follows:

		DKK	EUR ⁴⁰
1.	Direct Costs		
1.1.	Operational costs ⁴¹	48.135.000	6.454.422
1.1.1.	Outcome 1 (70%)	33.694.500	4.518.096
1.1.2.	Outcome 2 (30%)	14.440.500	1.936.327
1.2.	Evaluation (2%)	972.143	130.355
2.	PATRIP Indirect Costs		
2.1.	Monitoring (8%)	3.928.571	526.782
2.2.	Project Management (4%)	1.964.286	263.391
	Total	55.000.000	7.374.950

The disbursements to the PATRIP Foundation are planned in annual instalments according to the following indicative timeline:

Year	Amount DKK	Amount EUR	Comment
2021	16,500,000	2,212,485	Advance payment of 30% of the total budget
2022	17,875,000	2,396,859	According to project progress
2023	17,875,000	2,396,859	According to project progress
2024	2,750,000	368,747	Final payment
Total	55,000,000	7,374,950	

The Royal Danish Embassy in Mali (RDE) will disburse on the receipt of a formal disbursement request, specifying bank details and amount. PATRIP is requested to send a written confirmation upon receipt of funds.

PATRIP will disburse to the Implementing partners in EUR. Any loss due to variation of exchange rates between the grant in DKK, the EUR and the XOF must be covered within the grant.

⁴⁰ 1 DKK = 0,13409 EUR

⁴¹ The share of operational costs for each outcome area is indicative, as it is depending on the applications received for the call for proposals.

Annex 5: Risk Management Matrix

I. CONTEXTUAL RISKS						
Risk Factor	Probability	Impact Severity	Background	Mitigation	Residual Risk	Residual Impact
Political and social turmoil reach a national governance paralysis level impeding Project execution	High	High	Mali is currently going through a challenging period following the outcome of the national elections of April 2020 and the coup d'état in August 2020. Moreover, continuous attacks on Malian forces as well as civils in the central areas, the overall impacts of the pandemic, and the increasing food insecurity threatening more than 4 million people all converge to weaken the economic and social fabric of the country.	Continuous monitoring, project implementation adaptation measures, closer coordination among donors and joint increased pressure on civil authorities can contribute to create and maintain a secure and efficient implementation environment.	High to Moderate	Moderate to High
Intensification of insecurity due to increase conflicts in border areas rendering access to some or many areas from limited to dangerous	High	High	Short to mid-term improvements of security environment is unlikely with potential serious implications for project activities. No conflict preventive measures are available, but DK may receive intelligence from the National Early Warning and Response Mechanism as well as from other sources.	Some project activities limited to safer areas where feasible. Some activities to be suspended. Situation to be monitored closely.	Short-term security risks may be reduced due to selection of safer areas within the project targeted region. General security risks prevail but can be acted upon due to initiation of close monitoring.	Moderate to High

Climate change impacts (extreme conditions, drought, fires, floods, etc.) are increasing and worsening	High	High	Data supports probability of worsening cumulative impacts from “season” to “season” in the targeted project area.	Rapid adaptation of resilience projects to worsening situation will alleviate additional impacts	Strength and intensity of impacts may overwhelm implementation of local projects reduce their anticipated effects.	Moderate
Trust in local authorities and institutions further diminished due to increase in intercommunal conflicts, weakness of natural resource management and inadequacy of climate change adaptation measures.	High	High	Years of social and economic strife have diminished capacity of local governing institutions to meet their public responsibilities. Crime and corruption have further reduced public confidence.	Introduction of conflict resolution and continuous dialogue techniques and measures, focusing on climate change resilience building through construction and rehabilitation of infrastructure will alleviate communal tensions and rebuild trust.	Residual risk not reduced. However, the actions taken could gradually increase trust.	Moderate

II. PROGRAMMATIC RISKS

Risk Factor	Probability	Impact Severity	Background	Mitigation	Residual Risk	Residual Impact
The Project is generating inefficiencies due to duplication and lack of coordination with on-going, multilateral / multi-donor programs	Moderate	High	<p>Critical multisector regional programs currently executed to foster dialogue and align partner strategies and approaches aimed at structural causes of fragility with emphasis on climate change, demographic growth, and weak institutions.</p> <p>Country members of the Sahel Alliance partner with ECOWAS, the Liptako-Gourma Authority (Autorité du Liptako-Gourma - ALG) and</p>	RDE must ensure efficient integration and coordination of the Project within the activities of the Sahel Alliance and its associated partners as well as capitalise on the experiences of the current initiatives in the targeted areas of the Project.	Residual risk greatly reduced	Low

			other institutions to support transborder initiatives by the Swiss (DDC) and French (Afd) Agencies.			
Inadequate grasp of potential impacts of contextual risks hampers achievement of Project objectives	Moderate	High	Mali offers a relatively unique composite of social and political crisis issues intermixed with severe climate change impacts, ideological, intercommunal, and natural resource-driven conflicts further compounded by a latent food security catastrophe exacerbated by the impact of a worldwide pandemic. Assessing local needs and mitigating measures in the fragile and unstable border areas present a critical challenge.	Rigorous funding approval methodology as well as management and operational planning and coordination will ensure that project funding proposals are well grounded in fact and reflect local conditions and issues.	The residual risk of a critical programmatic failure will be minimized.	Moderate to High
Expedited local needs assessments lead to project implementation deficiencies						
Climate adaptation measures applied to natural resource management increase tension between groups and cause further conflicts	High	High	Current efforts to better integrate peacebuilding and climate change adaptation efforts are not yet taking place in a systematic fashion. ⁴²	Inclusive transparent, locally led peaceful decision-making processes will lead to widespread awareness and understanding of each implemented measure, local ownership of the system or infrastructure, comprehensive group involvement and fair distribution of resources.	Residual risks will be greatly reduced	Moderate

⁴² *Peacebuilding and Climate Change in Mali and Somalia*. DanChurch Aid, Norwegian Church Aid and ACT Alliance. June 2020

III. INSTITUTIONAL RISKS

Risk Factor	Probability	Impact Severity	Background	Mitigation	Residual Risk	Residual Impact
Denmark's involvement in some border communities appear to side with certain groups to the detriment of others	Moderate	Moderate to High	The threats to safety of staff and partners and to the operational continuity of field activities continue to increase and any appearance of preference in the arbitration of climate adaptation measures may increase insecurity.	Continuous monitoring of local events, robust emergency intervention planning, and rigorous social dialogue measures contribute to reduce impact of risks	The occurrence of threats will linger but the impact will be contained.	Moderate to High

Annex 6 – List of supplementary materials

#	Document / Material	Source
1	PATRIP Annual Report 2019	PATRIP
2	PATRIP Implementation Guidelines and Reporting Manual	PATRIP
3	PATRIP Application Guidelines	PATRIP
4	PATRIP Environmental and Social Policy	PATRIP
5	PATRIP NGO Assessment Tool	PATRIP
6	PATRIP Articles of Association	PATRIP

ANNEX 7 – COMMUNICATION PLAN

What? (the message)	When? (the timing)	How? (the mechanism)	Audience(s)	Responsible
Denmark supports improvement of resilience to climate change of populations living in fragile border areas of Mali and supports reduction of risk of climate change contributing to violence	After signing the partnership agreement between RDE and PATRIP; Could be linked to an event related to the Sahel Alliance	<i>Note Verbale</i> to GoM, eventually press release; Social medias	Government of Mali (and neighbouring countries?), Malian population, international community	RDE (for <i>Note Verbale</i> and Press release), PATRIP for social media messages
DK contribution to the Sahel Alliance	Linked to an event related to the Sahel Alliance	Depending on the communication channels of the Sahel Alliance	Sahel Alliance, GoM and neighbouring countries, international community, population	RDE
Information on individual projects (specified in terms of sectors, expected results, etc), including Danish support to provide access to water	After signing of contracts between PATRIP and implementing partners	Social media platforms of PATRIP, RDE, partner NGO's;	Malian population, population of targeted border regions, GoM, international community	PATRIP, NGOs
Presentation of results of the Project (including Danish contribution to it)	After completion of individual projects and Project evaluation	Annual PATRIP workshop including presentation of evaluation findings	GoM, international communities, int. and local NGOs	PATRIP
Regular information on progress and results of individual projects	Regularly	Social media platforms of PATRIP, RDE, partner NGOs; Annual PATRIP Workshop (including field visit if possible)	Malian population, population of targeted border areas, GoM, international community	PATRIP, NGOs

ANNEX 8 - PROCESS ACTION PLAN (PAP)

Action/product	Deadlines	Responsible/involved Person and Unit	Comment/status
Signing of Agreement between RDE and PATRIP	December 2020	PATRIP, RDE	
First disbursement from RDE to PATRIP	Beginning of 2021	RDE	
Preparation of Call for Proposals	Jan-March 2021	PATRIP	
Non objection of RDE to CfP and launch of CfP	March 2021	RDE	
Deadline for submission of project concept notes	May 2021	PATRIP	
Annual PATRIP Workshop in Bamako	May 2021	PATRIP, RDE, partners	Communication and visibility event including more ceremonial part with donors and officials, and technical part with NGOs to discuss project concepts
Assessment and selection of concept notes	May-June 2021	PATRIP	
Non objection of RDE to selection of project concepts	June 2021	RDE	
Preparation of detailed project documents for selected concepts	July – Sep 2021	PATRIP, IPs	Non-objection of RDE of draft project documents through silent procedure (2 weeks) within PATRIP's appraisal process
Signing of agreements with selected Implementing Partners	Oct 2021 (tentative)	PATRIP, IPs	
Implementation of individual projects	Nov 2021 – December 2024	IPs	
Half-year and annual reports (incl. annual audit report) from PATRIP to RDE	As per 30 June > 30 Sep As per 31 Dec > 31 March	PATRIP	
Mid-term Review	First half of 2023	PATRIP, external consultant	
End-term Review	First half of 2025	PATRIP, external consultant	
Completion of project	December 2025	PATRIP	Eventually presentation of evaluation results at final PATRIP Workshop

Annex 9 - Quality Assurance checklist for appraisal of programmes and projects⁴³

File number/F2 reference: _____

Programme/Project name: _____

Programme/Project period: _____

Budget: _____

Presentation of quality assurance process:

- The design of the programme/project has been appraised by someone independent who has not been involved in the development of the programme/project.

Comments:

- The recommendations of the appraisal has been reflected upon in the final design of the programme/project.

Comments:

- The programme/project complies with Danida policies and Aid Management Guidelines.

Comments:

- The programme/project addresses relevant challenges and provides adequate responses.

Comments:

- Issues related to HRBA/Gender, Green Growth and Environment have been addressed sufficiently.

Comments:

- Comments from the Danida Programme Committee have been addressed (if applicable).

Comments:

- The programme/project outcome(s) are found to be sustainable and is in line with the partner's development policies and strategies. Implementation modalities are well described and justified.

⁴³ This Quality Assurance Checklist should be used by the responsible MFA unit to document the quality assurance process of appropriations where TQS is not involved. The checklist does not replace an appraisal, but aims to help the responsible MFA unit ensure that key questions regarding the quality of the programme/project are asked and that the answers to these questions are properly documented and communicated to the approving authority.

Comments:

- The results framework, indicators and monitoring framework of the programme/project provide an adequate basis for monitoring results and outcome.

Comments:

- The programme/project is found sound budget-wise.

Comments:

- The programme/project is found realistic in its time-schedule.

Comments:

- Other donors involved in the same programme/project have been consulted, and possible harmonised common procedures for funding and monitoring have been explored.

Comments:

- Key programme/project stakeholders have been identified, the choice of partner has been justified and criteria for selection have been documented.

Comments:

- The executing partner(s) is/are found to have the capacity to properly manage, implement and report on the funds for the programme/project and lines of management responsibility are clear.

Comments:

- Risks involved have been considered and risk management integrated in the programme/project document.

Comments:

- In conclusion, the programme/project can be recommended for approval: yes / no

Date and signature of desk officer: _____

Date and signature of management: _____

Summary of recommendations of the appraisal

Title of (Country) Programme	Climate Change Adaptation and Stabilisation in Fragile Border Areas of Mali (CCASFBA) 2021-2025
File number/F2 reference	2020-33107
Appraisal report date	12.10.2020
Council for Development Policy meeting date	29.10.2020

Summary of possible recommendations not followed

Overall, the embassy agrees on the recommendations of the desk appraisal that have helped produce a more solid project document. However, regarding the choice of partner, the Embassy is surprised about the assessment of PATRIP Foundation and the advantages that the partnership would provide.

The Embassy agrees that the project document submitted to desk appraisal was not clear enough regarding the background for the choice of partner and on the type of organization PATRIP Foundation is. At the same time, the desk appraisal suffered from tight deadlines and limited possibilities to get familiar with the country context in Mali and PATRIPs status and track record. The project document has since been strengthened with the below clarifications.

PATRIP Foundation is a German government-initiated non-profit fund with the purpose of offering its capacities as a technical and financial vehicle to assemble funding from several donors towards fragile and non-easy-access areas in the Sahel and Afghan/Pakistan regions with an integrated community approach linking investments in infrastructure to stabilization. The Government of Germany has the majority in the board in the Foundation and is the main financial contributor.

Considering its mandate and approach, PATRIP is unique in the Sahel. No other organization offers a similar combination of: assembler of finance capacity, experience working in extremely fragile areas, flexibility and participation of the donors in the programming cycle, the linkage between investments and mediation efforts to support stabilization. On top of this PATRIP is a recommended joint financial vehicle for the Sahel Alliance of which Denmark is an active member.

PATRIP foundation was first identified as a part of the mapping exercise for the planned regional initiative on climate change, conflict and displacement as one of more possible partners. The extra climate funding for 2020 became an opportunity to test such a partnership before perhaps scaling up in the future.

By supporting PATRIP in Mali, Denmark will i) strengthen its partnership with Germany and the Sahel Alliance ii) avoid parallel programming and support the greening of a joint financial vehicle for an integrated approach in the Sahel; iii) ease the draw on resources at the embassy; and iv) provide access for Danish NGOs to join the call for proposals (for all funding).

Overall conclusion of the appraisal

The proposed Climate Change Adaptation and Stabilisation in Fragile Border Areas of Mali (CCASFBA) was developed based on an initial project idea, which was among the concrete propositions made during the negotiations between the Minister for Development Cooperation and Parliament spokespersons in April-May 2020, regarding an additional budget envelop of DKK 150 million in the 2020 Finance Act for climate related funding. This context has shaped the preparation of the project documentation.

Overall the desk-appraisal team found the proposed project relevant with respect to Denmark's commitment to assist communities that are most vulnerable to climate change and the potential of addressing the risk that climate change poses in Mali border areas in terms of aggravating existing fragilities.

However, the project documentation reflects that the preparation process was short. It does not fully provide the contextual analyses that should inform the strategic choices made and underpin the theory of change. This includes a more explicit explanation of the cross-border approach and its complementarity with other Danish engagements, notably regional initiatives, as well as considerations related to the sensitive interaction between pastoralists and agro-pastoralists groups. The project extensively relies on the assumption that the PATRIP Foundation, a German initiated independent non-profit fund management institution, will provide an appropriate framework for multi-donor support to infrastructure investments that can contribute to addressing challenges related to climate change and other factors of instability in Malian border-areas. The justification of the choice of partner and specific nature of envisaged activities were, on the other hand, not found sufficiently described by the Danida Programme Committee.

Based on the reviewed documentation and consultations held, the conclusion of the desk-appraisal is that these concerns remain valid. In particular, the DAT finds that the project document needs to provide more substantiated arguments to justify the choice of partner. The interviews during the appraisal process and the current project document do not provide enough justification to demonstrate that that the PATRIP Foundation holds relevant unique expertise that sufficiently justifies the award of a direct grant to this partner, especially considering its limited expertise in climate change and experience in the Sahel region. It also notes that the joint donor approach provided in the project is not very extensive at the moment, although two new donors, Luxemburg and Austria, are envisaging to support the project. Consequently, the desk appraisal recommends different scenarios to proceed with the approval process of the project, by carefully considering other options within the limited time available and by verifying that the direct grant award to PATRIP is in line with Danish legal frameworks and adequately documented. Regardless of the chosen option, the appraisal provides recommendations to improve project documentation with a view to ensuring that e.g. implemented activities are climate relevant and that the complexities of the context are taken into account, especially to avoid that they aggravate tensions.

Recommendations by the appraisal team	Follow up by the responsible unit
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Thematic Programme Level:

Follow-up to the recommendations of the Danida Programme Committee/partner choice

<p>1. It is recommended the Embassy consult with relevant MFA departments responsible for providing advice on public procurement and awarding grants in Danish development cooperation (ØKO and JTK) in order to ensure that the decision to give a direct grant to PATRIP is in conformity with the Danish legal frameworks, including provision of sufficient justification and documentation for partner choice, AND to explore what options are available as an alternative to awarding a grant to the PATRIP Foundation.</p> <p>It is recommended for the Embassy in Bamako to envisage other implementing modalities such as: a) launching a call for proposals to select a lead agency that could manage a consortium of NGOs to implement the project without passing through the PATRIP Foundation, and/or b) adding additional funding to the Embassy’s ongoing project with the World Food Programme (WFP) “Support to resilience-building in fragile regions of Northern and Central Mali” with a particular focus on Strategic outcome 4: Communities in targeted areas, including smallholder farmers (particularly women-led groups), have more resilient livelihoods for improved food security and nutrition throughout the year; c) Exploring the opportunities for a Delegated Partnership with KFW.</p>	<p>As stated above, it is the Embassy’s assessment that a direct contribution can be made to the PATRIP Foundation based on 1) its status and mandate and 2) its unique approach and offer in Mali.</p> <p>The alternative options suggested by the Desk Appraisal Team do not seem ideal – perhaps due to the limited time and nature of the desk appraisal exercise. 1) organize a call for proposals at the embassy: this would demand resources in quantity and quality (climate change) not available and hence the use of consultants would be demanded throughout identification, launch and implementation – secondly – if a joint financial vehicle is available for the approach that we wish to support, it would be ineffective and frankly a bit strange to create a parallel structure. 2) Support resilience in WFP Country Programme: Support to WFP would be national and not specifically climate change related unless we forced an earmarking. WFP does not seem to have experience supporting stabilization by linking investments to mediation, but is stronger on humanitarian leaning work. WFP resilience efforts in Mali are already supported with DKK 70 million and absorption capacity could be an issue. 3) A delegated partnership with KFW could be an option, but it would mean a) still working with PATRIP Foundation, b) being yet a step further away from the activities; and c) paying additional overheads to KFW.</p>
<p>2. It is recommended that the Embassy after consulting with the relevant MFA departments referred to in point 1 above follows the detailed recommendations in the desk-appraisal report on how to improve the quality of the project design and project documentation, especially to ensure that the activities that will be implemented are “climate relevant” in light of the fact that the project is financed from the additional Climate envelope in the 2020 Finance Act.</p>	<p>Agreed and done</p>

Theory of change/rationale	
3. It is recommended that the theory of change and results framework be refined by describing the envisaged interventions and activities more precisely with a more explicit linkage to climate change adaptation.	Agreed and done
4. It is recommended that the project explicitly adopts a human rights based approach to provide a better foundation to determine the vulnerabilities of different groups within communities and appropriate solutions to empower them and also ensure that relevant duty bearers are supported in on responding to their obligations.	Agreed and inserted e.g. in the chapter on target groups. The Human Rights Based Approach will be a criteria in the call for proposals and the Embassy will follow up on this point
Capacity of partner	
5. If the Embassy decides to engage in a partnership with PATRIP, it is recommended that PATRIP strengthen its capacity in the region to ensure that it has sufficient in-house expertise to expand into the area of climate change. This will be needed throughout the implementation of the project starting from the drafting of the documents for the Call for Proposals, assessing the submission, ensuring that the selected NGO's have the necessary experience in the field of climate change adaptation and that the NGO project activities are climate relevant. This will be extremely important to ensure that this project can be considered as climate related aid. <u>It is a further recommended that the embassy request support from the relevant departments in MFA (ELK, GJL, GDI) in order assist them in following this project and ensuring that it complies to the requirements of being a climate relevant.</u>	Agreed. PATRIP will have an expert on climate change in its regional third party monitoring and support team. The embassy will follow up with relevant departments in MFA around the call for proposals.
Aid effectiveness	

<p>6. It is recommended that the project adopt a more deliberate approach to seek alignment to national and regional frameworks for interventions in the field of climate change adaptation and harmonization with a broad range of stakeholders that conduct relevant activities with a view to feeding into strategic efforts with a broader scope. In the event that the embassy goes ahead with PATRIP it is vital that PATRIP becomes actively engaged in the relevant coordination fora.</p>	<p>PATRIP Foundation is in the process of hiring a country representative in Mali.</p>
<p>Management</p>	
<p>7. It is recommended to provide a more accurate description of the joint donor mechanisms in the project as well as of the specific proposed monitoring mechanisms and capacity development support that might be envisaged as part of the management responsibility.</p>	<p>Agreed and done. Joint donor dialogue will take place around call for proposals and half-yearly reporting and when otherwise deemed necessary.</p>
<p>8. It is recommended to conduct an inception review after the call for proposals has been finalised in order to ensure that the final project design and results framework live up to the quality standards for Danida projects and takes the recommendations of the desk appraisal sufficiently into account. In addition, given that it is a new partner, a partner assessment should be carried out. These conditions should be explicitly referred to in the contract between the two parties and allow the possibility if the partner is underperforming to terminate the partnership. This would be in line with adaptive learning and planning.</p>	<p>Agreed. Will be specified in contract and the embassy will organise an inception review.</p>
<p>Budget</p>	
<p>9. It is recommended that the budget be presented as an outcome-based budget as per the Danida guidelines which will provide a better basis for ensuring that the grant is dedicated to climate related activities and can be accounted as climate related aid.</p>	<p>Done</p>

Risk management	
10. It is recommended that conflict sensitivity be highlighted as an overarching approach underlying all activities based on thorough and continuous conflict analysis that can serve as a measure to reduce the risk that interventions will spark violence and tension and have unintended negative effects.	Agreed and strengthened in document.

I hereby confirm that the above-mentioned issues have been addressed properly as part of the appraisal and that the appraisal team has provided the recommendations stated above.

Signed in..... on the

Appraisal Team leader/TQS representative

I hereby confirm that the responsible unit has undertaken the follow-up activities stated above. In cases where recommendations have not been accepted, reasons for this are given either in the table or in the notes enclosed.

Signed in..... on the.....

Head of Unit/Mission

Guide to the use of the template for summary of recommendations of the appraisal

Purpose of the guide

Ensure consistent use of the template for presentation of the key recommendations of an appraisal. The text should be easily understood by members of the Council for Development Policy (and the general public) without reading the appraisal report and without having specialist knowledge of the technical issues dealt with. It should be clear from the summary if the programme is recommended or not recommended for approval.

When filling in the template ...

- Fill in the section on the ‘overall conclusion of the appraisal’, which summarises the relevance of the programme for the country in question and for Denmark, the assessment of the design of the programme, the assessment of the level of preparation of the activities, and the key reservations expressed by the appraisal.
- The ‘overall conclusion of the appraisal’ section can rarely be copied directly from the appraisal report but should be written with the members of the Council in mind. The appropriate length is 15-20 lines, and it makes it easier to read if it is structured in 3-4 brief sections.
- The ‘overall conclusion’ section should end by stating whether the programme is
 1. Recommended for approval with only minor adjustments
 2. Recommended for approval on the condition that substantial changes are made to the design
 3. Not recommended for presentation to the grant committee as it is not considered possible to make the necessary changes within the timeframe available.
- In case of country programmes, it should be clearly seen from the ‘overall conclusion of the appraisal’ if all thematic programmes are recommended for presentation to the grant committee, or if one of them is considered insufficiently prepared.
- Both ‘overall conclusions of the appraisal’ and the subsequent section on ‘recommendations by the appraisal team’ should be written without using abbreviations and technical expressions which are not generally understood.
- Write either “the appraisal has found/the appraisal recommends” or “it has been found/it is recommended” or simply “the time period of support should be extended” (not “the AT/the AM/the JAT recommends”).
- When filling in the sections under ‘recommendations by the appraisal team’, do not aim at commenting each of the proposed headlines but select the most relevant issues according to the appraisal and write at least four lines about each (if less is written, it becomes difficult to understand).

- Questions related to 'Justification of the programme', 'Identified risks and risk management' and 'Results Framework', should be anticipated and if the appropriation document is weak on these themes, the Council could wonder no recommendations are provided within these themes. It is important, therefore, to particularly consider these themes during the appraisal and when filling in the template.
- Sometimes elaborate recommendations are responded to only by 'agree' or 'done' by the responsible unit. If TQS sees a copy of the template before it is annexed to the appropriation document, the unit should be encouraged to elaborate on its answers.