











Programme Document (Preliminary)

Climate Change, Conflict, Displacement and Irregular Migration in Sahel

April 26, 2021

Programme on Climate Change, Conflict, Displacement and Irregular Migration in Sahel

<p>Key results: Increased resilience in Sahel, through: Social Protection expanded to groups most affected by climate change, such as women; Climate smart agriculture expanded to small-scale producers; Strengthened conflict sensitivity in climate adaptation; and enhanced programme and policy coherence through a common evidence base of linkages between climate change, conflict, displacement and irregular migration.</p> <p>Justification for support: Temperature increases in Sahel are projected to be 1.5 times higher than the global average by the end of the century. Implications will be most severe for the most vulnerable groups. The Sub-Saharan region may have to cope with more than 86 million internal climate migrants by 2050. A preventive, climate sensitive approach to tackling root causes of fragility that fuel conflict and forced displacement is imperative to help avoid a future marked by escalating suffering and humanitarian need.</p> <p>Major risks and challenges: Access may be challenged by contextual risks (security, infrastructure and environmental risks. Weak national and regional institutions may pose a risk. Management related risks are mitigated through, inter alia, thorough partner selection, deployment of advisers and third party monitoring.</p>	File No.	2021-15783					
	Country	Sahel (regional)					
	Responsible Unit	MNS					
	Sector	Climate Adaptation					
	DKK mill.	2021	2022	2023	2024	2025	Tot.
	Commitment	200	200	200	200		800
	Projected Disb.	100	200	200	200	100	800
	Duration	Four years					
	Finance Act code.	06.34.01.10.					
	Head of unit	Marianne Kress					
	Desk officer	Rikke R. Andersen / Jakob R. Jakobsen					
	Reviewed by CFO	Kristian Wested Bertelsen					
	Relevant SDGs						
 No Poverty	 No Hunger	 Good Health,		 Gender Equality	 Clean Water,		
			 Reduced Inequalities				
 Climate Action		 Life on Land	 Peace & Justice, strong Inst.	 Partnerships for Goals			

Strategic objectives:

To strengthen resilience and adaptive capacity to avoid, minimize and address the effects of climate change as a threat multiplier in fragile contexts, including its linkages to of fragility, conflict, displacement and irregular migration.

Thematic objective 1: Promoting and consolidating a more climate-sensitive approach in peace and stabilization initiatives in crisis areas.

Engagements	Partner	Total thematic budget: millions
Climate and security in Sahel	UNDP	45
Political dialogue and conflict prevention	PATRIIP	25

Thematic objective 2: Supporting resilience in host communities and less affected areas to better integrate a prevention-focused, climate-sensitive approach when addressing the linkages between fragility, conflict, irregular migration/forced displacement and climate change.

Engagement	Partner	Total thematic budget: millions
Adaptation for smallholder agriculture	IFAD (ASAP+)	190
TBD [assessment of two options pending]	Netherlands	20

Thematic objective 3: Supporting the integration of climate change hazards in collective risk mitigation mechanisms at the national level.

Engagement	Partner	Total thematic budget: millions
Sahel Adaptive Social Protection Program	World Bank	190

Thematic objective 4: Strengthening partnerships and coherence between programme and policy through capacity building and action research.

Engagement	Partner	Total thematic budget: millions
Team Europe Initiative	TBD	125
Reviews and Monitoring		5
Unallocated		200
Total		800

Table of Contents

Summary	4
1. Context.....	7
2. Strategic aim of engagements	10
3. Lessons learned	13
4. Thematic Priorities.....	14
5. Possible priorities for unallocated funds.....	26
6. Partner criteria	26
7. Technical assistance, monitoring and evaluation and reviews	26
8. Communication on results	27
9. Sustainability and exit strategy	27
10. Risk management.....	27
11. Management set-up.....	29
12. Indicative Partner Budget	29
Annex A: Preliminary Process Action Plan (2021).	30
Annex B: Preliminary Results Framework at outcome level	30
Annex C: Preliminary Risk Management Matrix	30
Annex D: Background Analysis Matrix	30
Annex E: Consultations and Partner Considerations	31
Annex F: Detailed overview of initiatives reviewed	31

Summary

The long-term implications of climate change will be most severe for people living in the most fragile contexts. The central Sabel (Mali, Burkina Faso and Niger) includes some of the most fragile context that continues to deteriorate due to a combination of fragility, conflict and forced displacement that is increasingly being exacerbated by climate change. Emerging analyses indicate that the longer these negative trends persist, the higher the risk they will negatively affect some of the more stable areas of Mali, Burkina Faso and Niger as well as spilling over to adjacent coastal countries, such as Ivory Coast, Ghana, Benin and Togo, and beyond the boundaries of the West African context.

This programme will address linkages between climate change, conflict, displacement and irregular migration in Sabel. The Danish Finance Act 2021 includes a new 'Green Initiative' appropriation of DKK 200 million each year for the next four years for this new programme. The financing act underscores the importance of integrating a prevention focus that is climate-sensitive when addressing compound risks that drive fragility, conflict, displacement and irregular migration. This programme will strengthen ongoing and planned regional and cross-border responses through targeted support that integrates a longer-term¹ preventive, climate-sensitive approach to addressing root causes that drive fragility, conflict and irregular migration and forced displacement. The programme will support four thematic areas:

- *Promoting and consolidating a more climate-sensitive approach in peace and stabilization initiatives in crisis areas;*
- *Supporting resilience in host communities and less affected areas to better integrate a prevention-focused, climate-sensitive approach when addressing the linkages between fragility, conflict, irregular migration/forced displacement and climate change;*
- *Supporting the integration of climate change hazards in collective risk mitigation mechanisms at the national level; and*
- *Strengthening partnerships and coherence between programme and policy through capacity building and action research.*

Demographic and geographic targeting. The programme will aim, where possible, to strike a balance between supporting engagements in the most crisis and climate change affected geographic areas and those zones that are susceptible to crisis spill over. Integrating a prevention-focused, climate-sensitive approach will help mitigate the effects of crisis, as well as galvanize resilience to contextual risks in areas yet to be affected. In line with emerging approaches being adopted by key partners, the programme prioritizes support to engagements that work through national and/or local structures when addressing the collective needs of host and displaced communities, whether sedentary or pastoralist. A collective partner efforts should be galvanized to integrate a prevention focused, climate sensitive approach when tackling the root causes of fragility that drive conflict, displacement and irregular migration. Denmark will promote this approach with the partners in the implementation of the engagements.

The volatility of the operational context requires the programme and the engagements supported to adopt an agile and adaptive approach. Therefore, a phased approach will be applied to the roll-out of the supported engagements. This iterative approach will be informed by a robust and dynamic focus on partnerships and collective learning to strengthen operational and policy coherence across Denmark's and like-minded partners' investments in the region.

The first two engagements will support (a) adaptive social protection in Sabel with the World Bank, including France, UK and Germany (DKK 190 million), and (b) a new partnership with IFAD (ASAP+) that supports small farmers in Sabel cope with the effects of climate change (DKK 190 million).

¹ A long-term climate change perspective will include not just addressing immediate challenges of displacement and migration, whether related to conflict, droughts, floods or lack of viable livelihoods but also underlying compound risks that drive these negative dynamics

The remaining engagements include DKK 125 million for strengthening European collaboration and coherence through a new Team Europe Initiative to be launched in 2022. In line with the strategic objectives of this programme, and the feedback from like-minded donors (Germany, Sweden, Netherlands), the initiative will focus on strengthening coherence and linkages between policy and programme initiatives based on jointly formulated objectives. A feature would be evidence generation and learning that aims to harmonize and deepen collective understandings of the linkages between climate change, fragility, conflict and forced displacement. The actual content will be developed in collaboration with the EU Commission and potential European partners. Reflecting the important role of civil society as frontier actors in contexts where national authority presence is limited or non-existent, support (DKK 25 million) to regionalising an existing partnership with the organisation PATRIP is also planned for 2022. A partnership with UNDP will be initiated in 2022 to address climate and security in Sabel with a particular focus on Mali (DKK 45 million). The partnership will also support the implementation of the UNs Integrated Sabel Strategy and coherence between policy and practice with support to the Climate Security Mechanism. In 2023, a partnership with the Netherlands on climate in Mali will be supported enhancing European cooperation (DKK 20 million). Proposals for the use of the unallocated funds (DKK 200 million) in 2024 will be prepared during the first half of 2023. (The indicated budget numbers may be adjusted during formulation before presentation for UPR)

In line with the programme's agile and adaptive approach, the engagements planned for 2022-2024 will be informed by the initial learning from the first two engagements and an inception review in early 2022. A mid-term review is planned for early 2023. DKK 5 million will be reserved for these reviews and monitoring in 2022 – 2024.

The proposed engagements have been identified by an MFA project group including staff of HCE, MNS, APD, GDK and the two embassies in Mali and Burkina Faso as well as the Danish representations in New York, Brussels and Rome. The programme is anchored in MNS.

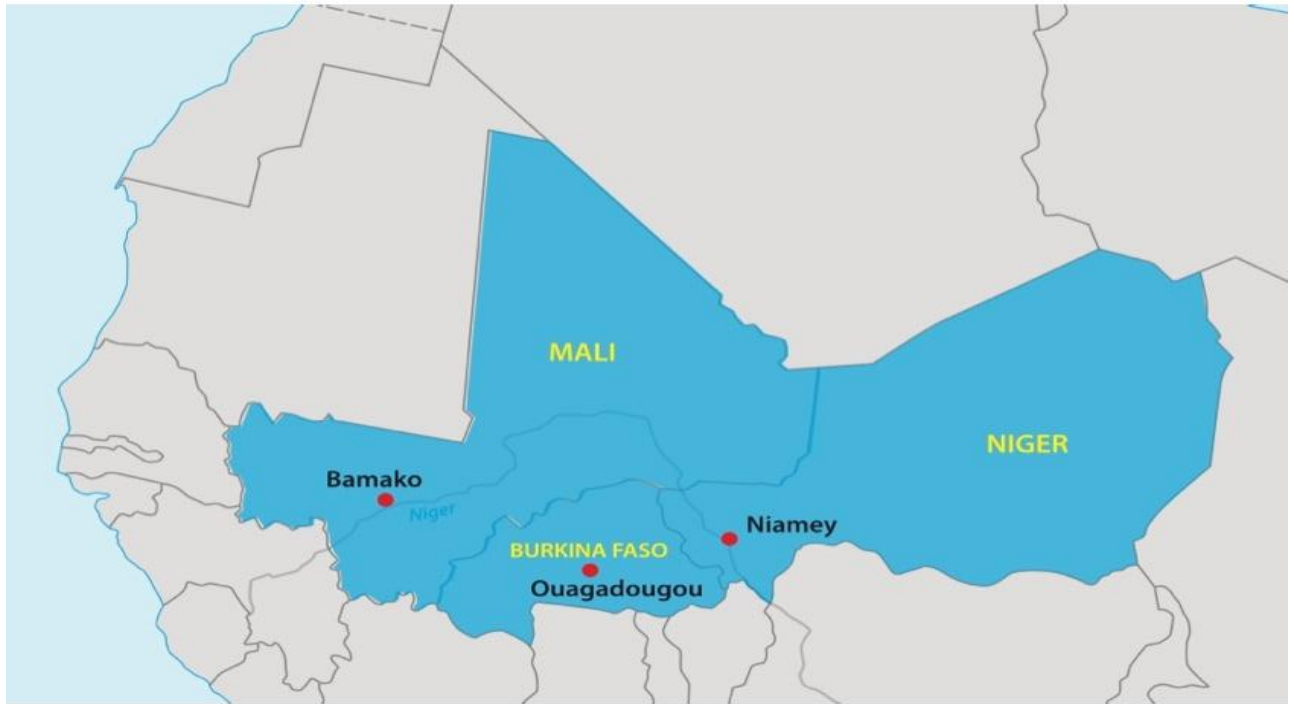
The following box provides an overview of the implementation plan for the four thematic areas:

Note: “Dark grey” shading reflects timing of a planned commitment and “light dark” a potential commitment

Engagements	Implementing Partners	Programmes / Projects Geographic and demographic targeting	Tranche Amounts	Year			
				'21	'22	'23	'24
Theme A: Promote and consolidate a more climate-sensitive approach in peace and stabilization initiatives in crisis areas.			DKK				
E 1	UNDP	Climate and Security in the Sahel under an umbrella contract that will initially be directed towards (1) the Climate Security Programme in Mali, and (2) strengthening of UNDP's regional advisory team on climate-security issues; it could be later broadened to other initiatives across the region.	45 million				
			Possible tranche 2				
E 2	PATRIIP Foundation	Support to the PATRIIP's Sahel Programme allowing political dialogue and conflict prevention through planification and building of small infrastructures in crisis areas and volatile environments. Through its support to the next PATRIIP's annual calls for proposals in the Sahel border areas (e.g. 2022, 2023, 2024), Denmark will contribute to up-scaling a new approach of the fund, already tested as a pilot in 2021, consisting in integrating more specifically climate considerations by associating activities on natural resource management and agricultural livelihoods.	25 million				
			Possible tranche 2				
Theme B: Support resilience in host communities and less affected areas to better integrate a prevention-focused, climate-sensitive approach when addressing the linkages between fragility, conflict, irregular migration/forced displacement and climate change.							
E 3	IFAD	Adaptation for Smallholder Agriculture Programme (ASAP+) initiative is a fund, which is the 1st pillar part of IFAD's Rural and Resilience Programme (2RP). ASAP+ is expected to be the largest fund dedicated to channelling climate finance to small-scale producers. ASAP+ focuses on climate change drivers of growing food insecurity by: 1) Increasing resilience of vulnerable communities to the uncertainty caused by climate change on food security and nutrition, and 2) Reducing greenhouse gases through win-win interventions that also yield significant food security benefits, particularly for vulnerable groups.	Tranche 1 100 million				
			Tranche 2 90 million				
E 4	Netherlands	Two options (assessment pending): 1) Support Programme for Food Security and Population Resilience to Climate and Social shocks – Conflicts – Climate Change in Mali (2018-2023). (PASARC II – CCC) 2) Sustainable Technology Adaptation for Mali's Pastoralists STAMP+ (Phase 2). Improving the resilience of (agro-) pastoralists affected by extreme climatic phenomena in the Liptako-Gourma through sustainable management of resources (water, pastures) and conflict prevention.	20 million				
			Possible tranche 2				
Theme C: Support the integration of climate change hazards in collective risk mitigation mechanisms at the national level							
E 5	World Bank	Support to the Regional Programme on Adaptive Social Nets (SASSP). SASPP is supporting six Sahel countries in strengthening adaptive social protection (ASP) systems. Effective since 2014 with an initial focus on the design and introduction of new foundational, national ASP systems to respond to the impact of climate change, the programme is entering its second phase until 2025 with the objective of making emerging government-led systems more robust and expanding their reach.	Tranche 1 100 million				
			Tranche 2 90 million				
Theme D – Strengthening coherence between programme and policy, capacity building and action research.							
E 6	Team Europe Initiative	Strengthening European collaboration and coherence through potentially a new Team Europe Initiative to be launched in 2022. In support of the strategic objectives of this programme, the initiative may possibly focus on strengthening action learning locally, capacity building, and civil society. Actual content will be developed with the EU Commission and potential partners	125 million				
			Possible tranche 2				
Prioritization of unallocated budget							
	TBD	Priority will be for engagements supported by this programme.	200 million				

1. Context

Map of Central Sahel



The proposed engagements seek to address challenges related to climate change, conflict, displacement and irregular migration in particularly Mali, Burkina Faso and Niger as the crisis in the central Sahel region enters its ninth year. There is broad agreement within the international donor community that there is no short-term solution in sight to the downward spiralling dynamics that continue to plague the region.

The State of the Climate in Africa 2019 report, a multi-agency publication coordinated by the World Meteorological Organization (WMO), shows increasing climate change threats for human health, food and water security and socio-economic development in Africa. The year 2019 was among the three warmest years on record for the continent. That trend is expected to continue. African temperatures in recent decades have been warming at a rate comparable to that of most other continents, and thus somewhat faster than global mean surface temperature.

The Sahel region is one of the most environmentally degraded regions in the world with temperature increases projected to be 1.5 times higher than the global average. The watershed report of the Intergovernmental Panel on Climate Change (IPCC) issued in October 2018 notes that, in the Sahel, the risks associated with global warming – including food shortages – would be lower if the rise in temperatures compared with pre-industrial levels was contained to 1.5°C, as opposed to 2°C.

Figure 2. Trends in mean surface air temperature over four sub-periods using the HadCRUT4, NOAA GlobalTemp and GISTEMP data sets. The bars indicate the trend in the mean of the three data sets, and the black lines indicate the range between the largest and smallest trends in the three individual data sets.

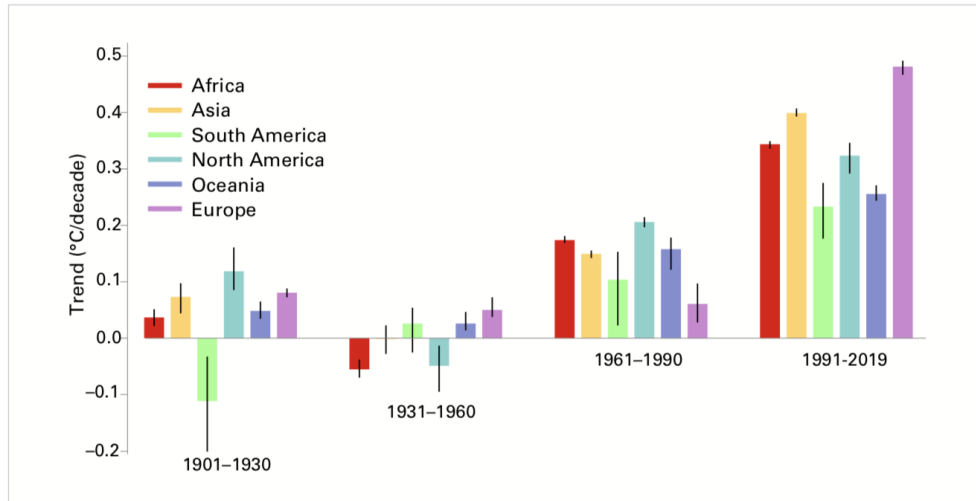
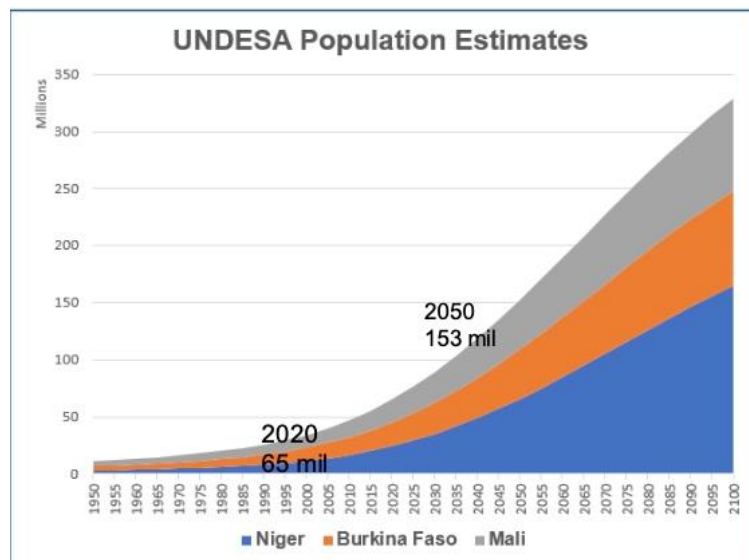


Exhibit: (source WMO)

Exhibit: Population growth projection

All countries in the Sahel rank among the bottom 20% of the Human Development Index (HDI). The target countries of this regional programme, Burkina Faso, Mali and Niger rank among the lowest (bottom 5%)². The marginalized areas and communities of the three target countries are characterized by high levels of fragility as a result of poor levels of governance, rule of law and weak natural resource management structures, demographic pressures, and food insecurity.



In the drought-prone sub-Saharan African countries, the number of undernourished people has increased by 45.6% since 2012 according to the Food and Agriculture Organization of the United Nations (FAO). With an estimated five million people in the Central Sahel region who are food insecure, and millions are displaced, the region is a “hot spot” for climate variability and change impacts. The populations in these three countries are projected to double by 2050 and food demand is expected to increase 60% to 100% by 2050. However, current projections foresee a 25% drop in food production, suggesting that warming scenarios risk will have devastating effects on crop production and food security (IPCC).

Agriculture is the backbone of the Sahel economy and accounts for the majority of livelihoods across the continent. With an estimated 80% of the population in the three target countries is dependent on land for their livelihoods and economic productivity³.

While the employment rate for women in Sub-Saharan Africa (59.3% according to the International Labour Organization in 2017) is the highest in the world, the vast majority of women work in the informal economy that is linked to on-farm and off-farm work. Women now

² Source WBG, UNDP

³ Ilen, T., P. Heinrigs and I. Heo (2018), "Agriculture, Food and Jobs in West Africa", *West African Papers*, No. 14, OECD Publishing, Paris.

account for an estimated 88% of the workforce in street food services, 83% in food processing and 72% in food marketing⁴. Although Sahelian women play a central role in the Sahelian economy, their social position remains marginal.: they have low-paying jobs, and their financial autonomy therefore remains limited.

Climate change dynamics are also increasing competition around natural resources in a region heavily dependent on rainfed agriculture and livestock rearing for livelihoods.

For instance, although pastoralism accounts for under 10% of the population, the areas where they reside represent the majority of conflict epicentres. Indeed, the Sahel region is experiencing a surge in violent conflicts between pastoralists and farmers as evidenced by a recent report by UNOWAS⁵. The study confirms that growing competition between herders and farmers over access to water and pasture is a primary driver of these conflicts and resultant forced displacement. This tension is often aggravated by a weak enforcement of the rule of law, political manipulation, demographic pressure, climate change, and the prevalence of weapons in the region.

Forced Displacement and irregular migration

A recent World Bank Group (Groundswell) Report concludes that the Sahel region may have to cope with more than 86 million internal climate migrants by 2050 as a worst-case scenario. In the best-case, the number could be up to 28.3 million.⁶ As evidenced by the below exhibit, across all scenarios, climate change is a growing driver of internal migration. Most irregular migration/forced displacement in the three countries is a result of conflict-related violence, environmental issues and resultant food insecurity. These trends are being increasingly exacerbated by climate effects. **The three countries are also among the global top ten most exposed to climate hazards that account for around 10-20% of forced displacement (ECDM, OHCHR, IOM).**

Exhibit: Projected numbers and shares of internal climate migrants by 2050 for Western Sub-Saharan countries (source Groundswell report, WBG)

West Africa	Scenario					
	Pessimistic outlook		More inclusive development		More-climate friendly	
Average # of internal climate migrants by 2050 (million)	71.1 million		53.3 Million		28.3 million	
Minimum (left) and Maximum (right) (million)	56.6	85.7	42.1	64.7	17.4	39.9
Internal climate migrants as % of population	3.49%		3.01%		1.39%	
Minimum (left) and Maximum (right) (million)	2.7%	4.03%	2.33%	3.58%	0.91%	2.04%

Vulnerable people have the fewest opportunities to adapt locally or to move away from risk and, when moving, often do so as a last resort. Others, even more vulnerable, will be unable to move, trapped in increasingly unviable food insecure areas.

⁴ Ibid

⁵ Pastoralism and Security in West Africa and the Sahel – Towards Peaceful Coexistence 2020

⁶ World Bank Group, Groundswell Report Preparing for Internal Climate Migration, p. 110

Conflict

Trends show that since the start of the conflict in Mali nine years ago, there has been a gradual, southward movement of conflict/forced displacement dynamics with high levels of cross-border conflict contagion. The insecurity and instability in these areas lead directly to increasing poverty for affected farmer and pastoralist communities, and have a ripple effect on the economic wellbeing of the entire population of the Central Sahelian countries. In turn, some members of affected communities are then more susceptible to join criminal and/or terrorist groups as a livelihood opportunity.

While only a very small part of the population is thought to be directly and actively involved in these criminal and/or terrorist activities, these trends have contributed to the increasingly rapid spread of conflict dynamics from the northern reaches of the Sahel belt (Northern Mali) to the southern, more fertile Sahelian belts (Southern Mali, S.E Niger and N.E Burkina Faso). There is also an increasing risk of the cross-border spread into heretofore more stable coastal countries (Senegal, Benin and Ghana).

Emerging evidence points to negative reinforcing trends whereby protracted forced displacement in fragile contexts can contribute to conflict since host communities are already in a heightened state of vulnerability.⁷ Furthermore, protracted forced displacement can also cause reluctance to return, especially among youth, and/or the inability to return due to land occupation or the loss of necessary assets to support original existence, e.g., animals and skill sets. The Covid-19 pandemic is also expected to further compound these negative trends (UNHCR, IOM, IDMC).

A recent report by the IFRC, argues that “the cost of doing nothing” is clear and troubling, and will erode hard won development outcomes. But it also argues that there is a chance to do something. By investing in a preventive focused, climate adaptation approach to tackling root causes of fragility that fuel conflict and forced displacement, a future marked by escalating suffering and ballooning humanitarian response costs can be avoided.⁸ Finally, the report posits that in order to inform collective efforts to strengthen prevention and resilience across the HDP nexus more accurate and current data is required by partners across the community of practice engaged in the region.

2. Strategic aim of engagements

Against this alarming backdrop where the effects of Covid 19 are further compounding the risk amplifying the aspect of climate change this regional programme has set out the following objective:

The overall objective is to strengthen the recipients' resilience and adaptive capacity to avoid, minimize or address the effects of climate change in fragile situations, including as a driver or threat multiplier of fragility, conflict, displacement and irregular migration. As such, the programme will leverage climate funding to add a long-term prevention focused climate change perspective to current and immediate challenges. **The main geographic focus are the Central Sahel countries of Mali, Burkina Faso and Niger.** The Programme adopts a comprehensive

⁷ World Bank Group Risk and Resilience in the Sahel – internal report 2020 – based on WB statistical data, there are strong correlations between duration of protracted displacement (more than a year) and conflict with host communities resulting in more displacement.

⁸ The cost of doing nothing, IFRC 2019

and holistic approach⁹ to demographic targeting thereby providing support to both displaced communities and host communities where possible. The regional programme builds on relevant past and ongoing engagements in Danish bilateral and multilateral engagements in the Sahel. The emerging new strategic frameworks for cooperation in Mali (2022-2027) and Burkina Faso (2021-2025) as well as in Niger are also taken into account.

The focus in “*The World 2030*” Denmark’s Strategy for Development Cooperation and Humanitarian Action (2017) on engagements across the HDP-Nexus in response to protracted crises is the basis of the proposed engagements. The strategy also highlights the priority of working with and through the EU, UN and WBG as partners – and regional initiatives such as the G5 and Sahel Alliance and regional partners such as ECOWAS, UNOWAS- to ensure a coordinated and comprehensive and coherent response.

The programme will complement Denmark’s broad portfolio of engagements in the Sahel across the HDP nexus. These include longer-term development assistance, humanitarian assistance, as well as civilian and military contributions to regional peace and stabilization efforts.

Development and humanitarian assistance. Denmark contributes approx. DKK 500 million per year via 5-year country programmes for Mali, Burkina Faso and Niger.

- Mali 2017-2022: Main focus areas: 1) Peaceful co-existence, stability and security; 2) Decentralization of government; improved service delivery at local level; 3) Economic and private sector development. Total planned disbursement in 2020: DKK 249 million. Other initiatives that were reviewed include support to resilience-building in fragile regions of Northern and Central Mali (WFP – RBFR); climate Change Adaptation and Stability in Fragile Border Areas of Mali (CCASFBA Mali) with PATRIP foundation. These two initiatives are related to issues embedded in the CCDMP, and some of the proposed engagements will draw on these first experiences. The on-going technical assistance to the Danish embassy, on identifying needs and opportunities in the field of climate change adaptation related to rural development/natural resource management, may lead to a dedicated focus area in the next bilateral programme.
- Burkina Faso 2021-2025: Main focus areas in upcoming country programme: 1) strengthening of security, rule of law, human rights and effective national institutions; 2) promoting local community resilience /climate-smart economic growth; 3) Access to water and sanitation and integrated water resource management (in 5 watersheds). This is a continuation of a previous programme. Therefore, CCDMP would be particularly aligned with these two last components of the bilateral programme, that will contribute to answer to climate adaptation stakes.
- Niger 2017-2022: Main focus areas: 1) Democratic Governance, stability and migration management; 2) Water supply and sanitation, 3) Economic growth in agricultural sector. Total planned disbursement in 2020: DKK 125 million. Other initiatives reviewed included: (a) support HACP for conflict prevention and peacebuilding (an institutional process); (b) support to PROSEHA including Integrated Water Resource Management and Pastoral Water supply/ PASEHA Phase 3; (c) support to IOM. The CCDMP may have particular articulations with component 1 (in particular with the support programme to HACP), and component 2 (PROSEHA : water management mechanisms

⁹ This holistic approach is in line with the emerging trend implemented by WFP and other partners in their engagements with host communities and displaced communities that is premised by a common approach to defining vulnerability

- Denmark also contributes to development activities in the region through various multilateral organizations, funds and programmes, including the EU Trust Fund for Africa (contributions that are managed centrally in the MFA and in New York).
- In 2019, Denmark provided approx. DKK 200 million in humanitarian assistance and DKK 85.2 million to civil society development to Mali, Burkina Faso and Niger through MFA Partnerships with UN organizations and Danish Civil Society Organizations (managed centrally in the MFA-HCE department).
- Denmark's Peace and Stabilisation Programme for the Sahel 2018-2021 and its next phase in preparation (Total: DKK 167 million. Lessons learnt from Thematic priority A of the CCDMP, aiming at mainstreaming climate-related security issues in stabilization programmes, may be useful to this regional programme).

Therefore, in existing bilateral programmes, isolated components of the interlinkages between fragility, conflict, forced displacement/migration and climate change are addressed -more or less directly- through the main following entry points:

- Integrated water resource management (link with climate and social cohesion) (Niger, Burkina Faso)
- Peacebuilding initiatives and processes (Mali, Niger)
- Resilience-building activities in crisis areas (Mali, Burkina Faso)

Military and civilian contributions to regional peace and stabilization efforts. In 2020, Denmark is contributing substantially to the international military effort in Mali and the wider Sahel region with military contributions to the United Nations Multidimensional Integrated Stabilization Mission in Mali, MINUSMA and the French-led counter-terrorism mission Operation Barkhane. Denmark has also supported the establishment of a Special Forces Operation (SOF) - Task Force Takuba in the Liptako-Gourma border region. From 2021, Denmark plans to deploy a military staff officer to the Regional Multilateral Coordination Cell in Dakar, Senegal, which the aim to coordinate Western defence and security-related capacity building initiatives in Western African countries.

When it comes to civilian efforts to prevent violent extremism, Denmark provides core funding (stabilization) to the Global Community Engagement & Resilience Fund (GERF), a global fund working to prevent violent extremism through allocation of grants to community-based organizations in seven priority countries including Mali. GCERF is currently developing a new, regional strategic approach to the Sahel. As part of its engagement in the Global Counterterrorism Forum (GCTF), Denmark (PSF), together with the US and France, is supporting the set-up of a dedicated unit within the Malta-based International Institute for Justice & the Rule of Law. The unit will provide in-depth, specialized training in human rights/rule of law compliant investigations and prosecutions in terrorism cases to practitioners from a number of fragile states including Mali, Burkina Faso and Niger. In addition, Denmark supports the EU's civilian crisis management missions in the Sahel - EUCAP Sahel Mali and EUCAP Sahel Niger. European Union civilian missions designed to provide advice and training to the civilian security forces (police, Gendarmerie, Garde Nationale in strengthening their capacities), as well as the EU's Regional Advisory and Coordination Cell (RACC) and the five Sahel states (Mauritania, Mali, Niger, Burkina Faso, Chad) with multi-lateral cooperation within the G5 Sahel, as well as their joint force.

3. Lessons learned

Several key lessons have emerged from past and ongoing investments by Denmark and key partners in the region and beyond that will inform the further development of this regional programme:

Integration of a longer-term prevention approach – in addition to meeting humanitarian needs, there is a need to better understand and address how climate change exacerbates the root causes of fragility that fuel conflict and irregular migration.

Lack of a holistic focus – results from the identification report indicate that although Danish and partner supported initiatives in the three countries do cover 1 or 2 of the priority themes (fragility, conflict, forced migration and climate change), there are very few examples that adopt a holistic approach. As a result, there are still significant gaps in understanding at programme and policy levels in the region around the interlinkages between these concepts. In this regard, initiatives related to natural resource management and land access issues are increasingly important themes when viewed from a preventive and climate sensitive approach.

Gender and youth¹⁰ -the relation between gender equality and conflict prevention have been made both at the global and regional normative levels, as well as through peer-reviewed research.

Stronger partnerships – Successfully operationalizing a prevention and climate sensitive agenda is contingent on working more closely together with partner across the HDP Nexus while gradually strengthening absorption capacities of national stakeholders. Lessons learned from past and ongoing efforts in the region also underscore the importance of leveraging other DK and partners supported programmes that can add value to the proposed regional programme. An example could be leveraging the DK supported WFP programme in the region that also focuses on IFI and UN and national partner collaboration around common approaches to data collection that can inform engagements across the HDP nexus. Absorption capacity of national/local partners needs to be factored as COVID 19 and other security related issues is resulting in the delegation of responsibility during project implementation.

A joint evidence base – the importance of evidence was reflected in the findings of the identification report is required to promote collective action among policy, program and research partners engaged across the various sectors in the HDP Nexus. This evidence base needs to leverage existing data that is collected while integrating dimensions that capture longer term trends.

Poor coherence and linkages between programme and policy initiatives – results from the identification report pointed out that there is a need for stronger coherence between programmes and better linkages between programme, policy and research stakeholders. Like-minded partners articulated a need and appetite to consolidate ongoing research efforts to better inform collective efforts to promote shared understanding around the linkages between climate change and fragility, conflict and forced migration.

¹⁰ In 1995 during the Beijing World Conference on Women, the UN's Economic and Social Council (ECOSOC) emphasised the need to enhance the status of women to strengthen global stability and security efforts.¹⁰ In October 2000 when adopting the landmark resolution 1325, which formally established the women, peace and security agenda, the UN Security Council outlined the importance of women participating in conflict prevention and resolution efforts.¹⁰ In 2004, the Organization for Security and Co-Operation in Europe (OSCE) described how the equal rights between women and men and the protection of women's rights are essential to peace and sustainable democracy but also that the achievement of gender equality contributes to comprehensive security.¹⁰

4. Thematic Priorities

This programme aims to focus and complement ongoing and planned regional and cross-border responses, by Denmark and partners. It will do so through targeted support that integrates a longer-term¹¹ preventive, climate-sensitive approach to root causes that drive fragility, conflict and irregular migration and forced displacement. Four Thematic Areas have been identified:

- A. Promote and consolidate a more climate-sensitive approach in peace and stabilization initiatives in crisis areas.
- B. Support resilience in host communities and less affected areas to better integrate a prevention-focused, climate-sensitive approach when addressing the linkages between fragility, conflict, irregular migration/forced displacement and climate change
- C. Support the integration of climate change hazards in collective risk mitigation mechanisms at the national level.
- D. Strengthening coherence between programme and policy, capacity building and action research.. This is a cross-cutting theme that will be applied to all the engagements under each of the four priority themes.

All four thematic areas will contain strong, cross-cutting components around the promotion of human rights and gender equality that will inform the implementation process. These thematic areas were defined through a broadly consultative identification phase¹² and reflect and complement Denmark's strong position in the region, given longstanding bilateral relationships with the governments of Mali, Niger and Burkina Faso and the lessons built up in the past and ongoing national and regional investments. This enabled the programme to draw on the wealth of Danish and partner experiences and results across the region.

The Programme will include realistic milestones and targets within the frame of regional peace and stabilisation objectives. It therefore focuses on activities that are distinct from but complementary to bilateral country programmes and military engagements, as well as the second phase of the regional Sahel Peace and Stabilisation programme. In addition to achieving its own objectives, it is expected that this proposed programme, with its long-term prevention focus, will contribute to intermediate or enabling results that can create space for facilitating sustainable development across the wide gamut of the Danish investment portfolio in the region. The Programme will have a prominent emphasis on strengthening a collective learning architecture at programme and policy levels. Ostensibly, the programme will also function as a platform for expanding strategic partnerships with key donors and partners across the region who are gradually addressing longer term root causes to fragility, conflict and forced displacement/migration through a

¹¹ A long-term climate change perspective will include not just addressing immediate challenges of displacement and migration, whether related to conflict, droughts, floods or lack of viable livelihoods but also underlying compound risks that drive these negative dynamics

¹² This included a scoping mission (early 2020), the development of the priorities and principles paper, and more recently the identification report phase involving over 50 key informant interviews of policy, programme and research stakeholders across the broader community of practice. Mo

climate sensitive lens. A detailed, preliminary results framework will be developed in the programme formulation phase

The following sections provide an overview of the four thematic areas and their corresponding (emerging) theories of change. Each of the various proposed line engagements are then listed under each of the four thematic areas of intervention (see table in the summary for a brief overview of the thematic areas and engagements)

Thematic priority A. Promote and consolidate a more climate-sensitive approach in peace and stabilization initiatives in crisis areas.

Emerging theory of change – If stabilization initiatives include climate change vulnerability into their analyses and climate adaptation strategies into their operations, **then** livelihood restoration activities will be more sustainable, affected populations will be globally more resilient to climate and other environmental hazards, there will be less conflict over natural resources and displacement/migration will decrease.

Engagement 1. Support to UNDP Climate Security Action in the Sahel.

The expected duration for the Danish support will be two-years (2022-2024) with an estimated budget of DKK 45 million.

Support will be provided to UNDP to an effort to strengthen climate security action in Sahel, both at the regional level and in crisis areas in Mali. The partnership will bring together bilateral and multilateral action to significantly increase climate ambition in the Sahel countries and integrating in new and more effective ways climate in the multi-partner efforts on conflict prevention, peace building and development in the region. The partnership will leverage UNDP's role as thought leader and its integrated approach to climate action, ensuring that climate is addressed across all dimensions of the Humanitarian - Development - Peace (HDP) Nexus.

To achieve this, the engagement will adopt an integrated approach to climate related security risks that combines elements of human security, ecosystem-based approach to climate change adaptation, and human rights-based approach to governance and peacebuilding. It will invest into (i) regional and local institutions; (ii) in civil-society organizations including women's group and producers' associations; as well as (iii) in new information and digital technologies.

It will build on the experience and comparative advantage that UNDP has acquired over the years in the field of climate resilience, peace building and conflict prevention, natural resources and ecosystem management and local economic development and livelihoods. UNDP's action on climate security will build upon and strengthen the partnerships that have been developed with key actors in the region including:

- UN agencies such as UNDP and UNEP through the global Climate Security Mechanism, and with UNEP specifically over the creation of a CS facility in the Liptako-Gourma region. UNDP is also more broadly collaborating very actively with other UN sister agencies on resilience building, governance, peace building and conflict prevention through the UN Integrated Sahel Strategy (UNISS) which UNDP is actively supporting the coordination.
- Regional organizations such as the Liptako-Gourma Authority that UNDP is supporting through the creation of a Stabilization Facility; the ECOWAS and the CILSS through a Disaster Risk Reduction project across 7 countries of the Sahel which include Central Sahel countries; and the G5 Sahel.
- Broader development community. UNDP is a member of the Sahel Alliance, which provides a platform to coordinate development support in the G5 Sahel region.

Support will consist of one package or "umbrella programme" initially directed towards the

Climate Security Programme of UNDP in Mali, strengthening of UNDP's regional advisory team on climate-security issues, and support to the regional UNDP initiative on climate security.

Climate Security in the centre of Mali (Mopti area) 2021-2025.

The overall outcome of this programme, co-funded by the Global Environment Facility (GEF), is to create an enabling environment to prevent violence and manage resource conflicts through inclusive and just natural resources governance institutions and climate change resilient communities, targeting especially the full contribution of women and youth for environmental sustainability in the Mopti region. The programme has four main expected components¹³:

- Enhancing land and water governance systems and inclusive conflict management practices to reduce conflict risk factors (support to Community resource management committees; capacity strengthening on land tenure/conflict management/security of state authorities and communities).
- Improving community resilience through energy efficiency that decreases vulnerabilities to climate change
- Strengthening disaster risk management capabilities to reduce communities' vulnerabilities to climate change: strengthen risk information management, emergency response capacities, support to national early warning/action systems; building a strong institutional basis for the implementation of disaster risk reduction measures.
- Strengthening sustainable management of natural resources capacities to enhance resilience to climate change: sustainable land and water use practices, management of protected areas and biodiversity, re-greening and plant regeneration.

A pilot phase has been approved and a full proposal is being developed for 2020-2025. This programme seeks to reduce and manage the risks of resource conflict by addressing land governance, especially focusing on local environmental management mechanisms, and supporting sustainable NRM practices. It will focus on local reconciliation and sustainable and risk-informed development of the rural economy in order to unlock the communities' conflict prevention and resilience building potential of communities and to improve social cohesion. The regional approach will ensure engagement in the two other Central Sahel countries and the basis for subsequent scaling up and replication of Mali support in these countries.

Geographic and demographic coverage: This engagement will concern conflict-affected areas of the three countries: cross-border (Liptako-Gourma Area) and internal (Mopti/Center Mali). Support is directed towards the vulnerable populations of these areas: farmers, pastors, displaced people.

Financing and operating modalities. Denmark holds a strategic partnership agreement with UNDP and is co-financing UNDP action, particularly through its "GPCR" (Governance, Peacebuilding, Crisis and Resilience)¹⁴ funding window¹⁵. Danish funding inside this framework is not targeted towards a particular programme, however there could be a possibility for contributors to do so. Alternatively, there is still the possibility to earmark funding for a certain geographical area or thematic line. In this context, a Danish contribution to the UNDP action in the Sahel on climate

¹³ the programme will conduct a localized, detailed research to better understand contextual conflict risk factors as well as the ability of systems to manage stressors and shocks, in the form of a "joint climate-security risk assessment". This study will be implemented not only for Mopti but for the whole country ; in collaboration with UNEP and MINUSMA. It will help develop recommendations on potential positive and negative interactions between UN climate security risk programming and conflict dynamics in the Mopti region, and will inform the Mopti programme's challenges and key activities.

¹⁴ See the funding windows portal : <https://www.undp.org/content/undp/en/home/funding/funding-windows/allocations.html>

¹⁵ With an annual contribution of 150 millions DKK among which 55 millions DKK for the G5 Sahel.

and security would be formalized, under an umbrella programme, in one of the following two ways:

- Through additional Danish funding to the GPCR/Climate Security window, referring to the existing general strategical partnership between Denmark and UNDP. Depending on the possibilities offered by UNDP (to be confirmed), this funding could be either:
 - o Earmarked for “climate security” actions in Mali, Niger and Burkina Faso.
 - o Channelled towards a list of pre-identified projects and programmes: Regional Stabilization Mechanism in Liptako-Gourma, Climate Security project in the Mopti region, etc.
- Through a particular agreement on a bilateral basis between Denmark and UNDP for funding actions in a determined country. An agreement model already exists that has been elaborated by Denmark and UNDP.

Local solutions delivery model. National NGOs and Local governments (particularly for the Regional Stabilization Mechanism, where the restoration of the state authority at the local level is at the core of the programme).

A Phased approach. It is suggested that funding could be mobilized in two phases: An initial contribution in 2022. A possible follow-up contribution from 2024 onwards (tranche 2) that will be informed by a programme review conducted in 2022 and the analyses generated by the action research agenda. This would be funded by the unallocated funds.

Strategic Justification. Until recently, climate change has remained a blind spot in peacebuilding and post-conflict stabilisation efforts. Today, the tackling of climate-related security risks is still a nascent but fast growing workstream within UNDP/UN System and stabilisation facilities as an important UNDP initiative. Crisis areas, such as in the Liptako-Gourma region suffer, even after being taken over by military forces. A series of constraints that hinder stabilization and recovery processes: destroyed infrastructure, absence of basic services, absence of the state and its structuring institutions and services, such as schools, destruction of livelihoods and the environment and conflicts on land and natural resources. To respond to these constraints, several programmes have been intervening, often on a regional basis. These programmes are increasingly adopting a “quick stabilization” approach aimed at setting up the basic structures that will prevent these areas from being soon re-occupied by armed groups by: strengthening security forces, rebuilding infrastructures, organizing basic services, supporting the restoration of a protective state (local authorities) and finally, supporting livelihoods. UNDP is working with the UN Climate Security Mechanism (CSM) established in October 2018 (funded by Sweden, Germany, Norway, and the United Kingdom) to mainstream climate-related security risks into its interventions in the Sahel. A Climate and Security Risk Expert was posted to the stabilisation task team in the Secretariat of the LGA under the UNDP/CSM project in March 2021, as the first dedicated expert working on climate security in the region. This strong commitment of UNDP on climate-security related issues in the Sahel, both at a research level and at an operational level, makes it a relevant interlocutor and partner in addressing the interlinkages between climate change – conflict/security – migration/displacement issues. This thematic issue falls under UNDP’s Prevention Offer and output 2 of the Conflict Prevention, Peacebuilding and Responsive Institutions (CPPRI) Global Programme (2020-2022). It has the following objectives, that are aligned with thematic orientations of the programme:

- Climate-proof prevention, peacebuilding and stabilisation,
- Ensure peace-positive mitigation and adaptation,
- Deliver integrated approaches to climate action and sustaining peace,
- Strengthen the capacity of regional entities and cross-border approaches to address climate-related security risks, and

- Ensure mainstreaming of gender and women's empowerment.

The partnership will build on UNDP's major role in the Sahel, including as member of the Sahel Alliance and lead on governance within the Alliance and the UN Integrated Strategy on Sahel (UNISS). Most concretely, it builds on UNDP's policy and large-scale programmatic role in the region, including UNDP's sustainable land management/drylands offer (UNCCD Strategic framework, support to Great green Wall Initiative, etc.).

Engagement 2. Support to the PATRIP foundation for its stabilization actions on border areas of the Sahel region, including the mainstreaming of environmental and climate-related issues

The expected duration for the Danish support will be a three-year period (2022-2024) with an estimated budget of (DKK 25 million).

The PATRIP¹⁶ foundation is an initiative launched by KfW and the German Ministry of Foreign Affairs, that channels funds into cross-border projects aimed at increased stability and integration in fragile regions. Historically engaged in Central and South Asia, PATRIP has been working in fragile border areas of the Sahel region (Mali, Niger, Burkina Faso) for three years.

PATRIP's approach consists of combining basic infrastructure with cross-border political dialogue between communities and state administration. PATRIP operates through thematic/geographic calls for proposals directed towards a pre-selection of partners (mainly international and national NGOs). A technical team (in West Africa) manages partnerships and monitors the projects, and peer exchange between partners is promoted through regular meetings.

In the Sahel, a pilot participation of the Mali-Denmark bilateral cooperation programme to the fund in 2020¹⁷ allowed to mainstream environmental and climate considerations into PATRIP's approach : this was done through opening the 2020 call for proposals not only to climate-smart infrastructures and political dialogue initiatives, but also to associated activities: local planification, work on livelihoods, value chains, employment, ecosystem management.

New support from Denmark will strengthen and up-scale this mainstreaming of climate-smart approaches into PATRIP's stabilization actions in fragile border areas, with a regional perspective.

Geographic and demographic coverage. The PATRIP foundation's calls for proposals concern different fragile border areas around the Burkina Faso-Mali-Niger triangle (e.g : Liptako-Gourma; southern frontier of Burkina Faso), with a rotating approach allowing to going back to a given area to consolidate actions after 2 or 3 years.

Financing model. Support from Denmark will be channelled through calls for proposals (2022, 2023) that will be co-constructed by PATRIP and Denmark. The "calls-for-proposals" system allows for a learning process and a phased approach and offers possibility of further financing, after 2023, through unallocated funds.

¹⁶ In reference to Pakistan Afghanistan Tajikistan Regional Integration Programme, the original area of intervention of the foundation.

¹⁷ CCASFBA partnership ; Results of the call for proposal are expected for April 2021

Strategic considerations and justification. Besides the consistency with the objectives (regional approach; climate-conflict-displacement interlinkages) and Thematic Priority A, PATRIP offers a singular 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. PATRIP is a recommended joint financial vehicle for the Sahel Alliance of which Denmark is member.

Linkages to the regional programme's action research

Support to the PATRIP foundation will enable

- deepening of partnerships with key donors such as Germany who also fund the foundation and the broader Sahel Alliance.
- improved coverage of cross border dynamics across all three countries of the central Sahel region;
- (c) provide a vehicle to include the engagement of CSOs national, and international – including Danish NGOs operating in the region who are frontier actors in areas with poor government presence;
- support to collective efforts to avoid parallel programming and help promote a greener joint financial vehicle for an integrated approach in the Sahel
- The PATRIP Foundation will be able to dovetail neatly into the action research agenda thereby strengthening programmatic linkages between the broader programme and select policy initiatives by DK and partners. The modus operandi will entail using the results of the action research agenda to inform and formulate calls for proposals for individual cross-border community projects. Through this innovative modality, the regional programme will be able to generate actionable evidence that inform short pilots while supporting CSOs, NGOs in volatile operating environments. The information generated will strengthen the broader evidence based being developed by the action research agenda that in turn will strengthen coherence around linkages between FCMCC at policy and programme levels. Furthermore, the programme will be able to leverage the PATRIP foundation's external third-party monitoring and implementation support team including an environmental / climate change expert based in the region.
- strengthen coherence at policy and programme levels since many of the like-minded donors are already engaged in separate learning initiatives in the region (viz. Adelphi, SIPRI, Clingendaal)
- ease the draw on resources at the embassy level since this line engagement will potentially make use of the senior technical advisors that will be deployed in the region (see action research agenda below for details)

Thematic priority B. Support resilience in host communities and less affected areas to better integrate a prevention-focused, climate-sensitive approach when addressing the linkages between fragility, conflict, irregular migration/forced displacement and climate change

Emerging theory of change. If resilience projects in host and less affected areas put a stronger focus on using climate adaptation tools, methodologies, strategies and actions, particularly in agriculture and natural resource management, **then** resilience building and management of conflicts over resources and land will be more efficient.

Engagement 3. Support to the IFAD ASAP+ targeting climate change adaptation of smallholder farmers

The expected duration for the Danish support will be a three-year period (2021-2024) and

estimated budget of DKK 190 Million,

IFAD has developed two initiatives, as funding windows, which contribute to channelling climate funding towards smallholder farmers and increase climate concerns in rural development projects. They fall under the 2RP (Rural Resilience Programme), an innovative umbrella programme, working as a trust fund, that consolidates multiple sources of financing channelled to small-scale producers and their communities. The ASAP+ Initiative is the first pillar part of IFAD's 2RP trust fund. ASAP+ will bring climate finance to agricultural development projects. ASAP+ aims at enhancing small producers' resilience to climate change and at mitigating climate change. ASAP+ funding will primarily be tied to underlying IFAD projects, with IFAD core financing. This is expected to influence and build-in climate concerns to consolidate projects by supporting the following activities:

- Climate services – enhancing the use of climate information for decision making and planning investments to increase resilience.
- Natural resource management and governance – strengthening the participation and ownership of smallholder farmers in decision-making processes and improving technologies for the governance and management of climate-sensitive natural resources.
- Women's empowerment – increasing the participation of women in and their benefits from climate change adaptation activities.
- Nature-based solutions with high potential to decrease the vulnerability and enhance the resilience of smallholder farmers to climate change, while promoting ecosystem restoration.
- Carbon-sequestration, including through streamlining renewables (mitigation of climate change).

ASAP+ expects to increase resilience to climate change of 7-10 million vulnerable persons/households at a global scale.

The theory of change and core objectives of funded projects, must introduce climate change as a central driver of food insecurity. In particular, the project selection criteria will include:

- A clear relationship in the theory of change between climate change and food security;
- An explicit assessment of historical trends and future climate projections, impact and rationale for adaptation strategy. It is important to note that under ASAP+, not only climate adaptation but also mitigation of climate change is to be funded.

Building on lessons drawn from the first two phases of ASAP, the following approaches will be adopted in project design and implementation: (i) development of a project-specific climate resilience index and scorecards; (ii) greater emphasis on adaptive capacity and systemic change; (iii) a full assessment of the potential for maladaptation; and (iv) strengthened local ownership and exit strategies based on community driven approaches.

A specific tool allows to monitor project impacts, the ASAP+ Results Management Framework. ASAP+ fund is in the final stages of preparation. Given the financial structure and arrangements of the 2RP trust fund ASAP+ is part of, the Danish support will be directed towards the whole fund, not specific regions, countries and/or thematic priorities (see financing model).

Geographic and demographic coverage. ASAP+ fund has a global dimension. It includes all three countries targeted by the green initiative (Mali, Burkina Faso, Niger).

Financing model. ASAP+ has started mobilizing funds since december 2020, with a target of 500 millions USD. Apart from IFAD member states¹⁸, IFAD is also working to mobilize resources from non-Member States, non-sovereign donors and global funds in support of ASAP+. Funds will be managed will be managed under the 2RP trust fund ASAP account.

ASAP+ primarily seeks to bring additional funding to underlying IFAD, with IFAD core financing through its programme of loans and grants, in order to optimize project implementation and build-in climate concerns. The main driving force of ASAP+ will be to bring climate finance to agricultural development projects through grants. In certain circumstances, ASAP+ could finance stand-alone projects, though this will not be the main modality. To enable this type of stand-alone project, ASAP+ goes beyond working through national governments, and puts processes in place to fund projects through non-government organizations.

IFAD has pledged, amongst other commitments, that 50% of core resources will be allocated to sub-Saharan Africa, and 25% of core resources to countries with fragile situations. Moreover, IFAD will also ensure that at least 40% of core resources are climate focussed.

Channelling of contributions: Contributions to ASAP+ will align with the outcome areas of the results management framework of ASAP+ (increasing resilience and stability, mitigation co-benefits and women's empowerment), of which only the first one is linked with Danish priorities. Allocation of 2RP Trust Fund resources (ASAP+ is part of) will be based on climate vulnerability, need, demand and eligibility criteria, aligned with the country strategic opportunities programmes (COSOPs), and keeping in mind complementarity with the IFAD programme of loans and grants.

The COSOP design and implementation process is characterized by wide stakeholder consultation and is also designed to be aligned with the country's poverty reduction strategy and planning framework. Each COSOP identifies key strategic partnerships and development coordination needed in order to maximize IFAD's impact in a country. Consequently, earmarking within [ASAP+] is not possible given the financial structure of the 2RP Trust Fund. However, IFAD Management could discuss how to take into account thematic or geographic priorities of financiers that contribute to the fund.

The overall governance of the 2RP (including ASAP+) will be inclusive: an advisory committee consisting of both member and non-member donors, farmers' organizations and other stakeholders will be established to provide guidance to IFAD regarding knowledge products, policy and global outreach. Denmark will be invited to take part to the 2RP advisory committee, where it would have the possibility to provide guidance to IFAD.

A Phased approach. It is suggested that funding could be mobilized in two phases:

- An initial contribution in 2021, particularly on the possibility of really direct funds towards lines of action that are priority for Denmark.
- A follow-up contribution from 2023 that will be informed by a programme review conducted in 2022 and the analyses generated by the action research agenda. The level of funding may be adjusted

¹⁸ As of today, four IFAD Member States have already announced their support to ASAP+: Qatar, Austria, Ireland and Germany for a total of USD 24.5 million, two of which have signed financing agreements. Discussions are ongoing with several additional donors, including those who contributed to the first phase of ASAP, such as the UK, Canada, Norway, Switzerland, France, USA and others as well as several foundations. A proposal for funding from the Green Climate Fund (GCF) for approximately 150-200 million is under preparation.

Local solutions delivery model. ASAP+ funding is implemented through national states (which means they can be blended with other types of funding). IFAD projects are managed by the government through Project Management Units (PMUs) established to manage projects in country. Additionally, partnerships can be implemented with operating agencies (e.g., FAO, WFP, NGOs).

IFAD funds support a lot of different projects; implementation modalities in the field are very diverse, with the global objective of bringing climate finance to smallholder farmers:

- National NGOs, through conventions with the government or multilateral entities.
- Decentralized services of the State.
- Local authorities.
- Farmer Organizations.

Strategic Considerations and Justification. Only 1.7% of global climate finance flows to small-scale production as of 2018; IFAD's approach to channel climate funding towards smallholder producers to help them build adaptation strategies, can be a strong lever to help preventing conflict and displacements arising from environmental constraints worsened by climate change. The core objective of ASAP+, that is to increase resilience by build-in climate concerns in previously IFAD-funded projects, is well aligned with thematic priority B.

Additionally, ASAP+ can rely on a strong internal thematic expertise and lessons learned from the two previous programmes, to develop efficient approaches to concretely mainstream climate change considerations in projects: inter alia, any funded project must include a detailed analysis of historical trends and future climate change projections, a vulnerability analysis, identification of associated impact and a rationale for the selected adaptation strategies.

Engagement 4. Co-financing of a Netherlands programme focusing on resilience-building and adaptation to climate change in Mali (assessment pending)

The expected duration for the Danish support will be a two-year period (2023-2024) with a preliminary budget of DKK 20 million. Discussions are ongoing between the MFA and the Netherlands to cooperation modalities around one of the following two options of which one will likely be selected:

- **PASARC II-CCC (Mali):** Support Programme for Food Security and Population Resilience to Climate and Social shocks – Conflicts – Climate Change (2018-2023). This project focusses on the link between conflicts and climate change, with two main orientations : (1) Development of agricultural value chains and entrepreneurship ; (2) Enhance sustainability of NRM, land tenure security, stability/social cohesion and trust in local governments through supporting collaborative GIRE/NRM in the framework of a social contract between stakeholders ; conflict prevention. This programme is implemented by the Near East Foundation.
- **STAMP+ regional project:** Sustainable Technology Adaptation for Mali's Pastoralists implemented by SNV (EKN, NL Spatial Agency, SNV, Private sector-Orange Mali, local NGOs, Pastoralists). This project develops a service that provides updated information based on geo-satellite data and data collected in the field (availability of biomass, surface water, concentration of livestock and prices on the markets) as well as advice on best practices for animal health, and an adapted range of financial products adapted to the needs of breeders. The objective is to improve the resilience of (agro-) pastoralists affected by

extreme climatic phenomena. *[Funding this project would allow a specific support to pastoralists, at the core of NRM and climate-related conflicts and displacement, and often neglected in adaptation funding.]*

Thematic priority C. Support the integration of climate change hazards in collective risk mitigation mechanisms at the national level.

Emerging theory of change - IF disaster risk management and climate change adaptation measures are included in social safety nets, and IF coverage is extended, THEN communities and authorities will be more self-reliant in responding to and anticipating shocks, while incrementally addressing the underlying risks that drive them.

Engagement 5. Support to the WBG's Regional Programme on Adaptive Social Protection (SASSP). It aims at reinforcing national, government-led protection programmes with an "adaptive" approach that aligns support to a number of variants, among which climate change

The expected duration for the Danish support will be a three-year period (2021-2024) with an estimated budget of DKK 190 million.

The "adaptive" approach integrates social protection interventions with disaster risk management and climate change adaptation measures to better anticipate and respond to shocks. With its strong emphasis on supporting data and information from national databases and partners, this programme is also well suited to inform the fourth thematic area: action research. The SASSP programme already benefits from Danish MFA support with DKK 40 million from 2020, directed at a COVID-19 response. The programme is well suited to support the integration of climate change in national-level prevention and resilience mechanisms, also contributing to preventing conflict and migration.

The "adaptive" approach integrates social protection interventions with disaster risk management and climate change adaptation measures to better anticipate and respond to shocks. To do so, the programme supports and uses information from national databases (among which hydrometeorological, but also prevision on harvest, etc.); and develops early warning systems. The programme seeks to address vulnerability to the two types of shocks, crisis and slow onset, with two types of actions: (1) support resilience of households, cash for work, livelihoods, food security, scholar meals; (2) shock response mechanisms: seasonal response, early warning, targeting mechanisms, etc. A particular component is dedicated to displaced people ("internally displaced food security response") based on HIMO works, income generating activities, peacebuilding/social cohesion, monetary transfers, etc. An analytical/technical assistance component is implemented directly by the World Bank. During its first phase (2014-2019), the SASPP supported the design and introduction of foundational ASP systems. As of 2019, nearly 2 million people across the Sahel benefited directly from innovations and programmes with SASPP support.

The programme is now entering its second phase (2020-25) with a focus on systematically strengthening adaptive social protection systems in order to expand the reach of shock response cash transfer programmes through a mix of (cross-) country knowledge work, investments in design and piloting innovations. The specific objectives are: (i) Increasing coverage of adaptive social protection programmes and accompanying productive economic inclusion and resilience measures; (ii) Scaling up shock response capabilities of cash transfer programmes with strong linkages with climate early warning systems; (iii) Strengthening social protection delivery systems

like adaptive social registries and digital payment mechanisms; and (iv) Developing and reinforcing disaster risk financing strategies to mobilize financing swiftly when shocks hit.

Geographic and demographic coverage. This engagement, through the support to SASPP, will concern all three countries targeted by the Danish green initiative. It is directed towards vulnerable populations of the countries, relying on social registries established in the framework of social protection programmes. A particular line of action targets IDPs.

Financing model. This programme is a trust fund co-funded by several donors (WB, DFID, AFD, BMZ, Danish MFA on the “Covid-19” window). The majority of SASPP financing is disbursed in the form of direct grants to governments for piloting innovative ASP programmes with partnerships with several types of operators for implementation (e.g., multilateral agencies: WFP, FAO, ECHO). The remaining resources managed by the World Bank are used for technical assistance efforts in each country and for creating and disseminating knowledge and good practice lessons across countries¹⁹. Country activities are embedded and integrated in the ongoing WB effort to strengthen adaptive social safety net systems through projects supported by the International Development Association (IDA). Funds are allocated to countries according to their situation and needs: programming is made at the national scale.

Discussions are ongoing between the MFA, the World Bank and the others partners to softly earmarking the potential Danish support to Central Sahel, and to include new measures of target groups (IDPs and host communities) in the results framework, including additional knowledge products on climate change and migration.

A Phased approach. It is suggested that funding could be mobilized in two phases: An initial contribution in 2021 to and direct funds towards lines of action that are priority for Denmark. A follow-up contribution from 2023 onwards that will be informed by a programme review conducted in 2022 and the analyses generated by the action research.

Local solutions delivery model. Solutions are implemented through governmental programmes on safety nets, supporting existing systems (such as the Jigisemejiri social nets programme in Mali), which allows building capacities of institutions on a long-term basis. The programme also relies on multilateral agencies and local NGOs in the field. The organization may differ between countries benefiting from the programme and depend on the type of activities (cash transfer, cash for work, social cohesion, etc.).

Strategic Considerations and Justification.- To respond the challenge of including climate change adaptation in collective risk mitigation strategies at the regional level, the World Bank’s programme offers a regional, government-led mechanism which is coherent with the focus of Denmark for the CCDMP. The mechanism relies on a strong registry system, partnerships with multilateral organizations, and has a specific window for IDPs, which is consistent with the wish of Denmark to address the displacement and migration issues.

Thematic priority D. Strengthening coherence between programme and policy, capacity building and action research.

This thematic priority is cross-cutting and will inform and be informed by the results generated by the regional programme’s portfolio of line engagements under each of the other three thematic priorities.

¹⁹ Regional themes span (1) analysis of poverty impacts of climate and other shocks, (2) the design of climate shock-responsive ASP programmes and delivery systems, (3) building evidence on productive inclusion and women’s empowerment programmes, and (4) how to deliver social protection in contexts of fragility and forced displacement

Engagement 6. Support to a Team Europe Initiative (TEI).

The expected duration will be a three-year period (2022-2024) with an estimated allocation of DKK 125 million.

Funds will be reserved for strengthening European collaboration and coherence through potentially a new Team Europe Initiative starting in 2022. In line with the strategic objectives of this programme, the initiative may possibly focus on strengthening policy and programme coherence through a series of actions, e.g. action learning locally, capacity building as well as support to civil society. The actual content will be developed in collaboration with the EU Commission and potential European partners.

Denmark submitted a brief proposal to the EU Commission aimed at strengthening European collaboration on climate, conflict and migration in Sahel. At the beginning of the new NDICI programming cycle this was considered the right timing to explore options for more European coherence and integration on these priority issues. Initial dialogue has confirmed the interest from the EU Commission to continue explore the options for developing a deeper partnership in Sahel.

The proposal is to develop a Team Europe Initiative with Denmark taking a leadership role on a new initiative with a focus climate change, conflict and migration in Sahel. The strategic approach of this programme should guide the development with the four thematic priorities framing the potential actions. The proposal will be further developed and the particular actions will be decided in collaboration with the EU Commission and other interested parties. It has been indicated that an element of the TEI should be locally led action research, as this area has been identified by inter alia European partners in the identification phase leading up to this concept note as a gap in the current aid architecture in Sahel. The level of ambition of the TEI will be determined in view of the level of commitment by others to supplement the tentative Danish allocation of DKK 125 million.

This proposal is that the TEI will be managed at the Danish embassies in Mali and Burkina Faso with an administrative set-up including 2-3 international advisers with local support. There will be a governance set-up to ensure strategic guidance and approval of work plans etc.

The proposal is designed after the experience from the Danish led multi-donor European initiative - Regional Development and Protection Programme (RDPP) in Jordan, Lebanon and Iraq. The RDPP is a European response to the protection and development challenges emanating from the Syria crisis. Some of the key features are that RDPP is able to respond to local demands in an agile and flexible manner, and its focus on research and advocacy is an inspiration for a similar model in the Sahel but with a thematic focus on climate change, conflict and migration. RDPP was launched in 2014 as a multi-donor European initiative supporting Lebanon, Jordan, and Iraq to better understand, plan, and mitigate the impact of the forced displacement of Syrian refugees on host communities. The programme focuses on three thematic areas: (A) livelihoods towards durable solutions, (B) upholding and expanding protection space, and (C) research and advocacy. RDPP is currently supported by the Czech Republic, Denmark, the European Union, Ireland and Switzerland, and it has mobilised more than the euro 54 million for the second phase., .

If there is buy-in among partners for a Team Europe Initiative additional funding might be mobilised to support also the deployment of advisors to lead the programme. They will be embedded at the two Danish embassies in Ouagadougou and Bamako to strengthen operational

linkages and coherence between programme and relevant policy initiatives. If the Danish proposed TEI is not accepted, funds could be allocated to other relevant TEIs, if any, in the region to strengthen European Union collaboration and engagement in Sahel.

5. Possible priorities for unallocated funds

Proposals for the use of the unallocated funds (DKK 200 million) in 2024 will be prepared by the MFA during the first half of 2023.

Aligned with the need for the programme to be agile and adaptive, around 25% of the total financial envelope to address the unexpected. It can also be used to capitalize on emerging political and programmatic entry points that support critical regional processes relevant to programme objectives. These decisions will also be informed by the evidence being generated by the programme, specifically, the action research agenda

Unallocated budget will follow the overall programme portfolio. Essentially, they will be directed to support the various engagements within the scope and defined priorities outlined in each of the four thematic areas. The priority in programming the unallocated funds will be to extend or expand existing engagements with a focus on strengthening partnerships and collective evidence base. The unallocated funds will primarily be spent based on an ongoing performance assessment of partner engagements.

6. Partner criteria

Partners shall have the necessary mandates to operate in conflict prone and fragile environments, and have documented experiences from the geographic areas, skills within the field of operation, and preferably have geographical coverage in the three target countries. Priority will be given to supporting ongoing initiatives by partners, and the willingness for partners to espouse the priorities of the regional programme.

7. Technical assistance, monitoring and evaluation and reviews

Each engagement partner shall be responsible for monitoring and reporting on the agreed expected outputs and outcomes through the agreed indicators developed during the formulation process.²⁰ The partners will also need to commit to design and implementation of the action research to strengthen coherence across policy and programmatic spheres of the programme.

It is proposed to establish a programme task force to ensure coordination, monitor implementation and ensure learning and knowledge sharing cross the various engagements and other relevant and related initiatives. The task force will meet regularly to give strategic guidance to the programme. The task force will consist of MNS (lead), the two embassies in the region, the UN Missions in New York and Rome and possibly other departments and missions on an ad hoc basis. The task force will also coordinate and ensure Danish representation in the

²⁰ Practically speaking, that means much greater emphasis on 1) having well-defined theories of change that partners test in implementation; 2) ensuring reporting strongly captures lessons learned and not just “what” is working (or not) but “how” and “why”; 3) setting results frameworks that not only have SMART indicators, but also clear milestones that can help determine whether the engagement is on or off track, and whether this is due to exogenous factors or inherent limitations of the partners.

governance structures established in the engagements supported by the Programme, i.e. by IFAD, World Bank, UNDP, Netherlands and the PATRIP Foundation.

Representatives from the Department of Migration, Stabilisation and Fragility (MNS) and embassies, along with the task force will undertake the main part of the monitoring of results and activities through dialogue with the partners. This will include reviewing the theory of change and the risks on a biannual basis.

It will be considered how the programme could strengthen local coordination and coherence in Niger, Mali and Burkina Faso, where Danish embassies are present. Advisers may be embedded in partner organisations in the two countries and enable them to participate in and promote stronger coordination and more coherence.

In line with providing quality support to agile and adaptive programming in a challenging operating context, the programme will include the possibility of services for third-party monitoring. A budget line will be allocated to technical assistance, M&E, mandatory reviews, periodic audits, ad hoc monitoring and Third-Party Monitoring (TPM), and possibly a new programming phase, with due adherence to procurement rules.

DKK 5 million will be reserved for reviews and monitoring in 2022 – 2024. An inception review is planned for early 2022 to assess, and as needed appraise, the proposed TEI and support to the Netherlands. A mid-term review in early 2023 will assess proposals for use of the unallocated funds.

8. Communication on results

Communication of results achieved will be an integrated part of the regional programme. Communication shall be a coordinated and inclusive effort between the SPSU, the relevant Ministry departments in Denmark and the Danish Embassies in the Sahel region. The communication component will be part and parcel of the proposed action research agenda (thematic area four) which cuts across the broader portfolio of line engagements. For each of the engagements, communication plans will be developed specifying target group audience, i.e., local/regional stakeholders, stakeholders in Denmark (decision makers, the public, etc.), academia, various experts and others, with a variety of media to be used for communication and dissemination of both short and long-term results.

9. Sustainability and exit strategy

The exit strategy will be reviewed periodically during the programme formulation and reassessed in the mid-term review scheduled for early 2023. Considerations of “exit” will have to be linked to the evolution of conflict and stability in the region, as well as of the development of the partners and select national and regional stakeholders to regional actors’ capacity to address the associated challenges.

10. Risk management

The Programme will be implemented taking into account and trying to mitigate a range of contextual, programmatic and institutional risk factors. Two overarching risks require attention in the Sahel operating context, as most engagements will be implemented through international partner organisations and NGOs (i.e. no direct partnership with regional/national partners) and often in severely insecure areas.

First, this may present some inevitable challenges around national and regional institutions' ownership.

Second, access to some parts of the programme areas will likely be hampered due to evolving contextual risks (a combination of security, infrastructure, and environmental) . In turn this will stymie regular monitoring by the Department of Migration, Stabilisation and Fragility (MNS) and/or staff at the embassy levels, as well as by the supervisory elements of the various partners.

Therefore, associated risks pertaining to potential mismanagement, from both a financial and a programme quality perspective, will need to be mitigated by i) working with partners that have strong financial management systems and which have previously delivered good quality programmes for Denmark, and ii) establishing partnerships with OR working with partners who have access to different monitoring modalities, including the possible use of Third Party Monitoring partners; another mitigation strategy is that in the formulation phase, the Management Committee could outline some guiding principles on the format and scope of mutually beneficial communication efforts.

The table below indicates the preliminary identified risks, likelihood, impact, which opportunities they affect and potential mitigation efforts. The risk assessment will be further developed during the project formulation phase

Risks are categorised as (Low, medium and high). *To be completed during formulation*

Contextual risks

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment

Programmemati risks

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment

Institutional risks

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment

Operational risks

Risk	Likelihood	Impact	Risk response	Residual risk	Background to

Factor					assessment

11. Management set-up

The Programme represents a broader range of stakeholders than traditional development programmes. The programme overall is the responsibility of the Department of Migration, Stabilisation and Fragility (MNS). The management responsibility for some of the engagements (or parts of them) may be decentralised to the embassies in Bamako and Ouagadougou.

It is proposed to establish a programme task force to ensure coordination, monitor implementation- and ensure learning and knowledge sharing cross the various engagements and other relevant and related initiatives. The task force will meet regularly to give strategic guidance to the programme. The task force will consist of MNS (lead), the two embassies in the region, the UN Missions in New York and Rome and possibly other departments and missions on an ad hoc basis. The task force will also coordinate and ensure Danish representation in the governance structures established in the engagements supported by the Programme, i.e. by IFAD, World Bank, UNDP, Netherlands and the PATRIP Foundation.

It will be considered how the programme could strengthen local coordination and coherence in Niger, Mali and Burkina Faso, where Danish embassies are present. Advisers may be embedded in partner organisations in the two countries and enable them to participate in and promote stronger coordination and more coherence.

The potential Team Europe Initiative may ensure that programme management advisers be embedded at the two Danish embassies in the region, and this may support local ownership, local solutions, coordination and coherence. Such a TEI may enable Denmark to take a leadership role in fostering coordination and coherence. If successful, a TEI-governance and coordination structure will be established, e.g. in the form of a steering committee on possibly local governance bodies in the countries. The exact form and model for of operation will be developed in partnership with the potential TEI-partners. It could be responsible for such issues as programme and policy related issues, information-gathering, M&E reporting, action research, facilitation of programme processes such as reviews, as well as facilitating the bi-annual meetings.

The proposed engagements will be subject to an inception review in early 2022, which will also be used to assess alignment with the emerging contextual developments and needs, with the view of informing the allocation of second tranches, and new initiatives.

12. Indicative Partner Budget

The total financial envelop is DKK 800 million for four years.

Tentative Partner Budget and Phasing (millions):

Partner	2021	2022	2023	2024	Total
World Bank	100		90		190
IFAD	100		90		190
UNDP		45			45
TEI		125			125
PATRIP		25			25
Review		5			5
Netherlands			20		20
Unallocated				200	200
Total	200	200	200	200	800

Annex A: Preliminary Process Action Plan (2021).

Preliminary – to be completed

Task	Timing	Resp.	Docs.
Danida Programme committee meeting	May	MNS	Programme document draft
Finalising programme document	May-August	MNS	Draft grant documentation
Appraisal	June	MNS	
Finalising annexes to programme document	August	Consultant	Programme Document
UPR	September	MNS	Programme Document, incl. front page
Finance Committee (2021-allocation)	October	MNS/APD	Aktstykke (Finance act)
Agreements with partners (2021)	November	MNS	Contract

Annex B: Preliminary Results Framework at outcome level

To be completed

Annex C: Preliminary Risk Management Matrix

To be completed

Contextual risks
 Programmatic risks
 Institutional risks

Annex D: Background Analysis Matrix

To be completed

Overall development challenges, opportunities and risks

Emerging basis for a theory of change around climate sensitive approaches to fragility, conflict and forced displacement.
Matching with Danish strengths and interests, engaging Danish actors, seeking synergy
Programming Principles

Annex E: Consultations and Partner Considerations

To be completed

Annex F: Detailed overview of initiatives reviewed

To be completed