

Meeting in the Council for Development Policy 28 October 2018

Agenda item 2

1. Overall purpose For discussion and recommendation to the Minister

2. Title: Climate Change, Conflict, Displacement and Irregular Migration in Sahel 2021-2024 (CCDMP)

3. Presentation for Programme Committee:

20 May 2021

4. Previous Danish support to Sahel CCDMP presented to UPR:

No, this is the first presentation to UPR

PROGRAMME DOCUMENT

Climate Change, Conflict, Displacement, and Irregular Migration in Sahel 2021-2024 (Sahel CCDMP)

11 OCTOBER 2021











Climate Change, Conflict, Displacement and Irregular Migration in Sahel, 2021-2024							
<p>Key results: Increased resilience to climate change in Sahel through: social protection expanded to groups most affected by climate change with a focus on youth and gender; climate-smart agriculture expanded to vulnerable demographic groups; strengthened conflict sensitivity in climate adaptation; and enhanced coherence between climate policy and programmes through a shared evidence base to enhance understanding and tackle linkages between climate change, fragility, conflict and forced displacement.</p> <p>Justification for support: Climate change is a risk multiplier in fragile contexts. However, climate change is not yet a priority for programming in fragile contexts. It is complex as it must combine local, national, regional, and global efforts. Furthermore, the right tools are not yet available for climate sensitivity in peacebuilding programmes, or for conflict sensitivity in climate programmes. When the impacts of climate change interact with other dimensions of vulnerability, the combination can overburden weak states and increase regional tensions, spurring social upheaval and violent conflicts. In addition, conflict itself can lead to severe environmental damages, further undermining the environmental stability in fragile contexts. Implications will be particularly severe for the most vulnerable groups such as youth, women, displaced and host communities, and rural communities (farmers and pastoralists); where the majority is dependent on rain-fed agriculture-based livelihoods.</p> <p>Major risks and challenges: Access may be challenging due to contextual risks (security, infrastructure, and environmental risks). Weak national and regional institutions may also pose risks with respect to ownership. Management-related risks are mitigated through, <i>inter alia</i>, a combination of...</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 annual disbursements	150	200	200	200	50	800
	Duration	Four years					
	Finance Act code.	06.34.01.10					
	Head of unit	Marianne Kress					
	Desk officer	Jakob Rogild Jakobsen					
	Reviewed by CFO	Antonio Ugaz-Simonsen					
	Relevant SDGs						
 No Poverty  No Hunger  Health, Wellbeing  Gender Equality  Clean Water, Sanitation							
 Climate Action  Reduced Inequalities  Life on Land  Peace & Justice, strong Inst.  Partnerships for Goals							
Programme objective: To increase the resilience of vulnerable populations to the impacts of climate change by building their adaptive capacities, as well as those of national and regional partners, to address the root causes of fragility driving conflict, forced displacement and irregular migration.							
Outcome 1: Strengthened community-level resilience to climate impacts in crisis-affected and at-risk areas and communities							
Projects	Partner	DKK Million					
P1. Mitigating Climate-Related Security Risks in the Sahel	United Nations Development Programme	40					
P2. Programme Agro-alimentaire pour la Résilience Intégrée et le Développement Économique du Sahel (Pro-ARIDES)	SNV co/funded with the Netherlands	40					
P3. Team Europe Initiative on Climate, Conflict and Migration	EU Commission etc.	120					
Outcome 2: Strengthened climate-smart agriculture and natural resource management and governance in crisis-affected and at-risk areas and communities							
Projects	Partner	DKK million					
P4. Adaptation for Smallholder Agriculture Programme (ASAP+)	IFAD	190					
Outcome 3: Strengthened integration of climate change hazards in collective risk mitigation mechanisms in vulnerable communities and areas							
Projects	Partner	DKK million					
P5. Sahel Adaptive Social Protection Programme	World Bank	190					
Projects	Partner	DKK million					
Monitoring, Evaluation and Learning, and technical reviews	Consultant company	20					
	Total allocated	600					
	Total unallocated	200					
	Total budget	800					

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List of Acronyms

ACMAD	African Centre of Meteorological Applications for Development
AGRHYMET	Agriculture, Hydrology and Meteorology Regional Research Center / Centre Régional de Formation et d'Application en Agro météorologie et Hydrologie Opérationnelle
AMG	Aid Management Guidelines (Danida/MFA)
APD	Africa, Policy and Development Department (MFA)
ASAP	Adaptation for Smallholder Programme
ASP	Adaptive Social Protection
AU	African Union
CCDMP	Climate Change, Conflict, Forced Displacement, and Irregular Migration Programme
CILSS	Permanent Interstate Committee for Drought Control in the Sahel
CSM	Climate Security Mechanism
CSO	Civil Society Organisation
DAC	Development Assistance Committee
DKK	Danish Krone
ECOWAS	Economic Community of West African States
EWS	Early Warning Systems
EU	European Union
FA	Danish Finance Act
FAO	Food and Agriculture Organization
GCERF	Global Community Engagement & Resilience Fund
GDK	Green Diplomacy and Climate
GGW	Great Green Wall Initiative
GI	Green Initiative
HCE	Humanitarian Action, Civil Society and Engagement Department (MFA)
HDI	Human Development Index
HDP	Humanitarian-Development-Peace (Nexus)
HRBA	Human Rights Based Approach
LNOB	Leave No Child Left Behind
IDMC	Internal Displacement Monitoring Centre
IDP	Internally displaced person
IFAD	International Fund for Agricultural Development
IFI	International Financial Institution
IFRC	International Federation of the Red Cross
IOM	International Organization for Migration
IPCC	Intergovernmental Panel on Climate Change
M&E	Monitoring and Evaluation
MEAL	Monitoring, Evaluation, Accountability and Learning
MFA	Ministry of Foreign Affairs
MNS	Migration, Stabilisation and Fragility Department (MFA)
NDC	Nationally Determined Contributions
NGO	Non-governmental Organisation
ODA	Official Development Assistance
PD	Programme Document
PRAPS II	Second Regional Sahel Pastoralism Support Project / Projet régional d'appui au pastoralisme au Sahel-Phase 2
PSP	Danish Sahel Regional Peace and Stabilisation Programme (I, II and III)
RBAs	Rome-Based Agencies of the United Nations (FAO-WFP-IFAD)
RDE	Royal Danish Embassy
RETFs	Recipient executed activities
SASPP	Sahel Adaptive Social Protection Programme

SDG	Sustainable Development Goal
SEAH	Sexual Exploitation, Abuse and Harassment
SNV	Netherlands Development Organisation / Stichting Nederlandse Vrijwilligers
TEI	Team Europe Initiative
TOR	Terms of Reference
UN	United Nations
UNCCD	United Nations Convention to Combat Desertification
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
UNFCCC	United Nations Framework Convention on Climate Change
UNHCR	United Nations High Commissioner for Refugees
UNISS	United Nations Integrated Strategy for the Sahel
UNOWAS	United Nations Office for West Africa and the Sahel
USD	United State Dollar
WB(G)	World Bank (Group)
WFP	World Food Programme
WMO	World Meteorological Organization

1 Introduction

This programme document outlines the background, rationale, and justification, as well as objectives and management arrangements concerning the “*Climate Change, Conflict, Displacement and Irregular Migration Programme in Sabel 2021-2024 (CCDMP)*”.

The overall programme objective of the CCDMP: *To increase the resilience of vulnerable populations to the impacts of climate change by building their adaptive capacities, as well as those of national and regional partners, to address the root causes of fragility driving conflict, forced displacement and irregular migration.*

The CCDMP was developed pursuant to the Danish Finance Act (FA) 2021, which includes an annual commitment of DKK 200 million each year from 2021–2024 (a total of DKK 800 million) to support a regional programme that address critical risks, climate change, fragility, conflict, forced displacement and irregular migration¹. The programme intends to strengthen coherence in Denmark’s overall support to these areas and to enhance synergies with other similar efforts in the Sahel region.²

This programme has been developed in accordance with Danida’s Guidelines for Programmes and Projects (2020) and it includes five proposed projects. All proposed projects have been developed in close consultation with the projects’ implementing partners: The United Nations Development Programme (UNDP), the World Bank Group (WBG), the International Fund for Agricultural Development (IFAD), and an initiative co-founded by the Netherlands Development Organisation (SNV) and the Dutch government. Further it is proposed to develop Team Europe Initiative (TEI) in consultation with the EU Commission and interested EU member states.

The programme has a strong focus on learning and it includes DKK 20 million for reviews, monitoring and learning (MEAL) during 2022 – 2024. This will strengthen programme and policy coherence through the establishment of a collective evidence base and shared learning architecture across partners. The unallocated 25% of the budget totalling DKK 200 million will be informed by a review in 2023.

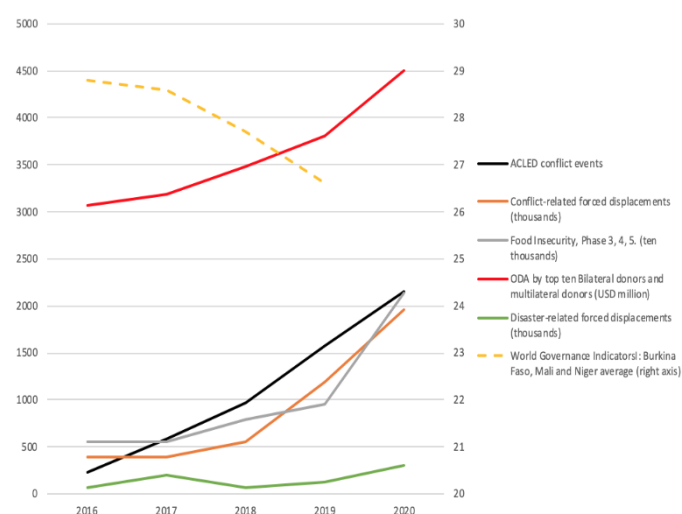
This is a new initiative, and proposed projects have been identified through an extensive preparation and consultation process. The formulation of the CCDMP has drawn from consultations with representatives of the supported organisations and other partners, undertaken by a formulation team in January – May 2021. It is also informed by a mapping exercise undertaken in 2020. The formulation process was led by a Ministry of Foreign Affairs (MFA) project group, including staff of several MFA departments (HCE, MNS, APD, GDK), the two embassies in Mali and Burkina Faso, as well as Danish representations in New York, Brussels, and Rome. The programme is anchored in the Migration, Stabilization and Fragility Department in MFA (MNS).

¹ The programme was initially expected to begin in 2020. It was to cover both the Sahel and the Horn of Africa. However, due to the COVID-19 outbreak, it was postponed and revised to target the Sahel.

² In Danish ‘Nærområde’, which the Danish foreign and development cooperation policies refers to as: i) a geographical focus on areas which due to their proximity to conflicts, are exposed to problems of ‘forced migration’ in the form of refugees or IDPs; ii) a thematic dimension that addresses the broader efforts related to mixed migration flows, i.e., including irregular migration.

and a failed coup attempt in Niger in 2021⁷ is leading to growing political instability with a general worsening of key governance indicators. Negative trends, sometimes significant, are noted in Burkina Faso, Mali and Niger for the six key governance indicators reported on by the World Bank every five years.⁸⁹ The emergence of armed jihadist movements and the failure of states to prevent conflicts and provide the needed security, especially in rural and border areas, had led to increased terrorist attacks in northern and eastern Burkina Faso close to the border with Mali and Niger.¹⁰ In many cases, the jihadists are exploiting the grievances and frustrations of the growing youth population to recruit.¹¹ All three countries have seen an almost ten-fold increase in the number of violent events from 2016 to 2020 (from 225 to 2,158 events) and the number of forced displacements has risen exponentially by approximately 1.57 million. Currently some 5.4 million people are internally displaced across the Sahel due to insecurity.¹² In the same period, the number of people experiencing severe, emergency or famine levels of food insecurity rose by 1.58 million to 2.1 million. These negative trends are increasing pressure on an already stretched humanitarian response in the region and have occurred despite increasing investments in all three countries by bilateral and multilateral donors since 2016. Indeed, in the period 2016–2020, Official Development Assistance (ODA) rose nearly US\$ 1.2 billion (24%).

Diagram 2 Conflict, forced displacement, food insecurity, World Governance Index, and ODA trends, 2016–2020, ACLED, UNHCR, IDMC, Cadre Harmonise (CH) and Integrated Food Security Phase Classification (IPC), World Bank.



Pressure on natural resources is increasing and livelihood alternatives remain limited. Rain-fed agriculture is the mainstay for survival in the Sahel; in Burkina Faso, for example, nearly 80% of the population relies on rain-fed agriculture¹³ of which 36% are engaged in pastoralism as

⁷ France24, (31 March 2021). Niger foils ‘coup attempt’ days before presidential inauguration. Available at: <https://www.france24.com/en/live-news/20210331-attempted-coup-in-niger-france-24>.

⁸ Voice and accountability, political stability and absence of violence/terrorism, governance effectiveness, regulatory quality, rule of law, and control of corruption.

⁹ See <http://info.worldbank.org/governance/wgi/Home/Reports>. Exceptions to the otherwise negative trends were ‘regulatory quality’ in Mali, which remained the same as in 2015, and Burkina Faso and Niger saw improvements/ no changes in the implementation of the rule of law and control of corruption.

¹⁰ World Bank, (28 April 2021). The World Bank in Burkina Faso. Available at: <https://www.worldbank.org/en/country/burkinafaso/overview>

¹¹ Climate Change and State Fragility in the Sahel, Alec Crawford, 2015

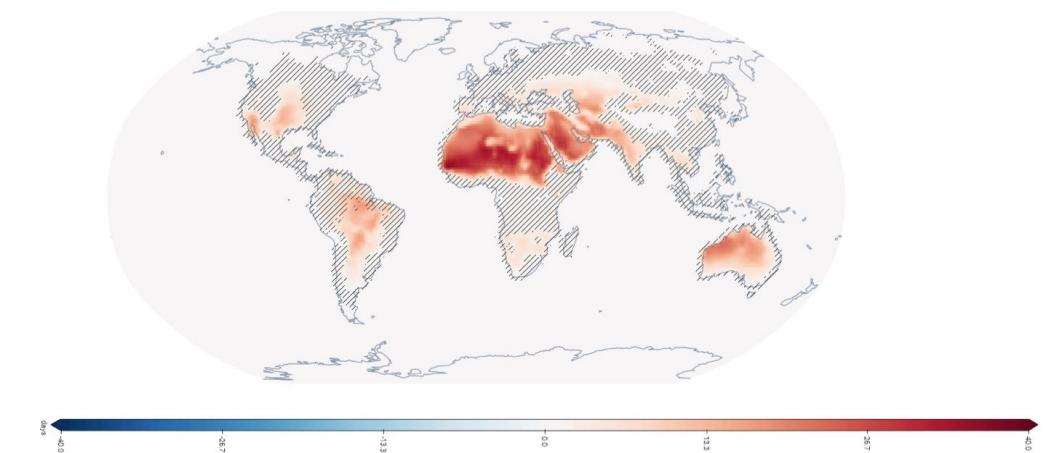
¹² Daily briefing Sahel, UNOCHA, 2021

¹³ CRU, (February 2021). Introduction: Pastoralism and conflict in Burkina Faso. Available at: <https://www.clingendael.org/pub/2021/between-hope-and-despair/introduction-pastoralism-and-conflict-in-burkina-faso/>

their main livelihood. A growing population intensifies pressure on land and water resources. At the same time, access to these resources is increasingly limited due to insecurity and conflict, particularly in the border regions of Mali, Burkina Faso, and Niger. Providing suitable livelihoods and sufficient work opportunities to the growing population under worsening security conditions and limited alternative livelihood opportunities made worse by the recent covid-19 pandemic is a formidable task.

Overshadowing all of this is the threat of climate change. Globally, the impacts of climate change are occurring at an increasingly fast rate.¹⁴ As earth systems adjust to the higher level of anthropogenic greenhouse gases in the atmosphere, the effects on temperature, sea level rise, weather systems and precipitation increase in magnitude. Not all countries are impacted equally. Unfortunately, the Sahel region, located in the sub-tropics and subject to particular weather systems, will be dramatically impacted. The Intergovernmental Panel on Climate Change (IPCC) scenarios predict that the Sahel will have the greatest increase in extreme hot weather days (days with temperatures >40°C) of any region globally (see the diagram below).¹⁵ Additionally, the pattern of the monsoon weather system on which pastoralists and nomads have relied for centuries will change, creating uncertainties in both planting and herding seasons. Although there will be more precipitation in the central Sahel in the medium to long term,¹⁶ there will also be more time between the rains, and they will be more intense.¹⁷

Diagram 3: Days with TX above 40 degrees Celsius (TX40) - Change (days). Near term (2021-2040). (SSP2 4.5) (relative to 1981-2019). CMIP6 - Annual (27 models). [IPCC](#).



Climate change as a ‘threat multiplier’. Agroecological systems, already degraded, are more vulnerable to climate change — it becomes a driving force for increased environmental fragility, including flooding and droughts. Given their reliance on rain-fed agriculture (as well as pastoralism and other climate-sensitive livelihoods) the inhabitants of the Sahel are particularly vulnerable to climate variability. According to the World Bank¹⁸ people in sub-Saharan Africa will increasingly

WBG, (November 2015). Country Partnership Framework for the Republic of Mali for the Period FY16-19, WBG, (March 2018). Country Partnership Framework for the Republic of Niger for the Period of FY18-FY22.

¹⁴ This is described in detail in the recently published 6th IPCC Assessment Report from Working Group 1 entitled ‘Climate Change 2021: The Physical Science Basis.

¹⁵ IPCC WGI Interactive Atlas: Regional information.

¹⁶ Climate Change 2021: The Physical Science Basis, IPCC, B.3.3

¹⁷ Regional fact sheet -Africa, IPCC, 6th Assessed Report, 2021.

¹⁸ See the Groundswell reports prepared by World Bank Group: (1) Preparing for Internal Climate Migration (2018) and (2) Acting on Internal Climate Migration, Part II.

migrate from less viable areas with limited water availability and productivity, with the ‘poorest and more vulnerable areas hardest hit’. Under the most pessimistic modelling scenario¹⁹ up to 86 million people in the sub-Saharan region could be expected to migrate in the next 30 years (to 2050). Where there are already many other forces driving conflict and migration, the impacts of climate change, if left unaddressed, will only complicate and exacerbate these. Climate change can amplify existing natural resources conflicts, especially related to water, and it risks adding to the already significant levels of migration and forced displacements in the region. Jihadists are also taking advantage of the tension between the pastoralists and farmers who are increasingly in conflict due to diminishing resources, particularly water, and the changing weather patterns, with most recruits coming from the nomadic pastoralists.²⁰ There is a real risk that the region will become locked in a downward cycle of increasing conflict and insecurity, further undermining governance capacities and already fragile socio-economic conditions, made worse by climate change. Women and youth who constitute a significant portion of the population in the region, are also disproportionately affected.²¹

While there are on-going efforts to address the causes and impacts of climate change, capacity and resources are still limited. There is good potential in the Sahel Region to reduce carbon emissions through reversals in land degradation or increased energy efficiency, for example through the use of fuel-efficient stoves or increased adoption of renewable energy including biomass. Efforts to diversify livelihoods and develop technically based actions to adapt to climate change are also increasingly common,²² often supported through local Civil Society Organizations (CSOs), national and international Non-Governmental Organizations (NGOs) and bilateral or multilateral donors. Such efforts help create the conditions for low carbon, more resilient poverty reduction, recovery, and growth. There is also a long tradition of support to water and natural resources management and a solid base upon which to build. But the overall capacity of institutions and governmental organisations to address climate adaptation and mitigation, disaster risk reduction (DRR) and natural resources management, is still limited and often disconnected from initiatives related to security, conflict prevention and sustaining peace. Climate change-specific policies and strategies do exist, and national policies increasingly integrate climate change concerns, but the many other priorities on the agenda, the fragmentation of initiatives, and the limited resources available, restricts what can effectively be achieved.

And global climate financing bypasses the Sahel. For example, some 80% of the envisioned interventions to achieve resiliency and negative emissions described in the Nationally Determined Contributions (NDCs) for Burkina Faso, Mali and Niger is conditional on receiving foreign aid.²³ Unfortunately, most climate financing does not reach fragile states such as these. The risks, complicated bureaucratic processes and limited absorptive capacity have ensured that these countries receive only a small fraction of the climate financing available.²⁴

¹⁹ The studies analysed three different scenarios; a reference (pessimistic) scenario, a second that assumed a more inclusive development model, and a third using a more climate-friendly development model.

²⁰ Analysis of UNOWAS (2020). Pastoralism and Security in West Africa and the Sahel – Towards Peaceful Coexistence, and ACLED data sets (2016 - 2020), as well as survey data of affected population by UN agencies (viz UNHCR); Nordic Consulting Group, (February 2020). Mapping of the Interlinkages between climate change, conflict, fragility, displacement and migration in the Sahel and the Horn of Africa regions.

²¹ Ibid.

²² Environmental Science and Policy. Climate Change Adaptation in the Sahel. Volume 75. September 2017.

²³ See 1st NDC of Mali, Niger and Burkina Faso.

²⁴ Cooling the Hot Spots: Climate finance in fragile contexts, 2019, The DAC International Network on Conflict and Fragility (INCAF)

Reliable and inclusive metrics on climate change, conflict, displacement, and migration are scarce, impeding the design of effective interventions. According to a recent study²⁵ data deprivation including lack of inclusive data (i.e. data that reflects vulnerable groups) affects 70 percent of people in fragile contexts, such as the Sahel. Similarly, limited empirical work has been done on understanding the risks or mechanisms that lead to conflict and fragility, or to ‘systematically map the drivers of fragility (including climate change) and conflict in a way that can support targeted prevention’.²⁶ This lack of comprehensive empirical and inclusive information is a major barrier to understanding and addressing the welfare of the poor and displaced in the Sahel. It also prevents learning from and evaluating the success of policies and programmes.

The complex and interrelated causes and consequences of climate change in the Sahel require comprehensive, integrated strategies and collaborative action. There are an increasing number of initiatives investigating how this can be done²⁷ and a recent study by one of these groups²⁸ observed that ‘the likelihood and severity of climate change impacts on livelihoods, food security, migration and conflict is highly dependent on the socio-economic and political conditions, which shape vulnerability and resilience...’ and that ‘agricultural productivity, infrastructure, trade, social safety nets, effective and inclusive institutions, and systems of resources and conflict management are critical factors in this regard’. There is already a lot of bilateral cooperation in water and natural resources management also in relation to climate change, and regional cooperation is increasingly being recognized as a crucial factor in determining how well Sahelian countries can respond to the impacts of climate change.²⁹ However, while there are already many regional partner coordination and programmatic mechanisms that target security, food security, governance, and forced displacement, they do not necessarily (yet) integrate climate change, and despite these significant coordination efforts, conflict and forced displacement continue to increase.³⁰

While this context is indeed challenging, it also points to several opportunities for well-targeted and carefully planned interventions aimed at addressing the risks, vulnerabilities and impacts related to climate change. The increasing acceptance of the links between climate change, conflict and migration in the Sahel is an important starting point. The existing, often smaller-scale, local level initiatives on building resilience and supporting adaptation, could be assessed and upscaled. Similarly, regional cooperation on security, displacements and migration could more explicitly integrate climate resilience and adaptation elements. Finally, efforts at building the framework for obtaining better empirical evidence of ‘what works and what doesn’t’ could also be a valuable contribution. At the end of the day, the cost of doing nothing will be much higher than investing now in building resilience to climate variability and developing the awareness and skills needed at all levels to better adapt to climate change impacts and reducing the conflicts thereof.

2.2 Danish political priorities, strategic considerations, and engagements in the region

²⁵ Corral, P.; Irwin, A. Krishnan, N., Mahler, D. G., Vishwanath, T., Fragility and Conflict: On the Front Lines of the Fight against Poverty. Washington, DC: World Bank. 2020.

²⁶ Ibid.

²⁷ For example, the CASCADES Consortium combines expertise in climate change impacts, vulnerability and adaptation, international trade and commodity flows, foreign policy and security, and finance and business, to co-create with and influence stakeholders at all levels.

²⁸ Prepared by the CASCADES Consortium. See Cepero O. P., Desmidt S., Detges A., Tondel F., Van Ackern P., Foong A., and Vonkholz J., Climate Change, Development and Security in the Central Sahel, Cascades, 2021.

²⁹ Ibid.

³⁰ see Annex 1 for an overview of regional partner mechanisms

The CCDMP is a regional programme that responds to the multifaceted challenges facing the region with an initial geographic focus of the central Sahel countries (Mali, Burkina Faso, and Niger).

The CCDMP reflects Danish policy and strategic priorities. The new Danish development strategy³¹ sets a clear direction for Danish development cooperation³² and the CCDMP is fully aligned to this strategy and guided by it. The programme is directly aligned to the two key pillars of the strategy — to (1) prevent and fight poverty and inequality, conflict, displacement, irregular migration and fragility and, (2) lead the fight to stop climate change and restore balance to the planet. It also actively promotes the objective of ‘creating hope...where it is hardest’ by working on reducing fragility and conflicts and creating sustainable livelihood alternatives (objective 1) in one of the world’s poorest and most vulnerable regions. It supports ‘fighting the fundamental causes of fragility’ (objective 4). With its focus on **climate change adaptation and increasing resilience**, it also supports objective 1 of the ‘climate, nature and environment’ goal of the development strategy.

Denmark applies a **human rights-based approach (HRBA)** which includes ensuring the rights and dignity of marginalized groups and **gender equality and girl’s and women’s rights**. The CCDMP is designed to actively support this by engaging with others to provide one of **fundamental pre-conditions for a good life, access to a social safety net**. It also supports the [2020-2024](#) action plan for the Security Council Resolution 1325 on Women, Peace and Security.³³

Denmark seeks to help achieve the Sustainable Development Goals (SDGs) by 2030. The CCDMP targets ten Sustainable Development Goals (SDGs): SDG 1 (no poverty), SDG 2 (no Hunger), SDG 3 (Good Health and Well-being), SDG 5 (gender equality), SDG 6 (Clean Water and Sanitation), SDG 7 (sustainable energy), SDG 10 (reduced Inequalities), SDG 13 (climate change), SDG 16 (peace, justice, institutions), and SDG 17 (partnerships).

From a programmatic perspective, the CCDMP situates itself alongside and will coordinate closely with other bilateral, regional, and international initiatives aimed at addressing the tremendous challenges caused by the protracted crises that continue to spill across borders in the Sahel.

The **Danish Country Programme in Mali** (2017–2022, DKK 1.3 billion) has been steadily greened by integrating projects and activities on climate change adaptation and linking these to stabilization.³⁴ The new Mali country strategy and programme (2022–2027) are expected to build on this climate change emphasis by focussing on strengthened climate resilience among at-risk communities and on providing green economic opportunities for marginalized groups, women and youth to foster better living conditions and address the pressures for irregular migration.

³¹ *Faelles om Verden* (*The World We Share* 2021–2025).

³² Through this strategy, Denmark's development cooperation continues its focus on promoting democratic values and human rights. This applies not least to the efforts for girls' and women's rights and the most vulnerable and marginalised groups. In line with the AMG guidelines, the CCDMP will adopt a holistic approach for strengthening links and synergies between various Danish-supported aid instruments and modalities for maximum development impact.

³³ Danmark's Nationale Handlingsplan for Kvinder, Fred og Sikkerhad, 2020–2024.

³⁴ Including DKK 35 million in climate funding to support green equipment, greening business and risk management in agricultural value chains (INCLUSIF, 2018), resilience-building in northern Mali with WFP (2020, DKK 70 million) DKK 55 million in climate funding to support the Climate Change Adaptation and Stability in Fragile Areas Programme 2022–2025, implemented with the PATRIP foundation. As a bridge to the new Mali Country Programme, the Mali Sustainable Urban Water project (DKK 240 million) will provide sustainable water supply to climate change-affected urban centres.

Denmark has had strong partnerships with both Burkina Faso and Niger going back decades. The CCDMP complements well the current strategic framework for **Burkina Faso 2021–2025** (DKK 1.05 billion), which focuses on three strategic objectives: 1) strengthening security, rule of law, human rights, and effective national institutions; 2) promoting resilience in local communities and the national economy; and 3) supporting the development of methods for climate adaptation, especially through the water and agricultural sectors. In Niger, where Denmark initiated its development partnership in 1974, the on-going **Niger Country Programme 2017–2022** (DKK 615 million) has a strong focus on building resilience in several areas, including through 1) good governance, including stabilisation and migration engagements, 2) water and sanitation, and 3) the agricultural sector. The CCDMP is designed to complement this on-going work as well as it is expected to be well-aligned with the new directions of the upcoming Niger strategic framework.

The Danish Sahel Regional Peace and Stabilisation Programme (PSP), 2022–2026 is currently under formulation and expected to focus on addressing the interconnected challenges of peacebuilding and sustainable solutions to climate change impacts and resource scarcities in conflict-affected areas (see annex 1 for further details) and the CCDMP will be closely coordinated with this initiative.

There are at least 17 different regional frameworks in the Sahel governing longer-term development assistance and humanitarian assistance, as well as civilian and military contributions to regional peace and stabilisation efforts (also further described in Annex 1). To the extent possible and practical the CCDMP will ensure coordination and engagement with the key regional strategies and mechanisms that both Danida including the proposed CCDMP programme partners work with:

- **The African Union (AU) – The Climate Commission for the Sahel Region.** At COP22 in 2016, three climate commissions were created, under the auspices of the AU, to facilitate implementation of the Paris Agreement throughout Africa.
- The new **Sahel Strategy for the ECOWAS 2020–2025** addresses the socio-economic development challenges faced by the countries in the region, including irregular rainfall, drought and food shortages exacerbated by climate change that undermine stability.
- **International Organization for Migration (IOM) and ECOWAS Migration Cooperation.** IOM and ECOWAS are collaborating to implement the ECOWAS Transhumance Protocol in an EU-funded programme called the “Support to Free Movement of Persons and Migration in West Africa”.
- **The G5 Sahel.** The G5 Sahel was established in December 2014 as an institutional framework for regional cooperation on development policies and security matters between Burkina Faso, Chad, Mali, Mauritania, and Niger. While the security dimension of its investment programme has received the most attention; the development agenda, including climate change resilience and food security, is also highlighted (G5-Sahel, 2016).
- **The Sahel Alliance.** Created in 2017 between Germany, France, and the European Union along with the World Bank, the African Development Bank, UNDP and other EU countries, the Alliance aims to coordinate development cooperation in the region. In 2019, the Alliance created the Climate Mainstreaming Group, co-chaired by AfDB and the Dutch Government.
- The **AGRHYMET Regional** is a regional Centre of Excellence for: training officers from Sahelian countries and elsewhere; regional agro-meteorological and hydrological monitoring; agricultural statistics and crop monitoring; regional databases, and management and dissemination of information on natural resource monitoring across the Sahel.

- **ACMAD** - The African Centre of Meteorological Application for Development, or ACMAD, is an African weather office based in Niamey, Niger. It was established in 1987 by United Nations Economic Commission for Africa (UNECA) and the World Meteorological Organization (WMO).
- **The Permanent Interstate Committee for Drought Control in the Sahel (CILSS)** – The CILSS was created as an inter-governmental body in response to the 1970 drought in the Sahel. It brings together 13 member countries, including Mali, Burkina Faso and Niger. Natural resource management and climate change is the focus of one of five strategic pillars.

2.3 Building on experiences and lessons learned

Experiences and lessons from both past and on-going Danish and partner initiatives in the region including subject-relevant evaluations have been instrumental in informing CCDMP formulation.³⁵

Demonstrate practical and innovative solutions that can be understood, adapted, replicated, and scaled up, from thought-leadership and influence among like-minded actors, and from cooperative investment through multilateral institutions. The 2020 evaluation of Danish support to climate change adaptation³⁶ concluded that climate change adaptation is ‘complex, subject to uncertainty and that its specific challenges were insufficiently understood’. It also pointed to the need to bridge the gap between policy and practice, but that ‘community level interventions were in general effective at targeting and empowering vulnerable people and can lead to increased livelihood resilience. Additionally, it observed that Denmark was generally able to influence the global landscape when engaging in multilateral interventions — although this required some work — but that unfortunately, there was inadequate mechanisms to ensure effective learning within Denmark on climate change adaptation experiences. The evaluation study examined the *Integrated Water Resources Management Support Program, Burkina Faso* as a case study for climate change adaptation and noted that while the climate change / conflict nexus was widely acknowledged, there was little solid information available (empirical evidence) on this nexus. It also noted the importance of viewing water resources management through the dual lens of climate change adaptation and conflict prevention but again noted the lack of available information for assessing the impact of such approaches. While the 2021 evaluation of Danish support to climate mitigation³⁷ had less observations of direct relevance to the Sahel, the overall findings from both evaluations confirmed that solid, evidence-based understanding of the problem and the solutions, and effective mechanisms for quick replication, were of utmost importance.

Develop an integrated response that is holistic and inclusive and reflects a clear understanding of local, cross-border political economies. Most regional and bilateral programmes address one or two target themes: fragility, conflict and forced migration/displacement dynamics, climate change or security — the latter is the major focus of most existing Danida regional initiatives (such as PSP) as well as regional partner mechanisms. If they address climate change, they primarily address the effects that are being exacerbated by climate change rather than the root causes. Few address the linkages between all of them, and fewer still do this from a regional perspective — there is no comprehensive approach espousing all these themes, and as multi-country approaches.

³⁵ This includes lessons from the Sahel PSP I and II phases, as well as the results of other Danish and partner country and regional level initiatives and evaluations.

³⁶ Evaluation of Danish Support for Climate Change Adaptation in Developing Countries, December 2020.

³⁷ Evaluation of Danish Support for Climate Change Mitigation in Developing Countries, May 2021.

The lack of a holistic and regional approach that aims to understand and address these linkages has been highlighted as an important knowledge gap among partners. Working across thematic silos is important to effectively integrate conflict prevention and climate-smart approaches. Most programming also tends to focus on specific demographic groups rather than a holistic perspective that adapts to the specific needs of each group. Youth and women require special attention since they are the most affected and constitute a significant portion of the Sahel's population. An integrated approach that takes into consideration the conflict dynamics is less likely to inadvertently contribute to conflict.

Build partnerships that create synergies and catalytic change. Given the enormity and complexity of the problem and the existence of a multitude of national, regional, and international actors, building strategic partnerships is critical to successful implementation. Partnerships with local level actors (i.e.: farmer and herder associations) need to be prioritised. Projects with a high level of capacity transfer are of renewed importance, given the need to shift towards local level ownership due to the increasing challenges around physical access to sites, as well as the need to strengthen social cohesion at community levels. The Danish evaluation of climate change adaptation (mentioned above) concludes that 'the range of funding modalities enabled Danish cooperation to reach different target audiences at different levels and respond to different objectives', but also that 'there were missed opportunities to ensure synergy, mutual reinforcement and comprehensive operation across different levels from community local government to central government'.³⁸ By proposing a programme portfolio that includes different modalities, e.g. multilateral and civil society that targets stakeholders at the regional, national and local level, and that also seeks to promote more synergy between these different levels through dedicated initiatives, the CCDMP could provide a framework that takes this learning into account.

Promote Shared Knowledge and Active Learning. Experience has shown that climate adaptation and conflict prevention related programming are constantly adapting based on the analysis of their impacts on the eco-systems and the feedback received from the beneficiaries. Designing and implementing programmes in insecure border zones requires significant flexibility, clear communication of expected results, high appetite for risk, and a clear understanding of local political economies and conflict dynamics. This is also very much in line with the conclusions of the Danish evaluations on both climate change adaptation and mitigation.

2.4 Relevance and opportunities

While there are many challenges in the Sahel, the preceding assessment of context, priorities, existing engagements, and lessons learned also highlights several entry points and areas where a regional programme such as the CCDMP is highly relevant and justified and could effectively work to generate positive results.

Strengthening coherence in Denmark's approach in the Sahel. The regional programme is designed to complement Denmark's broad portfolio of engagements in the Sahel by leveraging the experience of previous and ongoing Danish investments with a view of strengthening coherence — it provides the opportunity for a more coordinated approach that 'connects the dots' between national level interventions and regional interventions tackling climate change and fragility root causes. The regional approach of the CCDMP programme is justified by the common

³⁸ More specifically, the evaluation concludes that working with large multilateral programmes offers opportunities when it comes to achieving real change and influencing policy dialogue, while support to reduce the vulnerability of the most poor and marginalised groups has been most effectively supported through civil society organisations but cautions that these results are likely not to be sustained if local and national authorities do not eventually take over the responsibility. MFA/PEM Consult: Evaluation of Danish Support to Climate Change Adaptation in Developing countries, December 2020.

and cross-border issues of the three target Sahelian countries (Mali, Burkina Faso, Niger). They are all confronted with conflict, forced displacement, and irregular migration, which is caused, at least in part, by the root causes of fragility that are not being addressed, as well as a lack of programme and policy coherence. The CCDMP will also help in identifying opportunities for synergizing across initiatives and/or scale up of initiatives going forward. With its green envelope, the programme will facilitate ‘connecting the dots’ across the HDP Nexus between partner and Danish projects where other funding is not necessarily available.

Further developing a humanitarian-development-peace-nexus approach (HDP Nexus).

The CCDMP will address the HDP Nexus through a climate adaptation lens that combines humanitarian, developmental and peace approaches in its programming. The novelty of the approach is that it bridges the humanitarian, development, and peace divide through an integrated programme that has climate adaptation at the forefront, driving the resilience agenda forward and providing the potential for future integrated programming across its portfolio and those of its partners engaged across the HDP Nexus. Denmark’s engagement in the Region include longer-term development assistance, humanitarian assistance as well as civilian and military contributions to regional peace and stabilization efforts.³⁹

Empirical evidence on the links between climate change, conflict, forced displacement and irregular migration. Generating evidence of the impacts of climate change in fragile contexts is of strategic importance to Denmark in its role as thought leader providing support to frontier actors engaged in climate adaptation. It was also highlighted as an important challenge in determining effective approaches to combatting the impacts of climate change in the region.

Working with the Danish resource base. There is already a lot of Danish expertise in the Sahel region — also on climate change — and the CCDMP will consider, build on and capitalize on Danish strengths and interests, and provide opportunities for engaging the Danish public, private and civil society actors in achieving overall programme aims.

Adding value to the three target Danish country and regional programmes in the Sahel on several fronts. A new innovative initiative combining climate change adaptation and conflict prevention in conflict-affected and at-risk areas through a stronger focus on policy and programme coherence, provides an opportunity to act in a new and different way to these challenges. Specifically, it will leverage and complement existing security-focused regional programmes, as well as ensure interaction with relevant climate adaptation, natural resource management, and livelihoods programmes at national and regional levels. It will integrate another (regional and conflict prevention-focused) element of climate adaptation to the three Danish country programmes and relevant regional programmes, as well as strengthen programme and policy coherence among partners through a pronounced emphasis on data and collective learning around climate change, conflict, forced displacement and irregular migration.

A clear Danish contribution to other partner initiatives that Denmark supports at regional and national level. The theme of climate change adaptation is emerging as a corporate priority among most partners in the region, and there has been growing demand for support by partners to their ongoing and planned work in this regard. This includes the Sahel Alliance agenda to coordinate integrated responses and to stabilise fragile communities in the Sahel. The CCDMP can help to promote Denmark’s role as a leader in ‘doing development differently’ (DDD)

³⁹ For a detailed overview of Danish initiatives (bilateral and regional) reviewed see Annex 1: Context analysis.

approach with respect to integrating climate-smart approaches into conflict prevention in a way that ensures that climate is addressed across all dimensions of the HDP nexus.

2.5 Selection of partners and projects

CCDMP implementing partners and projects have (and will be) selected based on their assessed ability to effectively contribute to the change pathways described in the CCDMP Theory of Change (ToC) and five selection parameters. Partners will be expected to have the necessary mandates to operate in conflict prone and fragile environments, documented experiences from the geographic areas, skills within the field of operation, and preferably, geographical coverage in the three target countries (see Annex 2 for detailed overview of partner assessment). The selection parameters and targeting priorities are:

- i. **Thematic** – integrating a climate-smart approach that seeks to reduce the root causes of fragility that drive conflict, forced displacement and irregular migration, with a strong emphasis on natural resources management, land tenure and access, as well as food security and livelihood support.
- ii. **Demographic** – a holistic focus on vulnerable groups that include farmers and herders, as well as displaced and host communities, with an emphasis on women and youth.
- iii. **Geographic** – a regional approach to crisis-affected or at-risk areas (short and longer term) – both rural and urban – as well as cross-border areas with high risks of cross-border conflict transference.
- iv. **Partnerships** – Priority is given to partner projects that combine national and regional perspectives with an emphasis on capacity transfer and local solutions. This includes, ideally, project partners who are also engaged in supporting national governments to meet their climate change commitments (i.e. UNDP and IFAD). Thus, data generated through CCDMP financing can also be used to inform the NDC reporting processes.
- v. **Evidence base, Monitoring, Evaluation, Accountability, and Learning Framework (MEAL)** – a commitment by partners to integrate a regional approach that strengthens the inclusion of vulnerable communities and geographic areas, through a more inclusive and HRBA-informed approach to data collection, and more effective climate-adaptive and resilient capacities.

3 Programme Overview

3.1 Strategic objective

The strategic objective of the CCDMP is: *‘to increase the resilience⁴⁰ of vulnerable populations to the impacts of climate change by building the adaptive capacities⁴¹ of these populations, as well as national and regional partners’ to address the root causes of fragility driving conflict, forced displacement and irregular migration’.*

This will be achieved by adopting a climate-smart and conflict-prevention focused regional approach, focusing on vulnerable groups in at-risk areas, and building a common evidence base and learning architecture to improve results achievement. Since climate change impacts are increasing in strength and progressively exacerbating other challenges in the region, the programme seeks to address climate change adaptation in a manner that is complementary to

⁴⁰ **Climate change resilience** is the ability to anticipate, prepare for, and respond to hazardous events, trends, or disturbances related to climate change

⁴¹ **Adapting to climate change** means taking action to prepare for and adjust to both the current effects of climate change the predicted impacts in the future. This can include many things like improved water and natural resources management, climate smart agriculture, or migration.

national and regional strategies that also address these other challenges. The CCDMP will be guided by the HRBA and Leaving No One Behind (LNOB) principles as well as the underlying principles of participation, accountability, non-discrimination, and transparency (PANT). The initial CCDMP focus will be Mali, Burkina Faso, and Niger.

Through a dynamic of multilateral cooperation and regional and local institutional strengthening, the CCDMP regional programme will provide coordinated and pragmatic technical, integrated and policy-driven solutions that will be implemented through (i) specific geographic targeting focused on cross-border areas and other vulnerable at-risk areas affected by climate change and conflict, (ii) specific targeting of priority themes related to adaptive capacity and/or building resilience of vulnerable groups⁴² (iii) strong strategic partnerships with relevant international or regional institutions that have representative members or committees at national and/or local levels.

The CCDMP strategic objective will be achieved by supporting projects and activities under three inter-linked outcomes that will collectively build climate change resilience and develop capacities to better adapt to the impacts of climate change, as described in the theory of change in the following section.

3.2 Theory of change and assumptions

To achieve the CCDMP strategic objective, programme actions will ultimately target vulnerable populations living in at-risk areas where the need for resilience is greatest. The programme envisions several different change pathways to achieve this, corresponding to different entry points and employed modalities, and linked to the achievement of three closely inter-linked outcomes that will collectively build climate change resilience and develop capacities at several levels and in varying ways.

The CCDMP theory of change is as follows:

***IF, at the overall level,** Denmark supports the technical and financial capacities of a broad spectrum of partners engaging with regional, national, and local partners to build adaptive capacities and increase their resilience to climate change impacts,*

And,

***IF,** generally, Denmark, in its support, promotes improved learning through the collection of empirical evidence and inclusive data targeting vulnerable groups and areas,*

***THEN** there will be a **strengthened collective evidence base** around the role of climate change on the root causes of fragility driving conflict, forced displacement and irregular migration, with a focus on the most vulnerable groups in crisis affected and at-risk areas.*

***THEN,** there will be a **better foundation for a common understanding** of the fundamental issues surrounding climate change, conflict, displacement, and irregular migration,*

***THEN** it will be easier to design **effective interventions at the policy and programmatic levels,** that target vulnerable groups in at-risk areas, generating sustainable results around resilience to climate change impact, adaptive capacity, and reduced conflict, displacement, and irregular migration.*

⁴² Including women and youth, farmers/pastoralists, host, and displaced communities.

And,

IF, specifically, Denmark supports the strengthening of community resilience in at-risk areas, including through better access to renewable energy,

IF, specifically, Denmark supports targeted interventions aimed at addressing the links between climate change impacts, security, conflict, and migration, including improved coordination on these,

IF, specifically, Denmark helps to provide the vulnerable communities in at-risk with better access to adaptive social protection and to increase their safety nets,

IF, specifically, Denmark supports the strengthening of vulnerable, at-risk communities, including farmers and pastoralists, to build their adaptive capacities with respect to natural resources management (including land and water),

THEN, livelihood activities will be more sustainable and anchored in local solutions, vulnerable communities in at-risk areas will be better able to adapt to climate change impacts, and they will be more resilient to climate change impacts (as well as other risks)

THEN, there will be less conflict over natural resources, and there will be less forced displacement and irregular migration related to climate change.

Underpinning the theory of change is a recognition that although climate change conflict and forced displacement dynamics have cross-boundary dynamics, climate adaptation options, akin to conflict prevention, need to be tailored to the local context and strengthen local solutions. What may work in one place may not necessarily work in another. This context-specific approach is a crucial element of local, national, and regional ownership. This ownership will be greatly enhanced if there is a common understanding of the problem based on solid evidence, as well as a common recognition of the challenges inhibiting the national responses. Such a common understanding will facilitate and inform policy dialogue and capacity-building activities critical to the long-term sustainability of programmatic interventions. Lastly, a common evidence base and approach will enable the CCDMP projects to be progressively scaled up, thereby improving the prospects for an effective and sustainable response to this global problem.

Three interlinked programme outcomes will support the achievement of the CCDMP strategic objective. These are described in further detail in the following section.

Outcome 1: Strengthened community-level resilience to climate impacts in crisis-affected and at-risk areas and communities

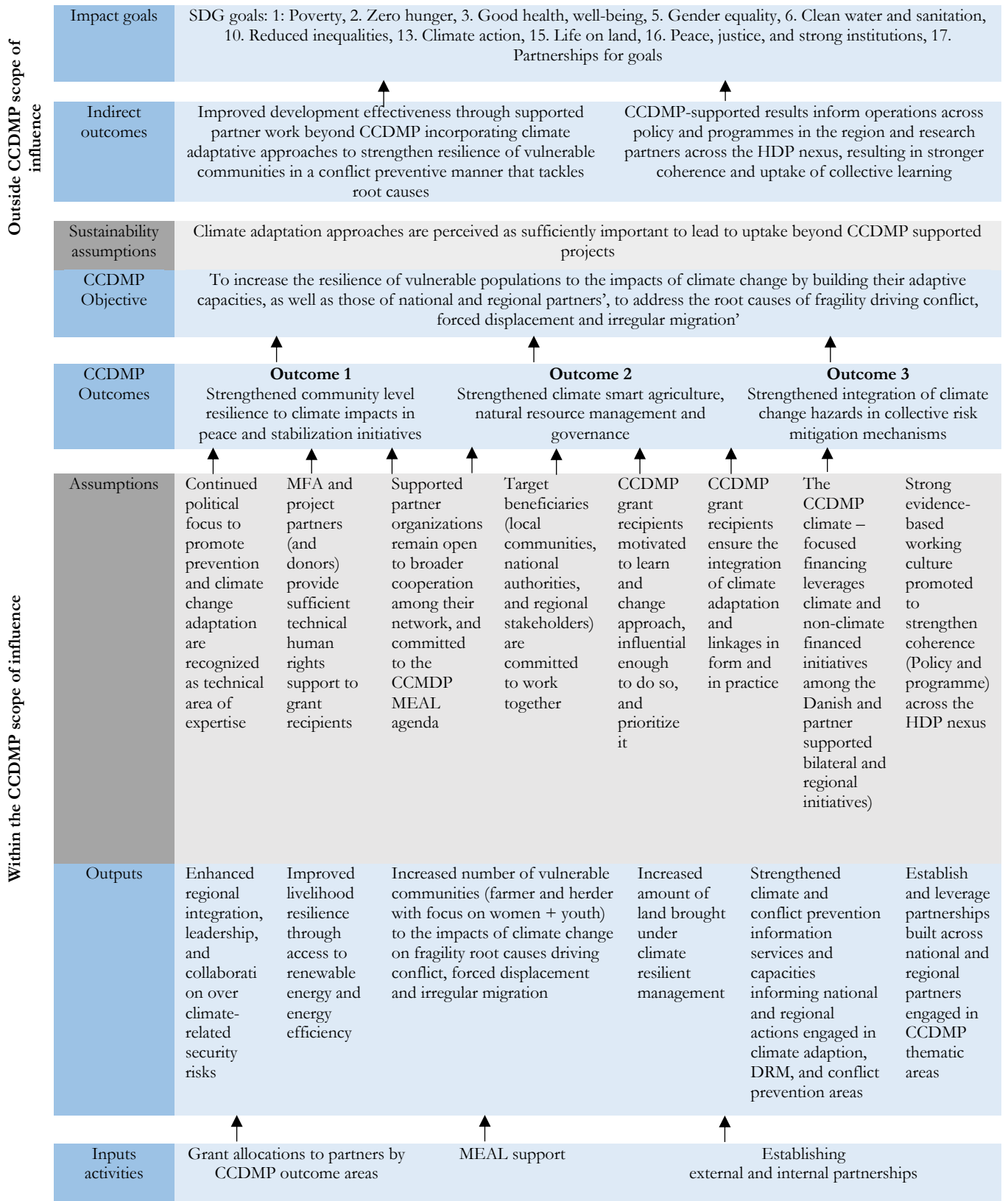
Outcome 2: Strengthened climate-smart agriculture and natural resources management and governance in crisis-affected and at-risk areas and communities

Outcome 2: Strengthened climate-smart agriculture and natural resources management and governance in crisis-affected and at-risk areas and communities

Given its nature — a collaborative approach working with a broad range of partners each with their own programmes and visions, transcending the scope of the CCDMP — the CCDMP is also expected to contribute to some indirect outcomes. If it is successful in better integrating climate

change adaptation and resilience into current approaches through its financing, then this could translate to partner work beyond the scope of the CCDMP. If CCDMP results inform operations across policy and programmes in the region as well as in the work of research partners across the HDP nexus, this could lead to stronger coherence and uptake of collective learning.

Diagram 1 CCDMP Theory of Change



3.3 Programme outcomes and implementing partners

The table below illustrates the three outcomes that will contribute to achieving the CCDMP strategic objective, focusing on climate change **resilience**, **adaptation**, and **collective risk management**.

<p>Overall Programme (CCDMP) Objective: To increase the resilience of vulnerable populations to the impacts of climate change by building the adaptive capacities of these populations, as well as national and regional partners to address the root causes of fragility driving conflict, forced displacement and irregular migration⁴³.</p>		
<p>Outcome 1: Strengthened community-level resilience to climate impacts in crisis-affected and at-risk areas and communities.</p>	<p>Outcome 2: Strengthened climate-smart agriculture and natural resources management and governance in crisis-affected and at-risk areas and communities</p>	<p>Outcome 3: Strengthened integration of climate change hazards into collective risk mitigation mechanisms in vulnerable communities and areas</p>

Five partners and projects have been selected so far for implementation. The selection process has considered the parameters and targeting priorities described in section 2.5 as well as the six Development Assistance Committee (DAC) criteria.⁴³ Projects mutually reinforcing all three outcomes and facilitating synergies were a particular priority.

All projects support a combination of local, national, and regional partners involved in integrating climate adaptive (smart) approaches into conflict prevention and response initiatives across the target region and/or building resilience to climate change impacts. Initial geographic focus is on cross-border areas with high levels of conflict transference risks. Community-based interventions align with national governance reform strategies (such as decentralisation) and legal and policy frameworks related to the Sustainable Development Goals (SDGs) and the PANT principles — participation, accountability, non-discrimination, transparency — underpinning the HRBA and LNOB principles. The proposed partners have agreed to promote coherence and mutual learning as part of the partnership under CCMDP.

The project partners supported by the CCDMP are already engaged directly or indirectly with other initiatives and/or partners that are working in the region. These include the World Food Programme (WFP), the World Bank Group (WBG), the regional Pastoralism Support Programme (PRAPS) and the [UNHCR and WBG joint data centre on forced displacement](#). Several like-minded donors are also supporting these same project partners in initiatives spanning policy, programme and research spheres targeting climate change adaptation and building resilience in the region. This increases the likelihood of operational synergies across portfolios, and increases Danish influence across this community of practice, contributing to stronger coherence.

3.3.1 Outcome 1: Strengthened community-level resilience to climate impacts in crisis-affected and at-risk areas and communities

This first outcome focuses on building resilience so that at-risk, vulnerable communities, as well as national governments and other relevant stakeholders, are better able to anticipate, prepare for, and respond to climate change shocks as well as longer-term climate change trends generating negative impacts. Increasing resilience will also enable and strength communities and partners more generally in responding to other negative trends and situation changes, whether environmental, socio-economic and/or conflict related.

⁴³ Relevance, effectiveness, efficiency, impact, coherence, and prospects for sustainability.

Three partners/projects will contribute to achieving this outcome; these are described below.

Project 1. Mitigating climate-related security risks in the Sahel (DKK 40 million)

Summary. The United Nations Development Programme (UNDP) is in the final stages of preparing a regional programme aimed at seeking concrete ways to arrest and further prevent climate-related security risks and underlying factors in the Central Sahel. The project is presented within the framework of UNDP's overall vision and strategic approach focusing on preventing, stabilizing, transforming, and sustaining, depending on the level of conflict in the areas targeted. The project proposes an integrated approach to achieving results that combines elements of human security and ecosystem-based approaches to climate change adaptation, guided by HRBA principles. The regional project builds on the UNDP policy and programme framework in the region.⁴⁴

Proposed UNDP implementing partners include regional institutions such as the Permanent Interstate Committee for Drought in the Sahel (CILSS), AGRHYMET in Niamey Niger, the African Centre of Meteorological Applications for Development (ACMAD), member states, as well as local community organisations. The project will also be linked to the ECOWAS Early Warning and Response Network (ECOWARN) that provides a conflict observation and monitoring tool for early action. In this context, opportunities will be identified to link up to climate forecasting and conflict monitoring systems, and to significantly improve early action on climate-related conflicts in one integrated system. It is expected that there will be a strong cross-country and regional learning component that will enable learning exchange between the countries. The project will strengthen partner coherence by leveraging resources within the community of practice that UNDP is part of. The project also compliments Mali, Niger and Burkina Faso bilateral country programmes, as well as the future PSP III regional programme (See Annex 1 for details).

The draft proposal describes a focus on areas mostly affected by displacement. Adopting an incremental approach to regional coverage, the project proposes to start in the Mopti subregion of Mali (viz Douentza, Koro and Bankass) with the view to informing replication and scale-up across the remaining target countries (Niger and Burkina Faso) going forward — when more funding is made available by Denmark and/or other donors. The lessons learned in Mali would be shared with UNDP initiatives in the other target countries and vice versa — as part of the project MEAL initiative. The project also has a broader regional component focusing on collaboration.

The overall objective of the project is to improve the resilience of Sahelian societies against climate-induced shocks, including conflict resulting from this, through inter alia supporting the sustainable use and equitable access to natural resources.

The project ToC describes a change pathway that focuses on better understanding, anticipating, preventing, managing, and responding to climate change threats and thereby reducing conflicts exacerbated by these threats. Specific actions include strengthening regional institutions, policies, and programmes to better address climate-related security risks, improving access to information, developing an inclusive sensitive environment for addressing insecurity and conflict, and supporting livelihood diversification. In simpler terms, the project focuses on improving local

⁴⁴ This includes United Nations Convention to Combat Desertification 2018 - 2030 (UNCCD), the achievement of land degradation neutrality targets by 2030 including the piloting and upscaling of integrated solutions to land degradation, and support to the Great Green Wall initiative, an African Union-led movement with an ambition to grow an 8,000km green wall across the entire width of Africa

conflict prevention capacities, working with traditional and religious leaders to create the necessary bridges and communication with marginalised groups, especially youth and women, who are most affected by conflict and displacement.

There are four outcomes: Enhanced regional integration, leadership, and collaboration over climate-related security risks (*outcome 1*), Enhanced land and water governance systems and inclusive conflict management practices to reduce conflict risk factors (*Outcome 2*), Improved livelihood resilience through access to renewable energy and energy efficiency (*Outcome 3*), Strengthened disaster risk management capabilities to reduce communities' vulnerabilities to climate change (*Outcome 4*).

Rationale for inclusion and Danish support modality. The UNDP project is aligned to the five CCDMP selection parameters. It is expected that there will be a strong cross-country and regional learning component that will enable learning exchange between the countries. The project will strengthen partner coherence by leveraging resources within the community of practice that UNDP is part of. The project also compliments Mali, Niger and Burkina Faso bilateral country programmes, as well as the future PSP III regional programme (See Annex 1 for details).

Resource mobilisation efforts are ongoing with several countries, and the Danish contribution will be one of the first. This provides Denmark with the opportunity to influence the scope and focus of the regional programme. Since the CCDMP is a regional programme, Danish support is expected to focus primarily on the first outcome. A revised programme document based on further dialogue between UNDP and MNS is expected in the coming months and UNDP approval is scheduled for end of 2021.

The project will be subject to a final appraisal in early 2022.

Project 2. The PROgramme Agroalimentaire pour la Résilience Intégrée et le Développement Économique du Sahel (Pro-ARIDES) DKK 40 million

Summary. The Pro-ARIDES programme is a 10-year project (€100 million, financed by the Dutch Ministry of Foreign Affairs) to increase the resilience of farmers and pastoralists, led by SNV through a consortium including CARE-Netherlands, Wageningen University & Research, and The Royal Tropical Institute as well as local partners including national and regional umbrella farmers and pastoralist organisations, local governments and research institutes in the three countries. The programme is implemented in two phases. In the first five years of the programme, activities focus on empowering institutions; improving capacity and establishing trust; and developing, testing, and improving working methods and strategies. In the next five years, the focus of activities will be on expanding and scaling up approaches and interventions that have been found to be successful in phase I, and embedding these approaches, practices and technologies to ensure sustainability and lasting change. In addition, Pro-ARIDES will stimulate mutual learning, strengthening practices and knowledge management. The project also compliments Mali, Niger and Burkina Faso bilateral country programmes, as well as the future PSP III regional programme (See Annex 1 for details).

Pro-ARIDES is implemented in the Sudano-Sahel zone of Burkina Faso, Mali and Niger, focusing on the areas where agricultural and pastoralist livelihoods meet each other. In Mali this includes the Ségou Region (with the Cercles of Tominian and San) and the Mopti Region (with the Cercles of Koro and Bankass). In Burkina Faso, it is the Boucle du Mouhoun Region (with the provinces of Sourou, Nayala and Kossi), the Centre-Ouest Region (with the provinces of Sanguié and Boulemdé), the Nord region (with the provinces of Passoré, Zondoma and Yatenga) and the Est

Region (with the provinces of Gnagna and Gourma). In Niger it includes the Tillabéri Region (with the departments of Kollo, Say and Torodi), Dosso Region (with the departments of Tibiri, Dioundiou and Falmey). This programme aims to reach 2.9 million people in Burkina Faso, Mali and Niger, with a focus on food security and resilience.

The overall goal of Pro-ARIDES is ‘to contribute to increased resilience, food security and income of farmer and (agro)pastoralist households in the Sudano-Sahel zone of Burkina Faso and Niger through effective, decentralised institutions and organisations for improved service provision, natural resources and land management, and local economic development’.

The project ToC describes five change pathways: improved food, farm and herd management for more resilient production systems and better household nutrition (*pathway 1*), increased business, service and employment opportunities and market linkages generating more economic value (*pathway 2*), sustainable management of land, water and other natural resources through peaceful and collection resource use arrangements (*pathway 3*) gender, youth and inclusiveness for resilient food systems development (*pathway 4*) and an underlying pathway strengthening institutions to re-establish the social contract (*pathway 5*). These change pathways will lead to five outcomes: (1) increased, sustainable and diversified production and improved household nutrition, (2) increased economic resilience and assets of households and businesses, (3) improved land tenure and sustainable use of natural resources, (4) inclusion of women, men, as well as youth, elders and other marginalized groups, (5) improved enabling environment (through work with regional government and local authorities).

Rationale for inclusion and support modality. The Pro-ARIDES Consortium brings together a group with solid Sahel-based experience, implementation capacity at scale, and strong organisational expertise in the thematic areas supported. Both SNV and CARE have extensive experience and a long-term presence in the three Pro-ARIDES countries; KIT works with local counterparts in knowledge management and WUR works with counterparts in agriculture applied research. SNV, as lead partner, is supported by professional financial and management systems, and solid and field-tested MEAL approaches. The Netherlands is a like-minded donor and shares many of the same values and approaches as Denmark. Pro-ARIDES is well aligned to the CCDMP selection parameters, and is expected to generate concrete, visible results. The 10-year time frame provides significant ‘room to manoeuvre’, also with respect to coordinating with other CCDMP initiatives and contributing to the generation of valuable empirical evidence on the links between climate adaptation, resilience, conflict, displacement, and migration. A detailed partnership agreement will be prepared to promote coherence and interlinkages with the other initiatives under CCDMP.

The Pro-ARIDES project will be presented for final appraisal in early 2022.

Project 3. Team Europe Initiative (TEI) DKK 120 million

Summary. TEI is a new approach to development programming. Team Europe Initiatives are a new method of programming; they follow in the footsteps of Joint Programming Initiatives and EU Trust Funds. Due to the relatively recent rollout of the TEI mode of operation, there is relatively little consensus or common understanding regarding how to roll out or implement TEIs. This is a benefit for Denmark, as various actors are open to participating in a new TEI if a strong case can be made.

The MFAs has proposed to the EU Commission to develop a TEI on climate change, conflict and migration in Sahel as a means of strengthening a localisation response as well as policy and programme coherence (“connecting the dots”). The proposal to develop this TEI is inspired by

the Danish managed European Regional Development and Protection Programme (RDPP) in Jordan, Lebanon and Iraq. The RDPP is funded by the EU Trust Fund for the Middle East (Madad) through a delegated partnership with the EU Commission since 2014.

The TEI will be a platform anchored in the region. The platform will be based in the two Danish embassies and it will consist of staff, operating principles and a mandate to manage partnerships that focus on advocacy, data collection, research and localization, and it will use and increase local capacities that deliver increased resilience for people affected by climate change, conflict and displacement in Mali, Niger and Burkina Faso.

One of Denmark's strongest arguments for a TEI focusing on climate change, conflict and migration is related to the current dearth of information regarding the relationship between these three issues. The TEI will therefore focus on building the evidence base, the case for change and the tools to support practical change. A TEI that would fill a thematic gap by enabling joint analyses and action by multiple interested EU partners, on the issue of climate change, conflict and migration — key themes of the CCDMP — and lead to improved understanding, including empirical evidence, of the links between these. It would also **foster dialogue** around existing programme measures that focus on these areas and further, it could make an important contribution to developing a **more integrated digital system** for risk analysis, data collection, and an early warning integrating all three elements — climate change impacts, conflict and migration. The **localisation** element is also important. The TEI is expected to engage local NGOs with participatory project planning, dedicated capacity-building support and methods to learn from research and evaluation. In turn the NGOs will deliver services and advocacy now and develop capacities to take increasing resilience among population groups most at risk for climate change and conflict, which will support broader and deeper sustainable solutions.

Member states participation in the TEI would be based on a) having presence on the ground, b) proven thematic interest and, c) possibly be engaged in joint programming. France, Germany, Sweden, and Netherlands satisfy these criteria and will be further engaged in dialogue in the coming months. The TEI development will also build on the experiences of two TEIs in Burkina Faso⁴⁵ and one on climate change (title to be confirmed) in Mali.

The TEI is currently under development and additional consultation will be undertaken in the coming months before the final proposal is ready for approval. The TEI will include a jointly established yearly programme of work developed by the participating parties. A TEI will include at least four contributing partners, and the EU Commission would be able to fund 50 % of the budget through a delegated partnership.

The proposal so far is:

The overall TEI goal would be to build the evidence base around climate change, conflict, and migration. This would help in addressing the evidence gap, encourage horizontal and vertical dialogue, and support the development of programme design and monitoring tools for more effective action on the ground. The TEI would be strengthening a localisation response as well as policy and programme coherence.

The proposed TEI ToC, already embedded in the CCDMP ToC (see section 3.2) and states that:

⁴⁵ *Inclusion pour la stabilité*, which deals with community resilience to conflicts, and *Green Deal pour les Jeunes*, which aims at making secondary cities more attractive through green jobs.

IF Denmark supports the technical and financial capacities of a broad spectrum of partners engaging with regional, national, and local partners to integrate a climate smart approach to tackling root causes of fragility driving conflict, displacement, and irregular migration, and,

IF there is an emphasis on promoting more inclusive data sets targeting vulnerable groups and areas,

THEN there will be a strengthened collective evidence base and coherence,

THEN targeting of vulnerable groups and affected and at-risk areas will be strengthened thereby making management of conflicts over natural resources more efficient and effective, and capacities of national, regional, and communities will be strengthened and more resilient to climate change related shocks, and conflict and,

THEN livelihood activities will be more sustainable, affected populations will be more resilient.

Rationale for inclusion and support modality. The TEI in the Sahel would enable Denmark to take a leadership role enabling a localised response and in fostering coordination and coherence and in actively contributing to the base of empirical evidence on the links between climate change, conflict and migration. An added benefit of the TEI, is that it could include the establishment of a coordination structure with EU-financed technical advisors. Such a unit would be responsible for programme and policy related issues, information-gathering, etc but it could also contribute to CCDMP-specific coordination needs including facilitation of programme processes, such as reviews, as well as facilitating bi-annual meetings. The TEI would be closely linked to the MEAL component. This project is clearly aligned to the defined selection parameters and as well as fulfilling DAC criteria by contributing to better coherence, effectiveness, and efficiency.

The TEI will be finalised for final appraisal in 2022.

3.3.2 Outcome 2: Strengthened climate smart agriculture and natural resource management and governance in crisis-affected and at-risk areas and communities

This second outcome focuses on building the capacity of vulnerable communities to adapt to climate change. One partner, so far, is included under this outcome.

Project 4. IFAD Enhanced Adaptation for Smallholder Agriculture Programme (ASAP+) **Budget – DKK190 million**

Summary. The ‘Enhanced Adaptation for Smallholder Agriculture Programme (ASAP+, 2021–2024) builds on two previous phases of the ‘Adaption for smallholder agriculture programme (ASAP), which was a global (40 countries) climate change adaptation programme for smallholder farmers. Launched by IFAD in 2012, ASAP aimed to increase farmer resilience to climate-related shocks and stress. ASAP+ builds on the success and lessons of ASAP by directing climate financing to existing IFAD-financed projects (adopting the same modality as ASAP). ASAP+ targets vulnerable rural populations to increase their resilience to impacts of climate change on food and nutritional security. It also integrates climate mitigation by targeting interventions having both development and emission reduction benefits. There will be specific focus on increasing coverage from farmers to also include pastoralists in line with the overall CCDMP theory of change and objective.

IFAD partners with various key actors in its project areas. In the three countries of interest to Denmark, these include line ministries of agriculture, environment and water; national programmes on food security, such as I3N in Niger; and NGOs anchored at the local level, such as the federation of Naam groups in Burkina Faso and Afrique Verte in Niger. These NGOs have proven successful in working in fragile contexts marked by insecurity. IFAD also supports local

governments, farmer organisations and civil society organisations to strengthen the integration of climate change in their planning and service delivery, at the local and national level, including the networks of chambers of agriculture in Niger and Burkina Faso.

ASAP+ geographic targeting will be decided using a range of indicators. These cover the areas of climate vulnerability, growing food and nutrition insecurity, incidences of rural poverty, high inequality between income groups, state of fragility and other aggravating factors, such as youth unemployment, gender inequality and the proportion of indigenous peoples.

The overall objective of ASAP+ is ‘to increase the resilience of vulnerable communities to the impacts of climate change on food security and nutrition’ and ‘to reduce greenhouse gases through win-win interventions that also yield significant development benefits’.

The Theory of Change describes a process whereby ASAP+ will equip small-scale producers, the landless poor and their communities with the resources they need to deploy locally appropriate, proactive resilience strategies against the environmental, climate change and social drivers of growing food insecurity and hunger, as well as of rural poverty, instability and irregular migration. The project will do this by providing targeted investments, primarily through grants, to activities that: (1) address climate change and social drivers of food and nutrition insecurity; (2) restore and sustainably manage degraded lands; and (3) stem the rise in youth unemployment that is causing young people to migrate from rural areas or join extremist organizations.

ASAP+ is described as one of three pillars under IFAD’s Rural Resilience Programme (2RP) programme and is integrated into the overall 2RP Theory of Change. According to the 2RP programme document results will be captured through both a programme level results framework as well as results management frameworks tailored to the specific focus of each pillar, including ASAP+. This will, among other things, ensure that 100 per cent of ASAP+ financing is used on climate change-related activities.

The ASAP+ results framework has a strong focus on climate information and diversification and includes several indicators aimed at measuring increased resilience. Regardless of funding source, ASAP+ will finance only climate change projects. Annex 1 of the 2RP provides a detailed description of ASAP+, including rationale, objectives, the provisional results framework including outcomes, outputs, examples of activities, key performance indicators (KPIs). The ASAP+ annex of the 2RP also describes the ‘innovation’ element of ASAP+ and how it has drawn of from the lessons of ASAP in the design. ASAP+ will adhere to similar standards of monitoring and reporting as the current (ASAP) programme, and these are sufficient to meet MFA AMG requirements.

Rationale for inclusion and support modality. IFAD has recently scaled up its work in the Sahel⁴⁶ and has a strong presence in the region, is a solid and familiar partner, with robust monitoring and financial management mechanisms in place. In both Mali and Burkina Faso, the previous (ASAP) and new (ASAP+) proposed activities are well aligned to national policies and strategies, and have included close collaboration with local governments on adopting existing climate adaptation instruments such as the climate profiling tool developed with support from GIZ. Previous phases have generated concrete results, such as the development and

⁴⁶ Through the recently approved Joint Rome-Based Agencies (RBA) Programme for the Sahel in Response to Challenges of COVID-19, Conflict and Climate Change (SD3C) to be implemented in collaboration with FAO and WFP.

implementation of bio-digestors, which was seen as a particularly successful outcome and has led to a specific renewable energy-focused initiative.⁴⁷

IFAD indicates that donor funds (including from MFA) could be earmarked to a specific pillar of the 2RP (in this case, ASAP+) through a letter of exchange stressing the soft earmarking of Danish funds, although more specific earmarking within a pillar is not possible. IFAD is willing to discuss thematic and geographic preferences. Funds will be administered through a trust fund and IFAD's rules and procedures applies. The project also compliments Mali, Niger and Burkina Faso bilateral country programmes, as well as the future PSP III regional programme (See Annex 1 for details).

ASAP+ has already received contributions from Germany, Austria, Ireland and Qatar. IFAD is also in dialogue with Canada, USA, UK, France amongst others for further contributions. The global resource mobilization target is USD 500 million from climate change finance sources.

An agreement covering the Danish support will be entered with IFAD in 2021. Denmark will preference its funding to activities in Sahel.

3.3.3 Outcome 3: Strengthened integration of climate change hazards in collective risk mitigation mechanisms in vulnerable communities and areas

Project 5. WBG Sahel Adaptive Social Protection Programme (SASPP), DKK190 million

Summary. The SASPP is supporting six Sahel countries (Burkina Faso, Chad, Mali, Mauritania, Niger, and Senegal) in strengthening adaptive social protection systems. Effective since 2014 with a focus on the design and introduction of new foundational, national adaptive social protection systems to respond to the impact of climate change, the program is entering its second phase until 2025 with the objective of making emerging government-led systems more robust and expanding their reach. Drawing on climate early warning systems, countries can anticipate climate-related events such as droughts, and quickly scale up cash transfers via their social safety net programs in response.

The initial SASPP budget was USD 72 million, and the second phase has a budget of USD 160 million. The programme is implemented in close alignment with other social protection initiatives in Sahel, including those funded from International Development Assistance (IDA) with more than USD 700 million for Social Protection in Sahel. The focus in phase two continues to be on strengthening adaptive social protection systems to enhance household resilience and to expand the reach of shock response cash transfer programs, through a mix of (cross-) country innovation and knowledge work and investments in design and piloting innovations in the six countries. Nearly two million people across the Sahel benefited in phase 1 from adaptive social protection interventions supported by the SASPP Multi Donor Trust Fund (MDTF) and IDA) financing⁴⁸, and almost 100,000 households (almost one million people) received direct support via cash transfers or cash for work activities (over 50% women).

The focus on climate change, forcibly displaced and migrants will be strengthened during the second phase; in part because of proposals from Denmark. This includes development of new knowledge products and pilot interventions. This is reflected in a revised results framework that includes additional benchmarks and indicators related to the dynamics of forcibly displaced and migrants in relation to adaptive social protection systems. The programme will therefore strengthen coverage of vulnerable groups in line with the LNOB and HRBA inclusion principles.

⁴⁷ The MERIT project.

⁴⁸ International Development Association (IDA) is part of the WB and provides zero to low-interest loans and grants to the world's poorest countries.

Key actors in the programme include central and sectoral ministries and regional/local governments. The SASPP also supports partnerships with various UN agencies and other donors at the regional and country levels. This includes WFP at the regional and country level with coordination on shock response (to the lean season within the “Cadre Harmonisé” and to the COVID-19 crisis) and on social registries. Country programmes also coordinate with UNICEF on shock response and complementary measures related to investments in children’s human capital (parenting and early child development). Project teams coordinate with the second Regional Sahel Pastoralism Support Project (PRAPS II) team on food security and cash transfer delivery issues for pastoralists. At the country-level, programmes have partnered with UNDP on labour-intensive public works for youth in specific fragile areas (Konna, Mali) and with FAO on a pilot cash+ intervention (Mali) and in shock response (Burkina Faso). IDA support in the Sahel contributes to the overall support of the Sahel Alliance with strong operational collaboration with the European Union (especially ECHO). National actors include Ministries of Finance, as main counterparts for IDA financing, and implementing sectoral ministries, such as ministries responsible for social protection/development or assistance, food security commissions, disaster risk management institutions and ministries responsible for health, basic education, and labour. The project also compliments the Mali, Niger and Burkina Faso Danida country programme, as well as the future PSP II regional programme (See Annex 1 for details).

Programme targeting is evolving from a focus on the chronic extreme poor to reach those climate shock-affected households potentially at risk of poverty traps. Programme targeting generally includes: i) geographical targeting of municipalities with the highest poverty rates (these often overlap with fragile and conflict-affected areas, such as the North and East in Burkina Faso, the Centre of Mali, the Maradi and Diffa regions of Niger) and, ii) household targeting with a mix of categorical targeting (households with children), community-based targeting based on poverty and vulnerability criteria and/or proxy-means testing. Most beneficiaries are rural households. Shock-response cash transfers use geographical targeting (based on the geographical targeting of the “Cadre Harmonisé” to identify the areas most affected by climate shocks. COVID-19 shock response transfers have included new poor in urban areas in the three countries.

The majority of the SASPP resources are disbursed in the form of direct grants to governments for piloting adaptive social protection programs. The coming two direct grants are planned for Burkina Faso and Mali. The Danish contribution to the SASSPP will be included in these grants and therefore have a direct impact in two Danish partner countries.

The remaining resources are used for creating and disseminating knowledge and “good practice” lessons across countries, for impact and process evaluations, targeting analysis, etc.. Besides regional and stand-alone country level activities, country activities are designed to be an integral part of the ongoing World Bank effort supported by IDA.

The overall objective of the SASPP is ‘to help poor and vulnerable households become more resilient to the effects of climate change through the design and implementation of adaptive social protection programs and systems. The SASPP supports Burkina Faso, Chad, Mali, Mauritania, Niger, and Senegal in five areas: (1) government leadership, (2) institutional arrangements, (3) data and information, (4) programs and their delivery systems, and (5) finance. SASSP provides TA, capacity building, and finances pilot interventions covering the following elements:

- Adaptive safety nets programs that help poor households meet basic needs and diversify their livelihoods and can be easily scaled up to respond to climate-related and other types of shocks.

- Linking early warning and climate information systems to design effective response programs.
- Complementary “productive inclusion” interventions like community savings and loan groups or life skills and entrepreneurship training for beneficiaries.
- Investments in delivery systems (unique IDs, social registries, digital payments).
- Design contingency financing mechanisms to complement/support social protections systems.
- Design and development of targeting mechanisms to identify ex-ante those most vulnerable.
- Monitoring systems to improve transparency, governance and accountability.

Rationale for inclusion and support modality. Social protection, particularly linked to climate change and other shocks in the region, is highly relevant in the Sahelian context, where there are high and increasing levels of vulnerability. Social protection is a government priority for all three target countries, The SASPP fulfils all of the CCDMP selection criteria. The World Bank is a known partner with a strong convening power as a large and significant actor in the region and a strong focus on working with national and regional entities. The WB is also well-positioned to include stronger coverage of pastoralist groups under the SASPP umbrella by leveraging other programmes that it is engaged with in the region. These include potential synergies that can be developed with the Regional Sahel Pastoralism Support Project (‘Projet Régional d’Appui au Pastoralisme au Sahel –PRAPS’).

The program is funded by a multi-donor trust fund managed by the World Bank and supported by contributions from UK (FCDO, DKK 535 million), Agence France Développement (AFD, DKK 44 mill., and German Aid (BMZ, DKK 315 million). Denmark has already contributed with a DKK 40 million grant for the Covid-19 response in 2020.

The Danish grant is expected to target the next two country interventions planned for Mali and Burkina Faso, while also supporting technical assistance, knowledge and disseminating good practise at a regional level. The country allocations are subject to World Bank due diligence procedures.

An agreement governing the Danish support will be entered with the World Bank in 2021.

4 Budget

The total CCDMP financial envelope (commitments) is DKK 800 million for four years. The proposed allocations to each outcome and selected partners as well as phasing is shown below.

Tentative Partner Budget and Phasing (DKK million):

Outcomes	Project and Partner	2021	2022	2023	2024	Total (DKK)
Outcome 1	P1. UNDP		40			40 million
	P2. SNV		20	20		40 million
	P3. TEI		120			120 million
	Subtotal Outcome 1					200 million
Outcome 2	P.4 IFAD ASAP +	100		90		190 million
	Subtotal Outcome 2					190 million
Outcome 3	P.5 World Bank SASSP	100		90		190 million
	Subtotal Outcome 3					190 million

MEAL and technical reviews	MEAL and technical reviews		20			20 million
	Subtotal					20 million
Totals	Total allocated	200	200	200		600 million
	Total unallocated				200	200 million
	Total budget					800 million

The programme budget includes 25% as unallocated funds. The experience from programmes at national and regional levels has been that new windows of opportunity arise where the availability of flexible funding can provide a highly relevant mechanism through which the MFA and/or embassies can respond to emerging opportunities. Partner organisations continuously highlight flexibility and adaptability as a highly valued element in the Danish support.

For unattributed funding to be released, requests will need to meet the targeting criteria outlined in section 2.6. These include:

- The thematic, geographic and demographic areas to be supported must be within the overall ambit of the programme (i.e. one of the three outcome areas), aligned with the CCDMP theory of change, and committed to engagement with the CCDMP MEAL component.
- The request must be supported by a concept note or proposal providing rationale, mapping of related activity/support, expected results, inputs/budget, reporting and monitoring, management, and financial management.
- The requests will be appraised jointly by the MNS and the embassies in Mali and Burkina Faso.

Funding may also be utilised to augment existing areas and/or partners supported by CCDMP.

Two partner projects are currently being considered for support by the unallocated budget.

IFAD Programme for the Sahel in Response to the Challenges of COVID-19, Conflict and Climate Change (SD3C).

Summary. The SD3C/G5 Sahel + Senegal programme, jointly led by the Rome-Based Agencies of the United Nations, aims to contribute to the implementation of the G5 Sahel Strategy for Development and Security (SDS) at the request of the governments of the six countries (Burkina Faso, Mali, Mauritania, Niger, Senegal, and Chad). The programme is aligned to the ‘resilience and human development’ axis of the G5 Sahel priority investment programme and refers to the ‘resilience’ pillar of the United Nations integrated strategy for the Sahel (UNISS) and to the IFAD Strategic Objectives 1 and 3, respectively, on increasing production and resilience in the G5 Sahel countries.

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

Summary. The PATRIP⁴⁹ foundation is an initiative launched by the German development bank (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.

⁴⁹ In reference to Pakistan Afghanistan Tajikistan Regional Integration Programme, the original area of intervention of the foundation.

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 2020⁵⁰ allowed to mainstream environmental and climate considerations into PATRIP's approach. New support from Denmark could strengthen and up-scale this mainstreaming of climate-smart approaches into PATRIP's stabilization actions in fragile border areas, with a regional perspective. The support to PATRIP would be conditional upon a positive assessment of results achieved under the current engagement with Denmark.

5 Institutional and Management arrangements

5.1 Organisational set-up

The CCDMP will be managed in accordance with the MFA's "Guidelines for Programmes and Projects" (AMG). The complex nature of the programme — covering activities in three countries and involving a wide range of partners — calls for a management structure with a strong focus on coordination and communication. Accordingly, the management arrangements and associated roles and responsibilities are distributed across (i) a Global level, and (ii) an operational level. MNS has overall responsibility with support by the Danish Embassies in Mali and Burkina Faso, as outlined below.

Global level (Reference Group)

A reference group will be established to ensure exchange of information and learning from activities supported by the programme. The Reference Group will initially include members of the project group established during programme preparation, i.e.: MNS, the embassies in Bamako, and Ouagadougou, Green Diplomacy and Climate (GDK), the Humanitarian Action, Civil Society and Engagement Department (HCE), the Africa, Policy and Development Department (APD), the Danish missions in New York and Rome as well as the EU Representation in Bruxelles. MNS will chair the Reference Group, and MNS and embassies in Ouagadougou and Bamako will be represented at management level. The Reference Group will meet biannually to ensure flow of information, discuss learning and adaptation, the outcomes of Danish efforts, including learning from collaboration with partner organisations as well as synergy with other engagements.

Operational and management level (including a Technical Working Group)

A technical working group for the operational management will be established including MNS and the two embassies. This will ensure lean and adaptive decision-making that takes local knowledge and realities into account in day-to-day programme management. The technical working group will be supported by the MEAL team (see section 5.2 on MEAL). Additional support provided by the MEAL team will (i) address the capacity at MNS and embassy levels; (ii) ensure the information needs are met.

The roles and responsibilities of the Technical Working Group include:

- Meeting quarterly to ensure monitoring, and adaptation if needed, of the programme and its engagements (see also below for separate responsibilities in relation to the engagements). MNS invites the two embassies for the virtual meetings. Consensus based decision making.

⁵⁰ CCASFBA partnership ; Results of the call for proposal are expected for April 2021

- Reviewing and assessing reports from partners, and facilitating programme processes, such as reviews and inception reports, including an inception review in 2022, a mid-term review in 2023 and allocation of unallocated funds.
- Reviewing and updating the Sahel CCDMP Theory of Change on an annual basis based on insights received from the MEAL component (including partner project results).
- Facilitating the meetings of the Reference Group. This includes *de facto* coordination of the entire programme, and as such it is important that the technical working group works closely with the MEAL team to establish a full picture of the programme status, including programme progress and financial matters.
- Dialogue with national, regional, and global partners across the policy, programme, and research spheres on programme related issues. These could include liaising with the relevant UN friends' group, Climate Security Mechanism, relevant regional mechanisms (ECOWAS, CILS, UNISS, CSOs (funded by DANIDA)). Emphasis will be placed on maximising the results of the programme in areas related to programme and policy coherence strengthening. This will include identifying opportunities to establish and/or strengthen partnerships towards the Sahel CCDMP objective, and outcome areas, especially in the areas of shared knowledge and learning architectures.
- Being responsible overall for the programme, and with assistance from the MEAL team, MNS will facilitate cross-learning on subjects such as climate, forced displacement, irregular migration and conflict at a strategic level.

MNS will be responsible for the support to the Sahel Adaptive Social Protection Programme (SASPP) with the World Bank as well as the ASAP+ with IFAD. The Embassy in Bamako will be responsible for the collaboration on Climate and Security with UNDP and the Embassy in Ouagadougou for the support to the Pro-ARIDES programme and the related collaboration with SNV. The development of a TEI on climate, conflict and migration will be a joint endeavour lead by MNS. The proposed distribution of unallocated funds will be prepared by the Technical Working Group. The responsible units should participate in partner/donor reviews, workshops, and other more punctual events.

5.2 Monitoring, Evaluation, Accountability and Learning (MEAL)

The CCDMP will be monitored according to Monitoring, Evaluation, Accountability and Learning (MEAL) principles.⁵¹ MNS will have the overall responsibility for maintaining an overview of the programme progress towards achieving outcomes and strategic objective.

A dedicated MEAL unit will be established to support the CCDMP MEAL process. The MEAL unit will be supported by one MEAL focal point in each of the implementing partners' projects supported by the CCDMP. These focal points will have the dual responsibility of supporting the partner projects' MEAL activities as well as supporting the MEAL unit with the overall Sahel CCDMP MEAL component. These focal points will be identified during the CCDMP inception phase, and the partners will be requested to provide evidence of formal assignation of MEAL responsibilities related to the CCDMP.

The special MEAL unit will be headed by a senior MEAL advisor, who will report directly to MNS and support them in their coordinating role. The MEAL advisor will liaise closely with the Danish Embassies in Mali and Burkina Faso (Technical Working Group). The senior MEAL advisor will

⁵¹ These include (1) tracking real time progress, (2) continuous learning and identifying needs for adjustments, (3) ensuring that information exists for adaptive management, (4) documenting unintended effect, both positive and negative, and (5) assessing real impact on the ground.

be supported by a stabilisation and climate change advisor with MEAL experience in the region and subject matter.

The MEAL unit team will be contracted through an open tender process in line with DANIDA guidelines. The MEAL unit has the responsibility of the day-to-day monitoring of the programme, under the guidance of the MNS and the RDE representatives from Mali and Burkina Faso (the technical working group).

5.3 Reviews

The MFA is entitled to carry out technical and/or financial missions, reviews, evaluations and audits during the grant period either themselves or through the third-party monitoring contract. The annual progress reporting and documentation on monitoring and evaluation will be the basis for continued support and development of new work plans, as well as for continuous assessment of and adjustments to risks. Through the MEAL TA, the MNS CCDMP Team will facilitate coordination, learning and synergies across the programmes. The table below indicates the schedule for reporting, stock-taking, review, and evaluations.

Calendar for submitting reports and stock-taking exercises, reviews and evaluation

	2021	2022	2023	2024	Frequency
Meetings					
Task Force meetings	x	xx	xx	xx	Twice a year (2021 will only include one meeting)
Technical working group meetings with MEAL team and select partners	x.x.x x.x.x	x.x.x x.x.x	x.x.x x.x.x	x.x.x x.x.x	Every two months (6 per year)
Reports					
Implementation report					May 2022
Progress Report	x	x	x	x	Biannual
Financial Reports	...x	...x	...x	...x	Quarterly
Technical reviews and evaluations (and studies)					
Mid-term Review		...x			July 2022
Audits					
Internal Financial Audit	x	x	x	x	Annual
External Financial Audit	x	x	x	x	Annual
Audit Value for Money			...x		Once

5.4 Communication

Communication of CCDMP results and learning will reinforce the approach to ‘Doing Development Differently’ and adaptive learning. Communication shall represent a coordinated and inclusive effort between the relevant ministry departments in Denmark and the Danish embassies in Mali and Burkina Faso. The communication tasks will be assigned to the special MEAL unit and led by MNS. For each of the projects, communication plans will be developed to specify target group audiences, i.e. local/regional stakeholders, stakeholders in Denmark (decision makers, the public, etc.), academia, experts, and others, with a variety of media to be used for communication and dissemination of both short and long-term results (See Annex 7 for details)

6 Financial management

Management of the Danish funds will be undertaken by the partners in accordance with MFA’s Financial Management Guideline for Development Cooperation:

<https://amg.um.dk/en/tools/financial-management/accounting-and-auditing/>

All selected and potential project partners have successfully managed Danish funds in the past. As other development partners may join the programme, agreements will be made with each, according to the same procedure described above.

Disbursements of funds to partners will be based on a written request and under the conditions spelled out in the individual agreements. Disbursement requests should normally be accompanied by accounts for the previous period and budget and work plans for the following period. Partners will establish designated bank accounts for the MFA funds. Procedures regarding cash handling, approval of expenditures, reporting, budget control and other internal controls, including control of assets (fixed assets, stores, debtors and cash) shall be based on sound financial management procedures and International Accepted Accounting Standards.

The partners are audited on an annual basis. The audit period follows the Calendar year. Audits will be carried out in accordance with the internal and external procedures provided for in the financial regulations of the organisations, as agreed in the Partner-Specific Financing Agreement. The audits will be conducted in accordance with International Standards of Auditing (ISA) and should include elements of compliance and performance audit. The audit report shall include a management letter/report.

It is the responsibility of the partners to ensure that any sub-grantees and sub-contractors are audited on an annual basis, that the audit reports are received in a timely manner and that these reports are consolidated into the overall audit reports. The partners shall ensure that any material issues raised in the auditor's report is appropriately and timely followed up and appropriate actions taken. The accounting documentation shall at any time be available for scrutiny by the MFA and the Danish Auditor General.

Upon suspicion or awareness of specific cases of corruption involving staff members and/or implementing partners, the implementing partner is obliged to notify the lead Danish partner, who is obliged to immediately notify the MFA's MENA Department in accordance with the Anti-Corruption Policy of the Danish Ministry for Foreign Affairs ("Zero tolerance").

The below standard corruption clause applies between the parties of this Programme and should be inserted in agreements signed with sub-partners:

Corruption Clause: *No offer, payment, consideration, or benefit of any kind, which could be regarded as an illegal or corrupt practise, shall be made, promised, sought or accepted – neither directly nor indirectly – as an inducement or reward in relation to activities funded under this agreement, incl. tendering, award or execution of contracts. Any such practise will be grounds for the immediate cancellation of this agreement and for such additional action, civil and/or criminal, as may be appropriate. At the discretion of the Danish Ministry of Foreign Affairs, a further consequence of any such practise can be the definite exclusion from any tendering for projects or other funding from the Danish Ministry of Foreign Affairs.*

Implementing partners will also be informed of Denmark's zero-tolerance policies towards child labour, sexual exploitation, abuse and harassment (SEAH), and anti-terrorism. Specific articles on this will be included in the legal partnership agreement, where it is specified that violations hereof are grounds for immediate termination of the agreement.

7 Risk Management

The CCDMP will operate in a high-risk environment, and there are considerable contextual, institutional, and programmatic risks associated with the programme. The COVID-19 pandemic may also continue to represent a significant risk.

A detailed risk management matrix is enclosed in Annex 4. These risks build upon the general contextual risks noted in the Mali, Burkina Faso, and Niger country programmes. They also reflect individual partner projects' analyses, and insights from ongoing and previous Danida and selected partners' regional programmes. Each project supported by the CCDMP will have its project specific risk matrix (see Annex 6, Project Briefs, for an overview).

Risk management is an iterative process, and risks will need to be regularly monitored. The CCDMP will adopt a flexible and adaptative approach to addressing changes in programme risks. Risk monitoring will be the responsibility of MNS with support from the MEAL unit, which will facilitate regular dialogue with the Danish embassies in Mali and Burkina Faso and implementing partners (at minimum on a semi-annual basis) to adjust the risk assessment as needed and ensure that risk mitigation strategies are implemented at the overall programmatic level, as well as the project specific levels. Joint risk management arrangements can be strengthened through discussions informed on an annual basis as part of the annual reporting. Finally, Denmark is part of a multi-country early warning system established to monitor these and other risks, which are periodically discussed between all key stakeholders that will also inform CCDMP risk management.

The **contextual risks** relate to the fragile, insecure, and volatile situation in the targeted region. The factors involved are broad and overwhelming, and *the residual risks will remain high*. Risks include, for example: (a) climate change will continue to increase water stress, as well as the number of extreme weather events, such as floods and drought; (b) international assistance may not adequately integrate political economies at national and regional levels, or (c) the security situation deteriorates rapidly. In a fragile context like the Sahel region, vulnerable groups who are dependent on rainfed agriculture and pastoralism suffer disproportionately from such risks. These vulnerable groups include farmers, herders in rural areas with poor infrastructure, as well as host and displaced communities. Among these groups, women and children often bear the brunt of suffering.

The **programmatic risks** relate to (a) poor coordination among partners, (b) knowledge constraints and limited absorption capacities, including the challenge of identifying qualified partner organisations working in the very fragile areas targeted, and (c) inadequate focus on addressing root causes of fragility or inclusion of vulnerable groups and areas.

An important component of mitigating these risks is the ability of the programme and its partners to strengthen coordination structures, and establish and sustain dialogue and participation with its local, national and regional partners; identify new ways of combining blended capacity building initiatives that include remote and on-site components that leverage local solutions and capacities; and implement rigorous baseline analysis, and ensure continuous monitoring and dialogue on the level of individual projects so as to ensure the fostering of relevant and fact-based coordination, learning and cooperation. Residual programmatic risks are assessed to be *moderate to low*. However, the CCDMP's ambitions and programmatic risks may still hinder the likelihood of fully achieving end targets within the short implementation period (2021–2024). Effective monitoring will be instrumental in reducing this risk by ensuring learning and adaptation capacities throughout the implementation period.

An important **institutional risk** relates to the intercommunal mistrust affecting relationships between vulnerable groups (horizontal cohesion): farmers versus pastoralists, caretakers of the resource versus dependants on that resource; and vulnerable groups versus public authorities (vertical cohesion). The *risk is assessed to be moderate* and is fuelled by the perception of what one group would be gaining to the detriment of another, even if supported initiatives do not favour specific groups but are aimed at whole communities. Well-targeted communications, continuous

monitoring, effective emergency planning and implementation of rigorous social dialogue measures will reduce the risk of such occurrences, but the residual impact of lingering tensions will remain *moderate to high* over the period.

In the Sahel, the risk of setbacks or return to conflict is real. Accordingly, work plans will need to be assessed and adjusted on a regular basis in response to events on the ground. This may necessitate reallocation of funding to certain activities. There are two broad scenarios:

- A probable worst-case scenario in which the situation deteriorates significantly, so that most programme activities are delayed or suspended. Denmark will have to consider both the impact on the beneficiaries and reputational risks in deciding whether to suspend the programme, temporarily or permanently. Given that the programme supports implementation partners with a history and proven track record of implementing in the region, partners will, likely, be able to react quickly, and redirect or adapt activities. A shift should prioritise areas that can directly support crisis response, help strengthen vulnerable structures or protect vulnerable populations, within the framework of the programme objectives.
- The most likely scenario is that the Sahel countries will continue to experience pockets of significant insecurity, and periodically witness acute but containable crises. The presence of international security forces in the region will most likely prevent general, critical crises, such as a collapse of state institutions.

8 Closure

The preparation of an exit strategy will be commensurate with the scope and volume of support, taking into consideration how structures, policies and partner activities will be able to continue without external assistance. Indicate the tentative timeframe of the formal closure consisting of three steps:

- Implementing partner's final report
- Responsible unit's Final Results Report (FRR)
- Closure of accounts: final audit, return of unspent funds and accrued interest and administrative closure by reversing remaining provision.

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 to the development of the partners, and select national and regional stakeholders to regional actors' capacity to address the associated challenges.

9 Annexes

Annex 1: Context analysis

1. Overall Development Challenges, Opportunities and Risks

Climate change impacts are exacerbating pre-existing vulnerability and fragility. While the Sahel has historically experienced climate variations, conditions have worsened over the past decades and are expected to continue to deteriorate as a result of climate change with temperature increases projected to be 1.5 times higher than in the rest of the world. However, the Sahel also has an important renewable energy potential, including more solar energy resources than other regions in the world, some of the largest aquifers on the continent and potential to irrigate large areas of fertile soil (e.g. Mopti region in Mali, Maradi region in Niger and Central region in Burkina Faso) and to restore degraded land. These opportunities are currently completely overshadowed by challenges and this reflects the fact that the Sahel's climate vulnerability is not only due to rising temperatures and decreasing and erratic rainfall; it also relates to the way climate change impacts are multiplied by existing vulnerabilities and forms of fragility. The Sahel is highly dependent on rainfed agriculture, livestock herding and fishery to provide food security and livelihoods. Hence, the effects of climate change in combination with rapid population growth, poverty, inequality, limited access to basic services and weak governance have a high risk of leading to fragility and conflict – and this undermines the resilience of communities and societies. In these countries, with a burgeoning youth demographic, high unemployment and strong desires for economic opportunity and social status, competing strands of jihadist armed groups have been able to take root and exploit the discontentment with prevailing social orders in areas where state authority has been weak, suffering from governance deficits and absence of investment in social sectors.⁵²

Insufficient capacity of governments to manage social change and resulting tensions have had major implications for the security and well-being of local communities as well as for the nature and scale of engagement of the international community, the latter notably because of the threat that escalating tensions can have implications for global peace and security. Following the events that took place in Mali in 2012 with the Tuareg rebellion, the subsequent jihadist occupation of Northern parts of Mali and coup d'état, significant attention has been paid to issues of security and stabilisation in the Sahel. The Algiers peace accords between Tuareg insurgent groups and Mali's central administration signed in 2015 has had a limited impact, while jihadist groups and networks have grown and violence has kept spreading to new areas across the Central Sahel i.e. Mali, Burkina Faso and Niger - which is also Denmark's primary geographic focus in the region. Jihadist insurgencies and communal violence in the region have undermined the states' control over large parts of their territories and varied efforts to curtail its spread have raised international alarm and prompted important resources to be invested by both domestic governments and foreign partners.⁵³ It is against this background that the G5 Sahel was established in December 2014 as an institutional framework for regional cooperation on security and development matters between Burkina Faso, Chad, Mali, Mauritania and Niger with a particular focus on cross-border military cooperation to fight the jihadist terrorist groups. While the G5 Sahel acknowledges that climate change and food security are urgent priorities in their strategy, most of the funding and international support to the G5 has been allocated to security, in particular to the G5 joint force founded in 2017. However, despite the important security investments and some successes, the lethal and growing spread of jihadist attacks continues.

⁵² Crawford, A. (2015). *Climate Change and State Fragility in the Sahel*.

⁵³ OECD. (2019). *Long Term Trends Across Security and Development in the Sahel*.

Climate change and demographic pressures exacerbate conflicts over natural resources.

Governments have sought to increase agricultural production, more farmers are engaged in livestock herding and extensive farming, farming by riverbanks or even on drinking water reservoir sites. This means less pastureland for transhumance and despite mobile livestock system's adaptive capacity and ecological efficiency, pastoralists' ability to cope with the changing environment has been significantly reduced. As a result, there are frequent instances of cattle straying onto farmland, which has been a recurrent catalyst for violent conflict and reprisals. What often begins as a conflict between farmers and livestock herders over wandering cattle on farmland can escalate into outright conflict that turns violent due to the proliferation of weapons. These conflicts tend to arise between traditionally sedentary farmers (e.g. Dogon, Bambara, Songhai, Mossi) and nomadic or semi-nomadic pastoralists (e.g. Fulani, Tuareg) which is adding an ethnic dimension, although farming or herding is not exclusive to specific ethnic groups and a combination livelihood activities is becoming more common. Yet, these activities also correspond to different modes of life and ethnic traditions and as different communities are getting more or less explicit support from various non-state armed groups, local self-defence groups or political elites, some communities like the Fulani are subject to stigmatization as alleged supporters or members of jihadist groups.

Climate change and conflict affects the character of human mobility. The management of natural resources in the Sahel is closely linked to mobility as an adaptation strategy. Indeed, for many communities in the Central Sahel, free movement is essential to cope with challenging climatic conditions and there are ECOWAS regional protocols on free movement and cross-border transhumance in place to facilitate this. However, in recent years forced displacements caused by natural disasters or conflict and violence have increased exponentially and the interplay between climate and conflict increases the complexity of displacements with many unpredictable changes. Conflict created by the jihadist resurgence has exacerbated and fueled existing domestic conflicts, particularly between pastoralists and farmers. These are intensified in situations where higher temperatures and variable rainfall are additional stressors that reduce water availability and contribute to land degradation. This is affecting traditionally circular migration patterns. Given the free movement within the ECOWAS zone, populations are moving toward urban areas and the more fertile southern edges of the central Sahel creating additional tensions and pressures on local resources. At the same time, conflict limits the capacity of pastoralists to deal with seasonal variability in ways, which have traditionally been well suited to preserving ecosystems.

Increasing violence combined with the effects of climate change has exacerbated humanitarian needs. Population displacement is taking place at an alarming rate across the Sahel region (5.4 million in 2021), including in the Central Sahel (1.9 million) not least in Burkina Faso (1.3 million) where the fastest-growing displacement crisis in the world has taken place since 2019. The displaced populations are mostly catered for in families, by the local population, or in public buildings like schools⁵⁴ yet the limits of 'community solidarity' are being reached. In Burkina Faso, more than 75 pct. of IDPs remain without adequate shelter⁵⁵. Internal displacement resulting directly from armed conflict and refugee return is creating new pressures and potentially lasting environmental impacts in areas that are already affected by climate change and where communities are extremely vulnerable themselves. This can lead to friction with host communities when it starts to affect their livelihoods. Food needs are on the rise the number

⁵⁴ UN-Habitat. *UN-Habitat Scoping Mission on longer term solutions for internally displaced populations (DRAFT)*. 2019

⁵⁵ OCHA. *Humanitarian Needs and Requirements Overview Sahel Crisis*, April 2021.

of people at estimated to be food insecure reached 6.5 million during the 2021 lean season (June-August) in Burkina Faso (2.87 m), Mali (1.31 m) and Niger (2.3 m)⁵⁶

Regional organisations are struggling to confront the multi-layered security challenges caused by climate change. ECOWAS is one of the organisations that has most clearly recognised environmental and natural resource issues in terms of peace and security, although so far, climate change has not been addressed very explicitly and ECOWAS is struggling to deal with issues surrounding territorial sovereignty. The development of the new Sahel Strategy for ECOWAS (2020-2025) demonstrates a recognition that hard-security strategies will be insufficient to counter the terrorist challenge and a growing willingness towards better implementation of a climate security framework. The stated intention of the current strategy is to improve synergies and coordination among all stakeholders and interest groups, such as the West African Economic and Monetary Union (UEMOA/WAEMU), the Permanent Interstate Committee for Drought Control in the Sahel (CILSS), the Liptako-Gourma Authority (LGA) and Niger Basin Authority (NBA).

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2. Political Economy and Stakeholder Analysis

The **lack of inclusiveness** in political and institutional life has historically been a common feature in the Sahel countries where power has often been structured around coalitions of elites from different spheres of society i.e. political actors, economic operators, customary leaders and army officers, with limited or tense dialogue with the opposition and civil society. In the short term, these coalitions can provide some stability, but it also gives rise to contestation through street mobilizations or even rebellions or military coups, which in some cases leads to

⁵⁶ WFP *Central Sahel Situation Report*, 27 August 2021

the inclusion of protesters to stabilise the situation again.⁵⁷ The political elite is characterised by a lack of generational change and despite the existence of multiparty systems and a certain level of respect of civil and political rights, there are no effective mechanisms to ensure that grievances are addressed.

Governance systems in the Sahel are highly centralised with the effect of reinforcing the territorial and political isolation of remote areas. Hence, despite the fact that decentralisation processes have been on the agenda since the 1990s, resources are still very concentrated in the capitals. Geographical inequalities characterised by a central-periphery logic, in part, reflect the heritage of the colonial times and a continuation of relationships that favour the dynamics of political capture. Those with economic power influence political decision-making process in their own interests, in a vicious cycle of corruption and clientelism, at the expense of the needs of broader sections of the population.⁵⁸ National political elites have thus often skilfully co-opted local elites as a way of maintaining power and stability. However, some of the more remote border areas, whose populations may feel neglected by the state and exposed to communitarian, political and insecurity influences from neighbouring countries, are particularly vulnerable to the risks of conflict contagion. In some cases, political rivalries at the local and regional levels have also exacerbated tensions between communities in the Sahel. This is why some observers stress that the decentralisation of power is not necessarily in itself conducive to peace, unless it ensures the inclusion of all in local governance, effective delivery of services and the capacity of local authorities to manage local interests in a balanced manner.⁵⁹

Local communal tensions and social inequalities are often closely linked to the **highly stratified social relationships between and within communities**. While traditional mechanisms have considerable potential e.g. in relation to management of natural resources and dispute resolution, they also face challenges. Traditional authorities often deal with social norms that perpetuate inequality through their governance system, sometimes excluding certain minorities from the right to land which is essential for livelihoods, or limiting the right to participate in decision-making. Social norms that establish family and community structures in which the decision-making power is in the hands of older male members are also widespread and exclude young people and women from taking a more active role in the society.

Tensions over the management of natural resources ie. issues of access to land, water and extractive resources hold the most risk of conflicts in the Sahel and they are particularly worrying because they are expected to increase in the future due to demographic trends and the intensification of the effects of climate change. The importance of rural land tenure and rules for management of natural resources constitute a particular challenge in the Sahel as national policies and laws in this area are often incomplete, unclear or not implemented leading to e.g. agricultural expansion that obstructs pastoral movement, land speculation, corruption and rent seeking among government officials etc. Conflict-sensitive adaptation requires effective institutions, legal frameworks and land tenure regimes to prevent and resolve conflicts.

In addition, there are several issues related to **natural resource management that transcend borders**. While people in the Sahel have been used to adapting to new circumstances, the region is currently experiencing conditions that are changing in more unpredictable and radical ways, causing new forms of threats to their livelihoods and new forms of conflict. The need for actors to collaborate across borders in order to address cross-border issues and manage

⁵⁷ Alliance Sahel. *Evaluation des risques et de la résilience dans la région du Sahel*, février 2020.

⁵⁸ Caverro, Teresa. *Analysis of Multidimensional Inequalities in West Africa and a Strategy for Inequality Reduction*, DEVCO, AFD, AECID and Oxfam Research Project, November 2020

⁵⁹ Ibid.

resources in a conflict sensitive manner has thus become more pressing than ever e.g. through the development and sharing of new technologies, early warning systems that track vulnerability to climate change, research, among others.

Stakeholders:

Relevant stakeholders to consider in relation to the CCDMP include state structures, local authorities, civil society organisations, private sector, academia, development partners and inter-governmental/regional institutions. In view of the wide scope of the programme, it is impossible to make a complete mapping and analysis of stakeholders, but some key guiding principles and actors/institutions are worth highlighting. A more thorough stakeholder analysis will be undertaken in relation with the individual projects under the CCDMP.

National governments are responsible for formulating national policies (linking up to international and regional commitments), mobilising funding and proposing institutional mechanisms for the implementation and monitoring of these policies. These institutional mechanisms should notably ensure effective and coherent interventions and create the conditions for inclusive, transparent and accountable processes that promote bottom-up approaches.

Local government authorities are key actors in all issues related to local/sub-national development, including by providing an appropriate framework for consultations at the local level to define development priorities and ensure that these feed into national policy development, implementation, monitoring and evaluation. They also participate in the design and implementation of concrete programmes on the ground.

Civil society includes a broad range of more or less organised stakeholders i.e. communities/community leaders, traditional and religious leader, women and youth groups and organisations, professional organisations from different sectors such as farmers' and pastoralists' organisations. Given that the lack of inclusiveness is identified as one of the key root causes of fragility and conflict in the Sahel, special attention should be given to ensuring the participation of these stakeholders, and in particular the most vulnerable ones (women, youth, marginalised groups) in all processes. In view of the recurrent and growing number of conflicts between herders and farmers, it appears particularly relevant to consider how pastoralists' organisations could play a more active role in improving social cohesion e.g. by engaging in dialogue activities regarding natural resource management, including facilitation of dialogue between transhumance and host communities, or between transhumance and sedentary pastoralists, whose relations have been affected by growing insecurity in the Central Sahel.

Even if the Sahel is a challenging and fragile context, investment and growth are possible e.g. through environmental sustainability investments through which **private sector** can help provide jobs and opportunities to the region's growing population, especially its young people, giving them hope for the future and motivation to work towards stability.

Innovation will be a critical factor to tackle the new challenges that the Sahel is facing. Engaging with **research institutions/academia** can potentially foster significant opportunities for the development and rapid wider dissemination and scaling up of innovations that are tailored to specific contexts and challenges and/or to generate useful learning for further work and cross-fertilization with other researchers, practitioners or policy makers.

Development partners in the Sahel have been criticised, first for having overlooked the multiple dimensions of fragility that have led to the relatively quick and dramatic destabilisation

of the region, and since violent conflict has spread, for adopting an overly securitised approach. In this relation, it is worth emphasising that the Sahel Alliance was initially established in 2017 (on the initiative of Germany, France and the European Union) as a mechanism to promote a more integrated approach to address the most urgent security and development challenges, by improving regional cooperation in alignment with the priorities of the G5 Sahel. The Sahel Alliance is not a separate financing mechanism, but an initiative to improve aid effectiveness by promoting faster and more targeted investments based on the principle of mutual accountability. The Sahel Alliance currently comprises 13 members: Denmark, France, Germany, Italy, Luxembourg, the Netherlands, Spain, the UK, the EU, UNDP, AfDB, EIB, and the World Bank. Observers include US, Japan and Canada. The Sahel Alliance has identified six priority areas: (1) youth employment; (2) rural development, agriculture and food security; (3) climate, including access to energy, green energy and water; (4) governance; (5) support for the return of basic services throughout the territory, including through decentralisation; and (6) security (European-Commission, 2018). The Sahel Alliance recently established a working group on climate change – fragility and conflict at the global level and carried out an extensive ‘Risk and Resilience Analysis’ for the Sahel region (October 2019), highlighting exclusion and governance as key to the conflicts and recommending the integration of conflict risk into monitoring and evaluation of the Sahel Alliance partnership with G5 Sahel.

Several regional inter-governmental mechanisms engaging in areas that fall within the thematic scope of the CCDMP have been established over the past decades. With the current crisis that the Sahel is undergoing, these institutions and organisations have been subject to a renewed interest and should also be considered as part of the institutional landscape in relation to the CCDMP given its regional scope.

ECOWAS was established in 1975 with the formal aim of promoting economic cooperation between 15 West African countries sharing similar socio-economic conditions despite their different historic trajectories (colonisation, language, and administrative cultures). During the 1980s due to a large number of political crises in the region, ECOWAS expanded its scope of intervention to the security agenda. It is widely acknowledged that ECOWAS has contributed to important achievements in different areas, including restoring peace, containing conflicts, dealing with elections and facilitating the free movement of people. The organisation also has a relatively advanced discourse and recognition of environmental and natural resource issues in terms of peace and security.⁶⁰ Nevertheless, regional decisions and policies are only implemented to a limited degree. However, despite a number of structural obstacles (e.g. capability constraints and lack of commitment from member states), targeted institutional support could be enabled to demand specific regional reforms ‘from below’ through coalitions sharing similar interests.⁶¹ Issues related to free movement and migration are perhaps the ones in which ECOWAS is most visible. Examples of this include the “Migration Dialogue in West Africa” platform for ECOWAS member states to discuss common security and migration issues and concerns, for which immediate solutions may not be forthcoming on a national level and the “Support to Free Movement of Persons and Migration in West Africa”, a project that reviews both the content and implementation of the Transhumance Protocol in order to develop a framework that addresses current challenges. Both initiatives are driven by the ECOWAS Commission and implemented with support from the IOM. There is also a potential for ECOWAS to play a role in climate related security risks with a transnational character as well as control of small arms in relation for transhumance conflicts, but this requires increased

⁶⁰ Conin C. de g & Krampe, Florian. *Multilateral cooperation in the area of climate related security and development risks in Africa*. NUPI Report 4/2020.

⁶¹ ECPDM. *Political economy of regional integration in Africa*. The Economic Community of West African States (ECOWAS) Report, January 2016.

cross sectoral coordination and exchange of knowledge. ECOWAS furthermore has an early warning system, which **could** potentially be used more proactively to develop early responses including in relation to risks exacerbated by climate change. ⁶²

CILSS - the Permanent Interstate Committee for Drought Control in the Sahel - was set up in 1973 as an inter-governmental body in the wake of the 1970 drought in the Sahel. It brings together 13 member countries and is represented with headquarters in Ouagadougou, Burkina Faso; the Sahel Institute (INSAH) in Mali; and the Agrymhet Regional Center based in Niger (a CILSS entity focused on drought control and food security previously supported by Denmark for a number of years). Natural resource management and climate change is the focus of one of five strategic pillars. Among its key approaches is research, the formulation of policy recommendations, and monitoring and evaluation of implementation among its member states.

Since 2011, CILSS has been a member of the Sahel and West Africa Club (SWAC) hosted by the OECD. The “Club du Sahel”, was founded by Sahelian countries and OECD member countries in Dakar in 1976 to raise international support and awareness of the drought crises in the Sahel. It also facilitated the creation of the Food Crisis Prevention Network (RPCA) and the Network of Farmers’ Organisations and Agricultural Producers of West Africa. SWAC has contributed to strategic thinking and facilitated the development of various common regional strategies and policies, in particular within the fields of agriculture, cross-border cooperation, conflict prevention, climate change, livestock and migration. In 2010, SWAC members launched a deep reform process, which led to the approval of a new mandate with a new governance structure and a redefined relationship with the OECD. As a result, ECOWAS, the West African Economic and Monetary Union (UEMOA) and CILSS joined the SWAC as members in January 2011.

CILSS and the Global Alliance for Resilience (AGIR) – Sahel and West Africa. Launched in Ouagadougou in December 2012, AGIR is a framework that helps to foster improved synergies, coherence, and effectiveness in support of resilience initiatives in the 17 West African and Sahelian countries. The AGIR is placed under the political and technical leadership of ECOWAS, UEMOA and CILSS and is based on existing platforms and networks, in particular the RPCA. The strategic objectives of the AGIR are: (1) improving social protection for the most vulnerable households and communities in order to secure their livelihoods; (2) strengthening the nutrition of vulnerable households; (3) sustainably improving agricultural and food production, the incomes of vulnerable households and their access to food; and (4) strengthening governance in food and nutritional security.

Niger Basin Authority (NBA). The Niger River is the third longest river in Africa, running 4,200 km with an average annual flow of 180 km. The basin itself covers an area of 2.2 million km² and more than 100 million people currently reside in the Niger Basin. The NBA is an inter-governmental organisation created by the 1980 Convention to replace the earlier Niger River Commission (1964). Its member states include Niger, Mali, Burkina Faso and six other countries. The NBA’s purpose is to promote cooperation among its member states and to ensure an integrated development of the Niger Basin in the fields of energy, water resources, agriculture, animal husbandry, fishing and fisheries, forestry, transport, communications, and industry. In 2008, at the Eight Heads of State and Government Summit, the West African Heads of State of the Niger Basin riparian countries adopted a 20-year, EUR 5.5 billion programme to reforest, rehabilitate and remove silt from the Niger River. Some 80 percent of the funding is to be earmarked for developing social and economic infrastructure, with a smaller

⁶² Coning & Krampe (2020), op.cit.

amount to protect natural resources and ecosystems. The plan is to be implemented in four five-year phases. The 2008 Summit also resulted in the adoption of a “Water Charter” designed to ensure that NBA member states share the river’s resources fairly and responsibly.

The following relevant programmes in support of the NBA may be of interest to the CCDMP:

- i) Programme for Integrated Development and Adaptation to Climate Change in the Niger Basin (2019-2024) funded by the Green Climate Fund (GCF), the African Development Bank (AfDB), AFD and EU.
- ii) Global Support for the NBA (2019-2021) funded by Germany consists of providing advise to member states on the sustainable development of transboundary water resources in the Niger Basin. The project helps the NBA to complete the legal framework for transnational cooperation, to improve development planning for water resources at the catchment area level, and to foster communication between authorities on issues such as flood protection.
- iii) Niger River Basin Management Project for Africa. This project was implemented by the World Bank and from 2015 to 2019 with the aim of strengthening the institutional framework for regional cooperation within water resources in the Niger River Basin (USD 7.7 million). The project was part of a Cooperation in International Waters in Africa programme supported through a trust fund managed by the World Bank and supported by Denmark along with the EU, Norway, Sweden, the Netherlands, and the UK.

The Liptako-Gourma Authority (LGA) is a regional organisation established in 1970 seeking to develop the contiguous areas of Mali, Burkina Faso and Niger. The zone covered by the authority corresponds to the border regions of the three countries and covers an area of 370,000 km², including nineteen provinces of Burkina Faso, four administrative regions of Mali, and two departments and an urban community of Niger. The LGA has recently established a plethora of international partnerships. The stated goal of the LGA is the promotion of the area’s mineral, energy, hydraulic, and agricultural resources within a regional framework. The tri-border area’s characteristics include the following: It is a strategic crossing point zone where militant groups move back and forth from Mali to northern Burkina Faso and Western Niger; Operation Barkhane – a 4,500 strong French-led counter-terrorism force (to which Denmark contributes) – has focused its counter-terrorism operations in the area; It is the site of illicit trafficking closely linked to terrorism networks; It is also the site of significant population displacement and refugee return. The cross-border area is the locus of UN Humanitarian-Development-Peacebuilding (HDP) nexus implementation and of bilateral engagements (Sweden, France). A joint UN Liptako-Gourma Programme involving eight UN Agencies is under development with the LGA in the driving seat. In parallel, UNDP is in the process of setting up a stabilisation facility for Liptako-Gourma which several donors are envisaging to support.

The G5 Sahel was established in December 2014 as an institutional framework for regional cooperation on development policies and security matters between Burkina Faso, Chad, Mali, Mauritania and Niger. Its aim is to strengthen the link between economic development and security and to cooperate to tackle the jihadist threat. While the security dimension of its investment programme has received the most attention, the development agenda, climate change resilience and food security are at the core of the G5 Sahel strategy (G5-Sahel, 2016). The G5 Priority Investment Programme (PIP) includes considerations about climate-smart farming and the G5 emphasises the need for reinforcing the resilience of pastoralists. Moreover there has been a concrete initiative within the framework of the Sahel Alliance to explore how climate-smart agriculture and renewable energy can transform the crisis in the Sahel with a focus on building the resilience of women and youth.⁶³

⁶³ Ibid.

List key documentation and sources used for the analysis:

- Alliance Sahel. *Evaluation des risques et de la résilience dans la région du Sahel*, février 2020
- Centre for Humanitarian Dialogue & International Security Studies. *Rapport d'Analyse des dynamiques de conflits. Cas du Liptako-Gourma*. Novembre 2019.
- Coning C. de & Krampe, Florian. *Multilateral cooperation in the area of climate related security and development risks in Africa*. NUPI Report 4/2020.
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3. Fragility, Conflict and Resilience

The three Central Sahel countries are among the lowest ranking countries on the Human Development Indicator index: in 2021 Niger holds the last position (189), while Mali (184) and Burkina Faso (182) are ranked slightly better. They also have some of the highest demographic growth rates in the world, which manifests itself in very youthful populations with more than 60 pct. below 25 years of age. Hence, despite projected annual GDP growth of nearly 5%, the GDP per capita will not keep pace with that of other low-income African countries. Economic growth is constrained by poor education level rates, poor infrastructure, including inadequate roads, limited access to improved water, sanitation and hygiene (WASH) facilities, low rates of electrification and a lack of basic information/communications technology.

Low per-capita income growth means high social vulnerability; few have benefited from the region's economic growth, in fact geographical and generational inequalities have widened. In addition, greater climate variability and conflicts have accentuated food insecurity among the poorest populations, while successive political and humanitarian crises continue to erode local communities' ability to withstand frequent shocks. Food insecurity affects in priority the most vulnerable and particularly small farmers, pastoralists and agro-pastoralists.

Water stress is at the heart of climate and conflict risk and migration in the Sahel. Climate change is already visible in the region, which is getting hotter and drier with more frequent extreme events. One of three climate hotspots in the Sahel region lies between Mali and Niger. Without water, people migrate. Flooding exacerbates the problems, because it increases the levels of sedimentation in the drinking water and reduces available drinking water.

With the combination of population growth and adverse climatic change, agricultural productivity is falling and competition for resources is increasing. As community-based dispute resolution mechanisms are also challenged by problems of legitimacy and overlapping mandates, this is increasingly leading to conflict and displacement. It is expected that this will lead to continuous migration from rural areas to cities and from north to south, including an intensified regional migration and displacement across borders, where economic development prospects are better. Migration to other African countries will likely by far exceed migration to Europe, however, there are also fears that this could lead to tension and violence across West Africa.⁶⁴ Moreover, some populations will remain trapped due to a lack of means to relocate.

National policies have contributed to deepening inequalities by encouraging the massive purchase of land, while increasing the risk of expropriation of vulnerable populations and promoting land speculation. Large scale cattle-owners, often politically well-connected, have also spread.

⁶⁴ FERDI: Linking security and development. A plea for the Sahel. 2016.

Conflicts involving pastoralists have escalated in the Sahel in recent years, claiming thousands of lives across the region. These conflicts are primarily driven by a competition for land, water and forage, but there are also political and socioeconomic factors involved. The main issues relate to how natural resources are managed and allocated. Pastoralists are both victims and actors in these conflicts, which mainly occur between farmers and pastoralists, but can also occur between pastoralist groups, or involve other actors such as fishermen and illegal miners. As pastoralists are mobile, these conflicts can be difficult to contain and spill across borders.⁶⁵

List the key documentation and sources used for the analysis:

- Alliance Sahel. *Evaluation des risques et de la résilience dans la région du Sabel*, février 2020
- OECD. *Long term trends across security and development in the Sabel*. West African Papers, September 2019, no. 25.
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- OXFAM. *Sahel: Fighting Inequality to respond to development and security challenges*. Oxfam Briefing Paper – July 2019.
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- UNOWAS. *Pastoralism and Security in West Africa and the Sabel. Towards Peaceful Co-existence*. August 2018

4. Human, Gender, Youth and applying a Human Rights Based Approach

The **lack of inclusiveness of state institutions** in the Sahel is reflected in public policies that discriminate against certain groups, who are left at the margins of the system. Young people, women, and minority groups such as nomadic populations often constitute vulnerable populations, who are poorly integrated into the institutional system (to varying degrees) and whose rights are consequently often violated.

Burkina Faso, Mali and Niger have formally quite widely adhered to regional and international human rights standards, including progress realised by the domestication of human rights instruments into national law. Nevertheless, in practice in all three countries there are significant deficiencies when it comes to the **state's capacity to live up to its obligations to protect the rights of all its citizens**, to adopt appropriate measures to combat discrimination and uphold the rule of law.

Land administration is a particularly problematic field as it relies on diverging normative frameworks which results in a lack of clear and commonly accepted rules and ineffective management of disputes. Consequently, the **right to access land** is often violated which affects vulnerable groups' right to food. Hence, the multifaceted crisis in the Sahel region illustrates, both in its causes and its consequences, the gap that exists between formal commitments to human rights principles and their actual implementation.

⁶⁵ UNOWAS. *Pastoralism and Security in West Africa and the Sabel. Towards Peaceful Co-existence*. August 2018.

As highlighted by a number of studies, more than poverty and underdevelopment, the causes of conflict in the Sahel and critical factors behind the decision to join violent extremist groups relate to the exclusion or the perception exclusion in the social, economic and political spheres, which is to a wide extent rooted in **inequalities in access to opportunities and discrimination**.⁶⁶ Access to basic services such as health, water and education suffers from significant inequalities. Rapid urbanisation and demographic growth tends to accentuate territorial imbalances in terms of service delivery and to result in a decline in the quality of certain services such as education that exposes fragile populations to even greater vulnerability, while quality services are increasingly reserved to an urban and well-connected elite. Moreover, formal justice systems are generally perceived as distant, inaccessible and often biased. This contributes to weaken the legitimacy of states when certain marginalised groups or groups who perceive themselves as such experience that state authorities fail to protect them, provide fair and transparent settlement of disputes, equitable access to services, fair management of shared natural resources and conditions for inclusive economic development.

The Fulani constitute a particularly vulnerable group across the Sahel. It is not a homogenous group, but despite important nuances there are some specificities that characterise this community at an overall level, which relate to its traditional lifestyle and socio-economic activity. Fulani are generally under-educated, under-represented in institutions, under-registered in the civil registers and therefore have fewer channels of influence than the other ethnic groups. This institutional marginalisation exposes Fulanis more to different forms of injustice and discrimination.

Customary elites are also involved in powerful clientelist networks which exacerbates social **polarisation and intra-community inequality** e.g. between the land-owning aristocracies and lower castes. The hereditary transfer of power undermines the aspirations of marginalised groups, especially among young people, and this is resulting in a widening gap between generations as youth start to challenge elders or traditional and formal authorities. This kind of **inter-generational fractures** is not limited to particular ethnic groups as the marginalisation of youth i.e. lack of opportunity and exclusion from decision-making is a general phenomenon for the large youthful populations in the Sahel. However, as outlined by several studies the combination of different forms of discrimination that some young people from marginalised minority groups experience make them more vulnerable to violent extremism.

The Sahel region is also characterised by significant **gender inequality** which is reflected across all parameters: low political representation, low access to basic services having disproportionate negative impacts on women's living conditions and unequal economic opportunities. 89% of women work in the agricultural sector in the Sahel, but paradoxically they face different and additional obstacles in their activity than men e.g. limited access to land, credit, agricultural inputs, markets, information and training which prevents them from achieving greater productivity.⁶⁷ Gender discrimination and exclusion from decision-making thus reduce their ability to cope with changing conditions e.g. their resilience to climate change. In addition, the vulnerability of women in the Sahel is a key reason for their exposure to violence in different forms, both as victims and through their voluntary or forced active engagement within violent extremist groups. Gender equality is therefore also a critical issue to consider in relation to social cohesion and peacebuilding.

⁶⁶ See for example International Alert: «If victims become perpetrators - Factors contributing to vulnerability and resilience to violent extremism in the central Sahel», 2018, and Alliance Sahel. « Evaluation des risques et de la résilience dans la région du Sahel », février 2020.

⁶⁷ OXFAM, Sahel : Priorité à la résilience et au développement, Décembre 2018.

With the deteriorated security situation, **new human rights challenges** have developed over the last years affecting more civilians than ever before. The governments in Mali, Burkina Faso and Niger are no longer able to guarantee the security of the population in a growing part of its territories and the jihadist insurgencies, retaliations by government forces, as well as by the so-called self-defence groups i.e. vigilante groups (often more or less encouraged or subject to tacit acceptance by the governments) have led to thousands of victims. A growing number of grave human rights violations committed by the security and defence forces against civilians (including extrajudicial, summary or arbitrary executions) are reported, while a climate of impunity is prevailing. At the same time counter terrorism measures have also included measures to restrict civic space which is putting a general pressure on the principles of upholding transparency and accountability in public affairs.

5. Inclusive sustainable growth, climate change and environment

The Central Sahel countries rely on land, fisheries and forest resources for food security; 80 percent of the population relies on rain-fed agriculture, and livestock constitutes 10-15 pct. of GDP. However, the performance of these sectors is very volatile due its high exposure to risks i.e. **climate change is severely affecting livelihoods**. Diminishing rainfall and bad rainfall distribution coupled with temperature increases make water retention very difficult. These effects of climate change aggravate (risks of) increased competition for rain and river water as well as land and forest resources. In response to crises and opportunities offered by the mining boom, industrial and artisanal mining have become an alternative livelihood, and its impact on land degradation, depletion and pollution of water resources is considerable. In general, new ways of managing competing demands for land, water, and other natural resources are thus required.

Climate change exacerbates the complexities of water resources management at the national and regional levels. Despite the prevalence of drought, the Sahel is also home to important water resources, such as the Senegal and Niger River deltas and inland wetland areas, which are also at risk from climate change impacts. Even if resources are not contiguous, they are shared. Mali, Niger and Burkina Faso participate in the Niger Basin Authority along with six neighbouring West African countries upon whom they rely for water supply. Burkina Faso and Mali also share the Sourou Basin. Dams and reservoirs in the basin areas support the irrigation of land, fishery, livestock rearing, supply drinking water etc., but there are also a number of challenges related to water management. These include the allocation of water between different users and countries; the lack of knowledge of the river, including climate variability and climate change impacts. Hence, transboundary river basin management and cooperation is a key element for reducing uncertainties and for addressing floods and droughts more effectively.

Food shortage is recurrent in the Sahel due to a combination of drought, poor accessibility to food, high grain prices, environmental degradation, population displacement and conflict. Yet, there are **opportunities to transform agriculture in the Sahel and to stabilise food production** e.g. through an improvement of small holders' farmers efficiency to meet the growing food demand based on sustainable farming methods, land management and climate-smart agriculture that combines traditional and modern techniques to increase agricultural productivity.⁶⁸

Furthermore, **livestock production is a key contributor to food security and job opportunities in the Sahel**, but animal feed of good quality and water is a limitation to increasing livestock productivity. Higher temperatures and droughts reduce feed intake,

⁶⁸ Cheikh Mbow et al. "Land resources opportunities for a growing prosperity in the Sahel", Science Direct, 2021, 48:85–92

decrease milk production, reduce calving rates etc. Climate change is therefore causing transhumance movements to take place earlier as cattle are moved south earlier in search of rains. Drought is also leading to progressive decline in assets, with reductions in the availability of forage and fodder pushing herders to destock. Climate change impacts and weak governance are upsetting the delicate balance between farmers and herders concerning access to transhumance corridors within and between countries. The Sahel has between six and eight months' dry season and four months' rainy season, which means that pastoralists are obliged to negotiate transhumance corridors between countries. The conflicts between pastoralists and farmers are a regional phenomenon affecting West Africa as a whole, and have been exacerbated by climate-change pressures, conflict-induced human mobility, and weak governance systems for dealing with them.⁶⁹

In the past, transhumance has often been discredited and has not benefited from much political support and national policies have not been designed to fully integrate regional stakes.⁷⁰ Nevertheless, there have been an increasing number of regional political initiatives and commitments that aim at promoting pastoralism as a productive activity and that recognise the rights of pastoralists i.e. pastoralism as a way of life to be protected, however, this still needs to be translated into concrete actions. It is notably necessary to ensure conditions that allow for flexible adjustments to the effects of climate change (e.g. in relation to transhumance corridors and schedules, early warning systems and dissemination of climate information) and to address the exclusion of pastoralist communities.⁷¹

There is a strong potential for the Sahel to make improvements to livelihood and develop new opportunities for sustainable growth based on **responsible and equitable use of the region's natural resources**. However, to realise this potential, technical improvement in resources management and political and economic barriers need to be addressed with a focus on innovation and boosting the region's entrepreneurial capacity.

Status of policies and strategies to respond to climate change

Burkina Faso, Mali and Niger have all ratified a number of relevant international climate change and environmental conventions, including the UN Convention on Biological Diversity (CBD), the UN Convention to Combat Desertification (CCD), the UN Framework Convention on Climate Change (UNFCCC) and the Kyoto Protocol and the Paris Agreement on Climate Change. The three countries have also signed and ratified the Paris Agreement on climate change and have submitted their Intended Nationally Determined Contributions (INDCs). They have also all developed a National Adaptation Programme of Action (NAPA). Moreover, they have a nationally designated authority for the Green Climate Fund and the Adaptation Fund and have received funding for climate related projects.

Burkina Faso has numerous climate related policies including the National Sustainable Development Policy, National Rural Sector Program and the Strategy for Accelerated Growth and Sustainable Development. These policies aim to develop human capital, improve access to water, sanitation and boost economic growth and employment. Sectors of highest focus include agriculture, particularly the need to reverse land degradation and promote the sustainable management of human resources, as well as the management of livestock and fisheries. Burkina Faso has also prepared a National Action Program for Adaptation to Climate Change and a

⁶⁹ IOM. (2019). *Regional Policies and Response to manage pastoral movements in the ECOWAS region*.

⁷⁰ A study from 2015 indicated that livestock received on average 10% of agricultural spending or approx. 1 % of the national budgets. Inter-Réseaux Développement Rural: "The Sahel Livestock Paradox: High Stakes, Low Support", Food Sovereignty Brief No. 16. April 2015.

⁷¹ CASCADES: Climate Change, Development and Security in the Central Sahel, June 2021.

National Adaptation Plan (NAP). The NAP assesses the vulnerabilities caused by climate change in the sectors of agriculture, livestock, water, natural ecosystems, energy and infrastructure and sets out objectives to improve food sustainability, preserve water resources and protect people from extreme climate events. Activities to implement these objectives range from restoration of degraded land, the cultivation of drought resistance crops and water conservation, construction of water reservoirs and high-flow boreholes to capture the increasingly intensive precipitation. It also includes the dispersal of improved cooking stoves which improve the efficiency of wood fuel thereby reducing stress on this natural resource. The General Directorate for the Green Economy and Climate Change was created to spearhead the implementation of these efforts. The National Environmental Investment Plan for Sustainable Development (PNIEDD, 2017-2021) seeks to identify commercially viable ways to pursue these objectives.

Mali has prepared several national climate related strategies and policies including a Policy for the Protection of the Environment, a National Policy on Climate Change and a National Climate Change Strategy. The Environment and Sustainable Development Agency was established in 2010.⁷² In its 2016 NDC, Mali committed to \$34 million in mitigation and adaptation efforts and requested \$5 billion in foreign assistance. The majority of this financing would go to agricultural investments such as afforestation, improved soil, water and agriculture management as well as using less water intensive and more resilient crops with a smaller amount going to renewable energy and energy efficiency interventions. Mali has sought GCF accreditation for its Local Authorities National Investment Agency, the Mali Folkecenter (a Bamako-based Malian NGO, which has received funding from Denmark through the Danish Forestry Extension) and the Malian Development Bank (BDM-SA). Mali joined the GEF in 1994 and has completed GEF enabling activities to qualify for GEF funding, including the NAPA, National Biodiversity Strategy and Action Plan and country self-assessment. Mali has established the Mali Climate Fund in conjunction with UNDP to fund climate change adaptation and mitigation through funding from donors and the private sector (notably funded by Sweden and Norway).

Niger has adopted numerous national climate related policies and strategies, including the National Sustainable Land Management Strategy 2015-2030, the National Policy on Climate Change and the National Strategy and Action Plan for Climate Change and Variability. The implementation of these strategies is led by the Ministry of Environment and the Executive Secretariat of the National Council for Sustainable Development. Niger notably focuses on promoting climate-smart agriculture and modernizing public services, particularly electricity. For Niger, climate-smart agriculture starts with forecasting weather information and providing early warning and then managing these risks through a variety of resiliency measures. Niger has also adopted a series of national frameworks, including the National Environmental Plan for Sustainable Development (PNEDD) and the Sustainable Natural Resources Management Programme (PGDRN). The National Environment and Sustainable Development Policy from 2017 updates previous frameworks for sustainable land management, sustainable biodiversity management, etc. These initiatives have rehabilitated degraded ecosystems. At the regional and international level, Niger provides leadership on climate issues and chairs the Sahel Regional Commission, one of the three commissions established by the "Africa Action Summit for Continental Co-emergence" (COP22). As such, it is responsible for coordinating, monitoring and mobilizing resources for priority initiatives to combat climate change, in particular the Climate Investment Plan.

⁷² Mali 1st NDC, 2016.

List the key documentation and sources used for the analysis:

- CASCADES: Climate Change, Development and Security in the Central Sahel, June 2021
- CIRAD. (2011). *Crop Livestock Production Systems in the Sahel: increasing resilience for adapting for climate change and for food security*.
- Inter-Réseaux Développement Rural: “The Sahel Livestock Paradox: High Stakes, Low Support”, Food Sovereignty Brief No. 16. April 2015.
- Netherlands Ministry of Foreign Affairs: Climate Change Profile: West African Sahel, 2018.

6. Capacity of public sector, public financial management and corruption

The CCDMP is not expected to work directly with public institutions in the targeted countries. However, the capacity of public is a relevant issue to consider in relation to some of the projects under the CCDMP. Although there are clear differences in the overall assessment of public sector capacity in the three Central Sahel countries, there are also some common features. Overall, the public sector suffers from inadequate financial and human resources to finance quality public services and reduce poverty with inappropriate fiscal and tax policy choices, an increase of the share of the national budget allocated to the defence and security sector, and insufficient capacity to effectively implement, monitor and sustain strategic interventions focusing on most vulnerable areas. The public sector is still highly centralised and characterised by a lack of transparency and accountability which leads to ineffectiveness, corruption and upholds inequalities and injustices. This has contributed to undermining the social contract between citizens and public authorities and thus the legitimacy and authority of the state, leading to growing instability. Hence, it is critical for public authorities to renew their social contract with their citizens. This will require the deployment of institutions that are capable of improving public services and civic engagement and that are perceived as inclusive and fair. Partners who work with the public sector institutions should thus pay particular attention to establishing safeguards that ensure that principles of non-discrimination/ inclusion, participation, transparency and accountability, including anti-corruption measures, are taken into account.

7. Matching with Danish strengths and interests, engaging Danish actors and seeking synergies

Denmark has had a long-lasting engagement of more than forty years in the Sahel region. The focus of the engagement was initially on poverty reduction with support to the water, agriculture, and governance sectors, including gender equality, as the main components. With changes in the regional context as well as in Danish policy priorities, the scope of the Danish engagement has altered and expanded during the last decade. Today, besides the overall objective of reducing poverty and promoting human rights, the aim of Danish engagement in the Sahel is also to contribute to increased stability, as the spread of terrorism is seen as a global security challenge that could eventually become a threat to Europe and Denmark’s own security and stability e.g. through accelerated flows of migrants and refugees from Africa. Hence, the Danish engagement seeks to address underlying conflict and fragility drivers and to generate lasting development, peace and stability in the region through a multidimensional holistic approach, which is implemented through political, development, humanitarian, peace, stabilisation and military channels.

The CCDMP will address critical risks related to climate change, fragility, conflict, displacement and irregular migration in the Sahel as one of several strands of Danish initiatives. It is aligned with the two pillars of Denmark’s strategy for development cooperation “The Worlds We Share” and intends to strengthen coherence not only in Denmark’s overall support to these areas, but also to enhance synergies with other similar efforts in the Sahel region.

Denmark’s special strengths in the field of climate, energy, environment, water and sustainable agriculture, its long history as a trusted and reliable development partner in the Sahel and its

multi-pronged approach that builds on partnerships with a wide range on organisations (e.g. multilaterals, regional, civil society, private sector, research) provides a good platform to address the Sahel crisis from this new angle.

The programme will complement Denmark's broad portfolio of engagements in the Sahel across the HDP nexus which is illustrated below.

Overview of Denmark's most important instruments in the Sahel

- Bilateral development cooperation in Burkina Faso (2021-2025), Mali (2017-2022) and Niger (2017-2022) covering a broad set of themes centered around: security, rule of law and human rights, governance, peace and stability, gender and SRHR, community resilience and (climate-smart) agricultural growth, entrepreneurship, private sector development, water and sanitation, integrated water resources management. It should be noted that the climate dimension is expected to be strengthened in the coming bilateral programmes for Mali and Niger in line with the new Danish Strategy for Development cooperation.
- Political dialogue, including through the EU
- Political Initiatives (G5, Sahel Alliance, P3S - Partnership for Security and Stability in the Sahel)
- Military instruments (MINUSMA, Operations Barkhane and Takuba)
- Peace and Stability Fund: Regional Sahel Peace and Stabilisation Programme
- Climate instruments
- Other regional programmes and initiatives, including the Africa Programme for Peace (APP)
- Strategic Partnerships with Danish CSOs
- Danish Human Rights and Democracy Partnerships (DIPD and DIHR)
- Humanitarian aid (multilateral organisations and Danish CSOs)
- EU instruments, including EU Trust-Fund for stability and migration in Africa, EU's civilian crisis management missions in the Sahel
- Research funds (Danida Fellowship Centre)
- Multilateral organisations, funds and programmes, including earmarked funding to UN agencies (UNDP, UNFPA, UNICEF) the World Bank, and the African development bank
- Financial instruments (IFU, including Danida Sustainable Infrastructure Finance)

Synergies with relevant multilateral initiatives in the Sahel:

EU Action Against Desertification. Funded by the EU and implemented by the UN Food and Agriculture Organization (FAO) between 2014 and February 2019, this project supports communities, civil society, and the governments of six countries (including Burkina Faso and Niger) to sustainably manage and restore their drylands and fragile ecosystems affected by desertification, land degradation and drought. The project contributes to the Great Green Wall (GGW) for the Sahara and the Sahel Initiative.

AU and UNCCD Great Green Wall initiative. The GGW of the Sahara and the Sahel Initiative is a pan- African initiative launched in 2007 by the African Union and the UN Convention to Combat Desertification (UNCCD). The GGW is a large-scale adaptation project that has been "advocated as a means of reducing desertification in the Sahel through the planting of a broad continuous band of trees from Senegal to Djibouti. Initially proposed in the 1980s, the plan has received renewed impetus considering the potential of climate change to accelerate desertification" (O'Connor, 2014). According to its website, 15 percent

of the needed 8,000 km is underway, and by 2030 the GGW project aims to restore 100 million hectares of currently degraded land, sequester 250 million tonnes of carbon and create 10 million jobs in rural areas. So far the results include the rehabilitation of 3 million hectares of land through local 'Zai' practices in Burkina Faso and the restoration of 5 million hectares of land in Niger, delivering an additional 500,000 tonnes of grain per year. However, the progress has been stalled by a lack of funding and political will. The project has been challenged in some quarters for turning currently productive agricultural land into tree monocultures, which will further stress the water system and may result in a loss of traditional livelihoods (O'Connor, 2014).

The West African Development Bank – Promoting Climate-Smart Agriculture in West Africa. The regional project aims to reduce the vulnerability of farmers and pastoralists to climatic risks, which undermine the level of food security, income generation, and the supporting ecosystem services of poor communities. Approved in July 2018 and running for 3.5 years, it is implemented by the West African Development Bank with support from ECOWAS Regional Agency for Agriculture and Food in collaboration with directorates in charge of environment, agriculture and livestock in the five countries of operation (including Burkina Faso and Niger).

World Bank – Regional Sahel Pastoralism Support Project for Africa. This project is being implemented for just over 5 years (2015-2021) by the World Bank. It aims to improve access to essential productive assets, services and markets for pastoralists and agro-pastoralists in selected trans-border areas and along transhumance axes across six Sahel countries, and to strengthen country capacities to respond promptly and effectively to pastoral crises or emergencies.

Annex 2: Partner assessment

1. General criteria for selecting

To select CCDMP programme partners, an in-depth review was conducted on actors and their programmes in the Sahel region. Given the complexity of the programme it was important to identify partners with a well-established track record and capacity to work on a regional level. This track record and existing capacity to work regionally, nationally, and locally is particularly important given the limited capacity for Danish embassy and ministry staff to actively support these projects.

The choice of projects and partners was also made based on their ability to fulfil the overall theory of change of the programme, as well as considerations outlined in the AMG (See PD under Theory of Change). Consideration was also given to organisations and programs, which reflect Danish priorities and values, particularly regarding the promotion of local solutions that focus on the equitable management of natural resources. It was equally important that the projects target those groups that are most vulnerable to the impacts of climate change and conflict, building on HRBA principles and the commitment of 'Leaving No one Behind'.

Finally, given the strong emphasis on data collection and knowledge and learning architecture, partner selection was also based on their commitment to AMG adaptive management principles. This includes their willingness to commit to integrating an adaptive and learning focused approach in addition to their existing programme M&E obligations. This will ensure that partner coherence is strengthened through the deepening of a collective understanding the linkages between climate change, conflict and forced displacement will be prioritized throughout the CCDMP implementation period.

Although there are several programmes in development which will fulfil the other elements of the programme, during the first phase of the CCDMP, support will be provided to two organizations who fulfil critical elements of the key thematic areas.

Overall, partners are selected directly based on their assessed capacities to deliver the desired outcomes in line with OECD-DAC criteria: relevance, effectiveness, impact, efficiency, impact, sustainability. They must have the necessary mandates related to the CCDMP key thematic areas: climate change, conflict prevention, displacement, irregular migration. Moreover, they must have demonstrated capability to operate in conflict prone and fragile environments in the target region. This includes documented experiences from the geographic areas, as well as the requisite skills within the field of operation. They must demonstrate that local, national, regional institutions in the Sahel are prioritised, whenever possible.

Finally, selected partners will need to prioritise and engage with the CCDMP MEAL component since the efficiency, effectiveness, impact, and sustainability of the CCDMP results are predicated on stronger coherence among partners engaged in the HDP Nexus. This coherence needs to be underpinned by a common evidence base and harmonized approaches to data collection and analysis that, in turn, will strengthen targeting of the following parameters: thematic, geographic, demographic and partnership.

Specifically, partners' capacities are assessed against the following criteria:

- Relevance of their methodologies to desired outcomes. Is the partner's proposed activities and outputs consistent with the overall engagement outcomes and goals? Do proposed objectives align with the CCDMP targeting parameters? Does the project align with relevant national, regional and international frameworks and is the project replicable/scalable?

- In line with the need to address the evidence gap, and human rights and LNOB principles related to inclusion, the CCDMP adopts and prioritises a holistic approach to the **following five targeting parameters:**
 - Thematic – this entails a focus on integrating a climate smart approach that seeks to reduce root causes of fragility that drive conflict, displacement and irregular migration, with a strong emphasis on natural resource management, land tenure and access, as well as food security and livelihood support
 - Demographic – this includes a holistic focus on vulnerable groups that include farmers and herders, as well as displaced and host communities with an emphasis on women and youth
 - Geographic – this includes crisis affected or at-risk areas that are rural and urban, as well as cross border areas with high risk of cross-border conflict transference
 - Partnerships – projects targeting local, national, regional entities with an emphasis on local solutions and capacity transfer will be prioritised. Also, partners who commit to deepening their cooperation between IFIs and the UN will be prioritised
 - Evidence base – partner projects that will be prioritised will need to commit to engaging with the CCDMP MEAL component. This will support the development of an evidence base and learning architecture that supports joint/learning action among partners across the HDP N to strengthen conflict prevention efforts through a climate smart approach. All the project partners are engaged in the targeted FCV contexts at global, regional, and national levels across policy, program, and research spheres. These structural linkages will be leveraged to ensure cross-institutional learning across sectors across the HDP N. These partners will also enable the CCDMP to scale, replicate, synergise with and/or influence similar initiatives across the region.

- **Track record on effectiveness:** To what extent is the partner’s methodology likely to deliver the outputs and outcomes in its results framework? Does the partner have the required capacities? Is the methodology aligned with best practice (Cf. relevant Danish reviews, frameworks and approach papers)? Are results likely to be attributable to the engagement (unlikely without the intervention), indicating that the hypotheses and assumptions upon which it is based are valid. Finally, partner projects should all be based on previous initiatives in the region and/or are currently being implemented. This is to ensure a more responsive approach during the CCDMP lifetime.

- **Track record for efficiency:** Are resources likely to be optimised and used economically for results in this context? Can the partner leverage other resources in an efficient manner that will increase the impact and sustainability aspects of the programme? Other partner resources will be leveraged by the individual projects with no additional cost to CCDMP.

- **Clear considerations for local capacity building and sustainability:** Does the partner have a risk matrix and risk management processes in place to help mitigate the risk of suspension or withdrawal? What is the likelihood of long-term benefits from the intervention? Are the intended benefits likely to continue after withdrawal/exit? Does the M&E framework include ways of measuring local institutional or community ownership? Has the partner outlined an exit strategy for the engagement?

- **Likely impact:** Considering immediate, small-scale improvements to conditions on the ground, as well as the strength of the theory of change linking the project outcomes to the CCDMP’s outcomes, what contribution is the methodology likely to make toward achieving the intended/unintended and positive/negative effects?

Considerations that receive special attention within this framework include the strength of the partner’s theory of change; approach to conflict/conflict prevention sensitivity, climate change adaptation and risk management; sustainability and exit strategies (including the strength of the partner’s relationship with CCDMP target audience).

The overall CCDMP theory of changes success is predicated on more coherence and cooperation among the UN, IFIs, CSOs, and national and regional institutions. Therefore, the overall selection of partners will aim to strike a balance between those who have strong relationships with local, national, and regional entities that can be scale/replicated and/or synergised.

2. Presentation of partner projects and partner capacities mapped against the three CCDMP outcomes

Outcome 1 - Strengthened community level resilience to climate impacts in peace and stabilization initiatives by more effectively addressing the causes and impacts of climate change exacerbating fragility root causes

Project 1 - United Nations Development Programme’s (UNDP) Regional Programme on Mitigating Climate-Related Security Risks in the Sahel has been selected because UNDP has the demonstrated technical capacity and high-level and strategic relationships required to enhance capacities of local implementation partners and provide technical support to national institutions to strengthen capacities to integrate a climate smart approach into conflict prevention programming. UNDP also has regional experience addressing the climate security nexus. This strengthens its position and potential to successfully accommodate the various political interests at the local, national, and regional levels. UNDP has strong working relationships with local, national, and regional partners, especially in the areas of knowledge and learning exchange. This puts it in a unique position to influence other initiatives as well as in ensuring capacity transfer.

Partnerships are central to UNDP’s integrated approach and added value. The partnership and joint delivery of policy and programme support will build on UNDP’s close and impartial position in the three Central Sahel countries and its ability to effectively convene broad-based national dialogue and anchor the joint contribution firmly in local institutions. UNDP’s Africa Promise sets out a new vision for partnerships with Africa beyond aid. The partnership intends to bring Denmark’s experience and knowledge to the Sahelian countries, contributing new ways to achieving sustainable peace and development.

This partnership will build on **UNDP’s major role in the Sahel**, including (i) through the UN Integrated Strategy for the Sahel (UNISS) in which UNDP is leading the governance pillar and is an active member of the Resilience pillar, and (ii) as a member of the Sahel Alliance and lead on governance within the Alliance. Through the Alliance, UNDP also provided key support and substantive inputs to the Risk and Resilience Assessment in the G5 Sahel countries conducted under the leadership of the World Bank. UNDP, like the other partners selected for the CCDMP, have committed to identifying ways to strengthen cooperation between IFIs and UN during the life-span of the programme.

UNDP’s **Climate Promise** is **the world’s largest global offer on NDC enhancement**, currently supporting 115 countries, in collaboration with over twenty (29) partners. The portfolio includes thirty-eight (38) LDCs, twenty-eight (28) SIDS, 14 higher emitters, forty-two (42) fragile states. To date, eight (8) Climate Promise countries have submitted their updated NDCs to the UNFCCC, a

majority of which have increased mitigation ambition, and all of which have enhanced adaptation⁷³. The proposed project will contribute to this effort, by providing additional data and information that can be used by NDCs for programme development and implementation. The Climate Promise may form the basis for a strong joint effort to enhance climate ambition in the Sahelian countries addressing national challenges within the HDP N.

UNDP's perspective on Climate Security in the Sahel

In the Sahel, the action of UNDP is guided by its *Offer for Regenerating the Sahel* that focuses on four types of interventions – Prevent, Stabilize, Transform and Sustain:

- In epicentre conflict-affected areas, UNDP focuses on Prevention using stabilization tools to create the foundations for longer term development. This entails restoration of state authority, rule of law, and creating the necessary basic infrastructure to kickstart local government and organized living; climate resilient interventions maximizing use of natural resources, such as land and water, and addressing inequalities and building social cohesion.
- In at-risk/post conflict areas, the focus of interventions is on Prevention, Stabilization and Transformation, using interventions to empower youth and women, provide alternative pathways, and reinforce sub-national capacity for socio-economic development. These actions also include strengthening governance institutions and systems, including support for security sector reforms, basic infrastructures, peace infrastructures, enabling the policy environment and building resilience including to climate change effects to address the risks of insecurity, inequalities and climate stresses.
- For regions unaffected by the Sahel conflicts, interventions prioritize Transformation, unleashing the region's potential including through economic empowerment and strengthening governance institutions for effectiveness.

Based on the above-described context, UNDP has been looking at concrete ways to apprehend climate-related security risks and their underlying factors in the region. This resulted in the development of climate security initiatives both at local level, with the Mopti Climate Security Programme and, at regional level with the Regional Offer for Climate Security in the Sahel. This proposal is directly contributing to both initiatives.

The interest of an intervention on climate-related security risks in the Sahel region lies in the fact that Sahelian nations form a coherent entity that shares similar bioecological, cultural and socioeconomical attributes. Sahelian countries are also highly dependent on one another, and the region is characterized by important cross-border seasonal displacement of populations especially herders, which are highly influenced by seasonal climate patterns; therefore, climate change has a direct impact on those displacements. Moreover, the porous nature of borders in the region allows the effects of conflict to spill over from neighbouring States along with illegal cross-border movements and trans-national security threats such as terrorism and other organized crime.

Moreover, at the political level, Burkina Faso, Mali, Niger and other Sahelian countries are all members of the same regional organisations including the ECOWAS, the G5 Sahel, the CILSS, the Liptako-Gourma Authority, the Niger Basin Authority, the UEMOA, the PanAfrican Agency for the Great Green Wall, the AU, etc. This provides a large range of opportunities for regional

⁷³ See Climate Promise Progress Report, Special Edition: NDCs and Inclusivity

integration and cooperation, as well as for cross-border collaboration and learning, across the climate-security nexus.

In Mali and the region of Mopti, UNDP's approach to climate security will allow citizens to regain confidence in their institution, live in an environment of peace and economic opportunity that maintains social cohesion, that is resilient to climate shocks and that can preserve and protect the ecosystem services.

In this region UNDP is targeting the most vulnerable population through solutions that strengthen communities' resilience to climate change impacts and to conflict. UNDP will use solutions that follow the principles of conflict-sensitive adaptation – critical in areas where there is high dependence on natural resources and in already fragile (politically, socially, economically, environmentally) contexts. UNDP's interventions targeting the youth in Mopti is anchored within the UN Country Team Youth Strategy in Mali aimed at reinforcing youth participation in peace and security in Mali. This project in Mopti will aim to ensure the participation and empowerment of young men and women in traditional structures and mechanisms for conflict prevention and management and for the consolidation of peace and social cohesion at the local level.

Through this localized action, UNDP aims to unlock the peacebuilding potential of farmer and herder communities, especially the youth and women in the Mopti region by enhancing traditional interdependency relationships and complementarity between the communities and the different use, practices and governance in agro-sylvo-pastoral systems.

A Denmark-UNDP Partnership anchored in a Regional Dynamic

Denmark has long been an engaged and active partner to address root causes of conflicts for sustainable peace and to strengthen UNDP's thought leadership, and drive innovation. This partnership will bring together bilateral and multilateral actions to significantly increase climate ambition in the Sahel countries and integrate climate⁷⁴ and its integrated approach to climate action, ensuring that climate is addressed across all dimensions of the Humanitarian - Development - Peace (HDP) Nexus:

- Climate and environment action as development action.
- Interconnectedness and integration across governance, inclusive growth, sustainability for transformative impact.
- Convening and strengthening local capacities - governments, civil society, private sector.
- Catalyzing private sector engagement and advancing markets.
- Coalitions of Assistance – partnerships (UN-wide, Multilateral development banks, Foundations, Research & Academia) for Scale.

This partnership for the Sahel will be situated within a strengthened partnership between Denmark and UNDP on climate action as currently discussed with the Permanent Mission of Denmark in New York.

The partnership would benefit from UNDP ability to:

- Implement integrated systems solutions suited for complex, inter-connected challenges.
- Leverage long-standing partnerships with relevant UN sister agencies (UNEP, FAO, UNICEF), IFIs (World Bank, ADB, EIB, AfDB), and civil society actors at global,

⁷⁴ With the Resolution on the Repositioning of the UN Development System in 2018, UNDP was requested by the General Assembly to act as Integrator for the 2030 Agenda and SDGs.

regional and national level to ensure coordinated approaches, use of best available expertise and promote sustainability and scale of interventions.

- Provide agile and context-specific support to countries, drawing on our multidisciplinary expertise and Global Policy Network with in-country policy and programme experience in over 170 countries.
- Leverage our long track record of global thought leadership and advocacy for integrated green recovery solutions.
- Act as a neutral, trust-based convener who can access highest levels of political set up in-country.

Through the UNISS, UNDP has played a leading role in elaborating two flagship initiatives: (i) the UN Renewable Energy Offer in the Sahel Region, and (ii) the UN Climate Resilience and Sustainable Agriculture Offer for the Sahel. This proposal is directly inspired from both offers and the proposed outcomes and activities will contribute to implementing the priorities identified in these offers. This will set ground for further collaboration and partnership with the other actions that also contribute to the implementation of the 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:

- Implementing the UNCCD 2018-2030 Strategic Framework.
- Achieving Land Degradation Neutrality targets by 2030.
- Piloting, scaling up integrated solutions in Sahel and other regions to avoid, reduce and reverse land degradation.
- Support to the Great Green Wall Initiative.

At the Global level, there is increasing acknowledgement, including by the UN Security Council, that climate change is impacting the stability of states. This is indicated in recent resolutions on different country and regional contexts, including the Lake Chad Basin, Mali, Somalia, Central Africa, and Darfur. The Security Council is calling for adequate risk assessments, risk management and non-response strategies. To meet this demand, the UN has formed the Climate Security Mechanism (CSM) tasked with providing integrated climate risk assessments to the UNSC and other UN bodies. The CSM is co-led by United Nations Department of Political and Peacebuilding Affairs (DPPA), UNDP and UNEP. As a core member of the CSM, and taking departure in its SDG integrator mandate, UNDP will leverage its comparative advantage in policy and programme design and implementation to spearhead programming initiatives that addresses the climate security risks in Africa. This project will be an attempt to deliver on this promise.

Moreover, UNDP is also a partner of key regional institutions such as the Africa Union, the ECOWAS, the CILSS, the Liptako-Gourma Authority, and the Lake Chad Basin Commission We support these through various different initiatives across the Climate Security nexus, specifically focusing on inclusion and cross border risk transference in the target region.

In Mali, the project focus, UNDP's current Country Program 2020 – 2024 focuses on three areas of interventions: (i) inclusive governance and peacebuilding; (ii) inclusive growth and promotion of the private sector; and (iii) environmental sustainability and resilience to the negative effects of climate change. This project is aligned with and will ensure upstream linkages to key national and regional planning and strategic frameworks. In its axis for environment protection and reinforcement of climate change resilience, it articulates immediate recovery interventions and long-term sustainable development in accordance with the Strategic Framework for Economic Recovery and Sustainable Development (CREDD 2019 -2023). It also further encourages Mali's

commitment to achieving its Land Degradation Neutrality targets and accelerates reconciliation efforts in the Central region. Under the current UNSDCF (2020-2024), the results of this project will contribute to strengthening the relevance, effectiveness and efficiency of UN operational activities so as to contribute optimally, collectively and coherently to the achievement of the Sustainable Development Goals (SDGs). Moreover, Mali is engaged in several international and regional initiatives which aim to combat desertification and promote sustainable land management, including the Great Green Wall initiative. This project will therefore contribute directly to this initiative in the Mopti region, as well as support the mandate of the Inter-State Permanent Committee in the fight against drought in the Sahel. In Mali, UNDP is also the lead of the thematic group of technical and financial partners in charge of environment and climate change. They support the Government of Mali in the implementation of its commitments in favour of the climate. Therefore, UNDP intends to coordinate the implementation of this project in close collaboration and support of the ongoing initiatives in this thematic group through meaningful partnerships with national, local, MINUSMA, UNCT and other international actors in the field. Finally, the UNDP project has a strong focus on knowledge and learning that will inform the future replication/scaling up the experiences from Mali across the other two target countries (Niger and Burkina Faso).

Project 2 – The Dutch government funded SNV, The Programme Agro-alimentaire pour la Résilience Intégrée et le Développement Economique du Sahel (Pro-ARIDES). This is a Euro 100 Million programme financed by the Dutch Ministry of Foreign Affairs that Denmark will contribute to. SNV has been selected since they have already been vetted by the NL MFA, who use similar criteria as the DK MFA. SNV will implement the programme over a period of ten years with its consortium partners: CARE-Netherlands, Wageningen University & Research and The Royal Tropical Institute. SNV also prioritises partnerships with local partners, national and regional umbrella farmers and pastoralists organisations, local governments, and research institutes in the three countries. The initiative addresses many of the CCDMP partner and project selection criteria outlined above. Namely, a strong focus on local ownership and solutions, as well as a holistic approach to the priority demographic, geographic and thematic areas in the partnership parameters outlined above. The partner has a track record in institutional development in climate smart integration into livelihoods in the target region and demonstrates a clear strategy for local capacity building through identifying local solutions that support aspects related to sustainability and exit strategies. Finally, the selection of this partner is in line with Denmark's ambition of leveraging initiatives that Denmark and other like-minded donors support across the region.

Project 3 – Team Europe Initiative (TEI). Building on results and lessons learned under previous delegated partnerships with the EU Commission, such as the Regional Development and Protection Programme in the Middle East, as well as from knowledge generated during the first year of CCDMP implementation, the partner(s) for this project will be selected based on a demonstrated clear strategy for local capacity building, sustainability, and exit. The TEI partners should reflect the targeting parameters outlined above. There will need to be a strong focus on action learning and MEAL since it is envisaged that this initiative will significantly strengthen the CCDMP MEAL component. This includes national, regional, and global networks that can be leveraged to strengthen programme and policy coherence of Denmark and its partners engaged in climate adaption and conflict prevention in the HDP Nexus. Moreover, it is expected that the TEI partners have local presence across the target countries in the region; strong, trusted relationships with target pastoral and sedentary communities; mandate and track record as a successful neutral third-party conflict mediator; and demonstrated policy advocacy capacity with subnational, national, and regional authorities, as well as global networks with the UN, IFIs, and the EU.

Outcome 2 - Strengthened climate smart agriculture, natural resource management and governance with a focus on raising income levels and reducing risks of climate impacts while addressing root causes of fragility

The International Fund for Agricultural Development (IFAD)'s is a selected partner for to implement the project 'Adaptation for Smallholder Agriculture Programme (ASAP+). This is because IFAD's mandate includes a focus to mainstream climate adaptation. Also, it broadly complies with all the selection criteria above. Firstly, ASAP+ builds on the success and lessons of ASAP⁷⁵ by directing climate financing to existing IFAD-financed projects (adopting the same modality as ASAP). ASAP+ targets vulnerable rural populations to increase their resilience to impacts of climate change on food and nutritional security. Specifically with respect to targeting of priority themes, demographics, and geographic areas, IFAD's comparative advantage lies in its targeting of the poorest, the poor and vulnerable peoples and those who are most likely to have little access to assets and opportunities due to social exclusion and marginalisation.

Second, it is one of the few projects that targets climate adaptation and mitigation aspects together, though it should be mentioned that the CCDMP primarily focuses on adaptation. Third, the ASAP+ works directly with local level partners and civil society groups reflecting the CCDMP thematic, demographic, and geographic priorities outlined above. Fourth, the selection of this partner is in line with Denmark's ambition of leveraging initiatives that Denmark and other like-minded donors support across the region. The ASAP+ donors are currently⁷⁶: Qatar Development Fund, Government of Austria, Government of Germany, Government of Ireland. Most of them are considered like-minded donors, especially Germany as it is heavily invested in the Sahel. This increases the potential of the CCDMP to influence and strengthen programme and policy coherence among the broader community of practice engaged in the region.

Fifth, IFAD already makes use of OECD DAC Rio Markers for tracking climate adaptation and mitigation progress. To have a harmonized approach to MEAL and ensure the application of best practice, CCDMP will draw from the OECD DAC Rio Marker methodology when evaluating programme implementation. Finally, the ASAP+ is informed by the findings of the evaluation of the recently completed ASAP programme.

Overall, the evaluation found that ASAP has made good progress in achieving its targets, given disbursements to date. There has been notable success in establishing 'hardware'; for example, water technologies and productive infrastructure, as well as implementing interventions that improve or conserve natural resources. Also, as evidenced by the evaluation, a range of techniques that support livelihoods, natural resources and food and water security have been promoted, with good examples of mangrove restoration, soil conservation, and water storage and efficiency measures reported across several countries. Interventions often combine an appropriate technology with relevant technical capacity building. More than half of the ASAP projects successfully improve the governance systems for adaptation support. The programme's policy engagement tends to focus on technical rather than strategic issues. It has supported the development and/or the implementation of agricultural and climate-related policies, plans and regulations, working with national governments. ASAP has also enhanced the capacity of community groups, providing them with the skills to allow their leaders to (i) reflect on priority issues, (ii) interact with policy-makers and interested parties, and (iii) participate in national/local

⁷⁵ A 2020 evaluation of ASAP made 10 recommendations, and these have, according to IFAD, been integrated into the ASAP+ design.

⁷⁶ As of July 2021, discussions are in place with additional donors such as Canada, USA, France, the UK and others.

policy dialogue. Furthermore, since ASAP+ is part of a larger trust fund, additional resources can be leveraged through synergies which can further reinforce results such as capacity building and transfer. This is possible specifically in key CCDMP priority areas such as livelihoods, agricultural production, business and market processes, or organisational management. In a number of countries, ASAP interventions have supported governance changes, which provide a surrounding architecture that bodes well for their sustainability⁷⁷.

Outcome 3 - Strengthened integration of climate change hazards in collective risk mitigation mechanisms through more inclusive targeting of vulnerable communities and areas

The World Bank's Sahel Adaptive Social Protection Programme (SASPP) was selected because it constitutes an important climate adaptation vehicle that seeks to increase access to effective adaptive social protection systems by financing across the CCDMP target region. The initial programme was launched in 2014. This is done by supporting national authorities in six Sahel countries (Burkina Faso, Chad, Mali, Mauritania, Niger and Senegal) to develop adaptive social protection systems programmes that help individuals / households build resilience and capability to anticipate, absorb and recover from climate shocks and stress. The trust fund has major contributions from the Department for International Development (DFID), AFD and the German Federal Ministry for Economic Cooperation and Development (BMZ) (World Bank, 2018c). This work programme is being implemented through regional and stand-alone country-level activities. The trust fund supports technical assistance, capacity building, and pilots, with most resources disbursed as direct grants to governments.

The WB SASPP was selected for several reasons. First, the WB has strong convening power as a large and significant player in region with strong focus on working with national and regional entities. Second, social protection, particularly linked to climate change and other shocks in the region, is highly relevant and fulfils objectives of thematic area two. Social protection is also a government priority for all three target countries as social welfare programmes mitigate the impacts of climate shocks. They support recovery by providing increasing consumption and investment. Thirdly, the SASPP is a regional project. Fourth, although the SASPP in its initial implementation phase (2014 – 2020) did not target pastoralist groups, the WBG team in dialogue with DK MFA have agreed to find ways to expand coverage. This is in line with the CCDMP's overall theory of change that seeks to ensure the implementation of inclusive climate smart and conflict prevention approaches across the target region.

The WBG is also well-positioned to include stronger coverage of pastoralist groups by leveraging other programmes that it is engaged with in the region. These include potential synergies that can be developed such as the Regional Sahel Pastoralism Support Project (*in French: "Projet Régional d'Appui au Pastoralisme au Sahel –PRAPS"*) - a six-year undertaking in Burkina Faso, Chad, Mali, Mauritania, Niger and Senegal. The PRAPs project aims to improve access to essential productive assets, services and markets for pastoralists and agro-pastoralists in selected trans-border areas and along transhumance axes. The aim is to strengthen country capacities to respond promptly and effectively to pastoral crises or emergencies. Furthermore, the WBG also works closely with WFP, that DK MFA already supports, and other partners who are engaged across the region. This increases the likelihood of success related to stronger programme and policy coherence at national and regional levels for strengthening climate adaptation in existing conflict prevention responses

⁷⁷ Ibid, p.2

across the HDP N. This is possible through the establishment of a robust evidence base that can inform joint action.

Synergies

The individual partner projects under the Sahel CCDMP have been selected to be mutually reinforcing in achieving the programme's outcomes. In addition, and highlighted under the presentation of partners above, synergies between projects supported by the CCDMP and other projects that partners are engaged in will be promoted. This will ensure a force multiplication effect, as well as support strong programme and policy coherence among the community of practice. Through dialogue with the selected partners, they have been formulated to individually fit into the main national, international, and multilateral frameworks that inform partner work across the HDP-Nexus (See regional and national frameworks sections in Annex 1 and in the CCDMP programme document). All projects support a combination of local, national, and regional partners involved in integrating climate adaptive (smart) approaches into conflict prevention and response initiatives across the target region. Particular emphasis is on the cross-border areas with high levels of conflict transference risks. Community-based interventions align with national governance reform strategies (e.g. decentralisation) and legal and policy frameworks related to the Sustainable Development Goals (SDGs) and "PANT" principles—participation, accountability, non-discrimination, transparency—underpinning the HRBA and LNOB principles.

The selected and foreseen partners have all committed to engaging closely with the CCDMP MEAL component (See section on MEAL). This will cultivate productive working relationships and regular contact with one another. The latter is pre-requisite to ensure the success of a shared knowledge and learning architecture championed by the CCDMP as part of its MEAL component. Regular dialogue on lessons and progress are envisaged as part of the individual partner projects and the overall MEAL component of the CCDMP. This will provide Denmark with a strong, coherent position in maintaining focus on the stabilisation agenda, thereby allowing for flexibility as well as facilitating a better dialogue with the governments in the region and other international partners. The project partners supported by the CCDMP are already engaged directly or indirectly with other initiatives and/or partners that are working in the region. These include WFP, WBG PRAPS, and the [UNHCHR and WBG join data centre on forced displacement](#). Furthermore, many of Denmark's like-minded donors are also supporting these same project partners in initiatives spanning the broad gamut of policy, programme and research spheres targeting climate adaptation in the region. This increases the likelihood of operational synergies across portfolios, and increases Danish influence across this community of practice, thereby also supporting the strategic objective of stronger coherence. This in turn will help strengthen the resilience of communities to climate change in the region.

Table: Summary of key partner features

Note that only partner projects that have been confirmed for financing in 2021 are included in the below table (UNDP, IFAD, and WBG). The last confirmed partner for financing, SNV is not included since it still needs to submit documents. This will need to be done once their project formulation process is complete.

Name of Partner	Core business	Importance	Influence	Contribution	Capacity	Exit strategy
	What is the main business, interest and goal of the partner?	How important is the project/programme for the partner's activity-level (Low, medium high)?	How much influence does the partner have over the project programme (low, medium, high)?	What will be the partner's main contribution?	What are the main issues emerging from the assessment of the partner's capacity?	What is the strategy for exiting the partnership?
UNDP	<p>In the Sahel, the action of UNDP is guided by its <i>Offer for Regenerating the Sahel</i> that focuses on 4 types of interventions – Prevent, Stabilize, Transform and Sustain:</p> <p>- In epicenter conflict-affected areas, UNDP focuses on Prevention using stabilisation tools to create the foundations for longer term development. This entails restoration of state authority, rule of law; creating the necessary basic infrastructure to kickstart local government and organised living; climate resilient interventions maximizing use of natural resources, such</p>	<p>Low</p> <p>The support being given to UNDP is part of their overall programme for the region on climate security. Other donors are expected to contribute to this overall UNDP regional programme. Also, UNDP has a long history of engagement in the region and large portfolio. The DKK 40 million constitutes a small portion of their overall portfolio.</p>	<p>Medium to High</p> <p>The outputs to be delivered by UNDP have been specified in the agreement. They focus primarily on local community level and regional stakeholders, and strengthening relationships between them. Overall, a strong support to aid coordination agenda at the local and regional levels.</p> <p>Going forward, in any potential replication or scaling up of the initiative, there is good potential to have a higher level of influence that will be generated during implementation among the local, national, and regional partners. UNDP is a member of the Sahel</p>	<p>The outputs are also strategic in that they will (a) potentially inform the scaling/replication of the DK funded project across the region, (b) support the harmonisation of concepts and evidence that will strengthen partner cohesion at national, regional and global levels; (c) create the requisite capacities and architecture to scale/replicate the initiative across the region; (d) sharing of research that targets senior management and technical staff at policy and programme levels. Given their global and regional engagement in policy fora they will be able to leverage this</p>	<p>Strengths: strong country and regional presence through country offices. This includes presence in the capital as well as the target sub regions, and communities that the CCDMP is targeting. They are the lead on the implementation of the HDP N in their geographic areas of engagement. This supports a harmonisation of key concepts and evidence base at the local level. Capable of upscaling very fast if necessary due to their strong field presence and offices across the target region and in the three target countries</p> <p>They are very engaged in finding ways to</p>	<p>No special requirements after end of contract</p>

	<p>as land and water; and addressing inequalities and building social cohesion.</p> <p>- In at-risk/post conflict areas, the focus of interventions is on Prevention, Stabilisation and Transformation, using interventions to empower youth and women, provide alternative pathways, and reinforce sub-national capacity for socio-economic development. These actions also include strengthening governance institutions and systems, including support for security sector reforms, basic infrastructures, peace infrastructures, enabling the policy environment and building resilience including to climate change effects to address the risks of insecurity, inequalities and climate stresses.</p> <p>- For regions unaffected by the Sahel conflicts, interventions prioritise Transformation, unleashing the region's</p>		<p>Alliance, and other global initiatives such as the Climate Security Mechanism (that is placing an advisor in the Sahel with DK funding), as well as is engaged with other regional partners such as ECOWAS, CILS, AGRHYMET (see Annex 1 for overview).</p>	<p>network to maximise the outreach of the knowledge products developed by the CCDMP. This will also help promote Denmark and its partners as a thought leader and green pioneer on climate smart adaptation and conflict prevention in the field. There is high potential for synergies with other UNDP and other partner projects that DK and other partners are supporting across the region. This is particular facilitated by UNDP's membership in regional coordination mechanisms such UN integrated Sahel Strategy (UNISS), as well as their partnerships with regional mechanisms engaged in conflict prevention, response and climate smart adaptation (ECOWAS, CILS, Agrhyment, ACMAD and the AU). In addition, their engagement in global mechanisms such as the Climate Security Mechanism (CSM), UN friends' groups on</p>	<p>integrate climate adaptation into fragile contexts and supporting governments to increase their capacities to adhere to their climate, human rights and development commitments.</p> <p>Weaknesses: They, like other UN entities, do not have a strong track record of engagement or joint projects with IFIs like the WB that are supported by this project. The project that CCDMP is supporting is not yet finalised. However, since it leverages and builds on existing initiatives, this will offset this weakness.</p> <p>Opportunities: Can provide on-line and offline support in hard-to-reach areas to ensure capacity transfer and capacity building is delivered even when physical access is an issue. They can support and promote a common approach and understanding related to the integration of climate smart practice</p>	
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	<p>potential including through economic empowerment and strengthening governance institutions for effectiveness.</p> <p>- Based on the above-described context, UNDP has been looking at concrete ways to apprehend Climate-related security risks and their underlying factors in the region. It resulted in the development of Climate security initiatives both at local level, with the Mopti Climate Security Programme, and at regional level with the Regional Offer for Climate Security in the Sahel. This proposal is directly contributing to both initiatives.</p> <p>For this project, the climate-security nexus is composed of the following key building blocks:</p> <p>- Disaster Risk Reduction and Climate Change Adaptation, through climate</p>			<p>conflict, security and climate change.</p>	<p>into conflict prevention across the HDP N due to their convening role and engagement at national, local and regional and global coordination mechanisms. This ensures systematic linkages between programme and policy across the community of practice.</p> <p>Threats: Given their emphasis on field level presence, this can often result in high overheads associated with staff and supporting costs. This will need to be explained better in the budget documentation they submit.</p>	
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	<p>prediction, accessible early warning systems and information, disaster preparedness, proactive risk reduction and mitigation, identification of early actions and adaption and resilience building measures.</p> <p>- Equitable Access and management of natural resources, by using the sustainable management of natural resources as a driver of human rights and sustaining peace.</p> <p>- Social cohesion and conflict prevention, by strengthening national and local institutions in charge of preventing and managing conflicts and empowering the most vulnerable populations by promoting dialogue and consensus-building capacities.</p> <p>- Livelihood and green economic recovery options by providing sustainable (green) and dignified economic options to the youth</p>					
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	<p>who are the most susceptible to migrate and enroll into violent extremism.⁷⁸;</p> <p>- Governance of things⁷⁹ as a cross cutting or overarching element without which the above-mentioned building blocks cannot materialize.</p> <p>This provides an integrated perspective to climate-related security risks that combines elements of human security, ecosystem-based approach to climate change adaptation, and human rights-based approach (leave no one behind LNOB) to governance and peacebuilding.</p>					
Name of Partner	Core business	Importance	Influence	Contribution	Capacity	Exit strategy
IFAD	Donor coordination and resource mobilisation for priority programmes and SDG target monitoring. Wants to develop a systematic and	Low to medium The programme (CCDMP) is funding the IFAD ASAP+ and possible 3SDC Programmes. Both initiatives are expected	High. IFAD is an important stakeholder for the programme. Denmark strongly benefits from IFAD insights into progress, opportunities	IFAD has recently scaled up its work in the Sahel region with the approval of the first Joint Rome Based Agencies (RBA) Programme for the	Decentralisation is a cornerstone of IFAD12 (2022-2-24). The decentralisation will move IFAD to a field presence of at least 45% (up from 32%. More	IFAD follows a standard three-phase approach in its exit strategy: - Phasing down is a gradual reduction of

⁷⁸ Journey to Extremism in Africa (UNDP, 2017)

⁷⁹ Africa's promise, UNDP Renewed Strategic Offer in Africa, Jan 2020

	<p>transparent approach for the identification and description of national priority programs and the subsequent mobilisation of external funding for their implementation.</p>	<p>to be funded under the 2RP Trust Fund Modality. Donor resource mobilisation efforts are under way.</p>	<p>and challenges in the areas of climate change adaptation at global and regional levels. Also, IFAD has strong working relationships with national government and local partners. Denmark's contribution can be helping to develop a more inclusive targeting, including coverage of vulnerable groups and areas that are predicated on Human rights and LNOB principles. Furthermore, there is good potential through the CCDMP MEAL and the IFAD MEAL approach to influence other partners across the HDP N in the region to adopt a climate smart approach to conflict prevention.</p>	<p>Sahel in Response to the Challenges of COVID-19, Conflict and Climate Change (SD3C), in collaboration with FAO and WFP. Further financing from Denmark to ASAP+ will reinforce this work in the region and beyond. ASAP+ will target smallholder farmers and rural poor who are highly dependent on agriculture and face the greatest challenges in terms of exposure to climate change, food insecurity, rural poverty, fragility, and institutional capacity. ASAP+ will prioritise operations where there is clear potential to increase resilience and institutional capacity of beneficiaries. This in line with the Danish priorities as set out in the Danish Program Document, particularly outcome 2. IFAD's comparative advantage lies in its targeting of the poorest, the poor and the vulnerable peoples and those who are most</p>	<p>information can be found here: https://webapps.ifad.org/members/gc/44/docs/GC-44-L-6-Rev-1.pdf</p> <p>Decentralisation (also called proximity) is a part of the IFAD12 theory of change, and will enable IFAD to increase its country level policy engagement.</p> <p>As part of this decentralisation process, and IFAD's move to a Regional Office (RO) model, the West and Central Africa (WCA) Division and the East and Southern Africa Division (ESA) will be moving to Cote D'Ivoire and Kenya, respectively, by the end of 2021, allowing the Fund to start IFAD12 with a stronger footprint in these two regions.</p> <p>Risks – as gleaned from the mid-term review of the previous ASAP programme, and interviews by the DK MFA pre-appraisal</p>	<p>project activities, utilising local organisations to sustain project benefits while the original donor or implementing agency deploys fewer resources. Phasing down is often a preliminary stage to phasing over and/or phasing out.</p> <p>- Phasing over entails a transfer of responsibility for activities aimed at accomplishing project goals to another entity. This responsibility can be transferred to the beneficiary community (provided it has enough capacity to deal with it) or to existing organisations (e.g. government, NGOs, other development partners).</p> <p>- Phasing out refers to a withdrawal of project inputs (food, services provision, technical assistance, etc.) without making explicit arrangements for the</p>
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				<p>likely to have little access to assets and opportunities due to social exclusion and marginalization. IFAD is open to discussing thematic and geographic priorities. Contributions to the ASAP+ pillar of the 2RP Trust Fund will need to align with the outcome areas of ASAP+ to support the achievement of the results management framework of ASAP+, which include increasing resilience and stability, mitigation co-benefits and women's empowerment. The evaluation of the previous ASAP phase activities has informed the ASAP+. The previous phase included close collaboration with local governments and adopted existing climate adaptation instruments such as the climate profiling tool developed with support from key partners such as Germany's GIZ. In both cases, the development and implementation of bio-digestors was seen as a</p>	<p>team, local ownership could be stronger. This is an aspect that IFAD and DK MFA will establish a dialogue on to inform the MEAL component of the programme, given the importance that the CCDPA attaches to local ownership and capacity transfer.</p>	<p>inputs or activities to be continued by any other entity because the project itself resulted in changes that are likely to be sustainable without these.</p> <p>Financial, human and knowledge resources required to gain consensus and buy-in from partners expected to take over and potentially scale project activities are also taken into consideration.</p>
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				<p>particularly successful outcome, which, in the case of Mali, has led to a new project (MERIT) focused entirely on renewable energy. The evaluation also noted evidence of institutional sustainability; in Mali the seconded technical counsellor working on the ASAP returned to the sector ministry after closure of Project Management Unit (PMU).</p> <p>Leverage of political support for the programme and the effectiveness agenda; along with programme coordination and oversight during implementation. IFAD works closely with other important DK supported partners such as FAO and EU initiatives in the region. This increases chances for successful synergies and maximization impact and capacity transfer.</p> <p>IFAD has a rigorous theory of change and results framework supported by a robust M&E and action</p>		
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				<p>research agenda that will benefit the broader MEAL component of the CCDMP. Key M&E milestones for ASAP+ (and IFAD) projects include: baseline surveys, which take place at project inception; IFAD supervision and project support missions, are conducted annually or twice a year; one-off midterm reviews; project completion missions and reports, and, for a portion of the portfolio, impact assessments, which take place at project termination. IFAD's Project Implementation Guidelines will govern these reviews, and inform the CCDMP MEAL team</p> <p>All financing to IFAD is reported as climate financing.</p>		
Name of Partner	Core business	Importance	Influence	Contribution	Capacity	Exit strategy
World Bank Group (WBG)	The WBG is an important actor in alleviating poverty and tackling fragility and climate change	The WBG 'Sahel Adaptive Social Protection Programme (World Bank, 2021–2024,) is an on-going programme seeking to increase	High The WBG works in lock-step with governments across the region and key regional entities. Being a	To respond to the challenge of including climate change adaptation in collective risk mitigation strategies at the regional level, the WB's programme offers	The WBG is present across the region and in all three target countries. It is a member of most of the important coordination	Exit strategy and scaling-up: This will depend on each country's capacity and donor coordination.

		<p>access to effective adaptive social protection systems. It does this by financing activities that develop adaptive social protection systems and programmes that help individuals/households build resilience and become capable of anticipating, absorbing and recovering from climate shocks and stress. Launched in 2014, the SASPP is financed through a Multi-Donor Trust Fund (MDTF) with several contributors⁸⁰. The SASPP programme was supported with DKK 40 million in 2020. 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 next phase of the SASPP⁸¹ aims to further strengthen the Adaptive</p>	<p>member of the Sahel Alliance and other regional and national coordination, the WBG has a high potential of supporting efforts to streamline and harmonise common approaches related to climate change adaptation in FCV contexts.</p>	<p>a regional, government-led mechanism which is coherent with the focus of Denmark. The mechanism relies on a strong registry system, partnerships with multilateral organisations, and has a specific window for IDPs, which is consistent with the priority of Denmark to address the displacement and migration issues.</p> <p>It is a member of most of the important coordination mechanisms at national, regional and global levels.</p> <p>It aims at reinforcing national, government-led protection programmes with an “adaptive” approach that aligns support to several inter-related themes, including climate change.</p> <p>During its first phase (2014-2019), the SASPP supported the design</p>	<p>mechanisms at national, regional and global levels.</p> <p>The situation of project implementation units varies in each country. In general, they received mixed funding from partner government and projects. The goal is always to work as much as possible through government structures, as long as it does not jeopardise implementation, therefore institutional arrangements vary with government capacity.</p> <p>Risks - World Bank multi-donor trust funds do not earmark resources. However, the WB will ensure that the programming teams will make sure that the upcoming projects in Mali and Burkina, and Niger use co-financing from Danish resources.</p>	<p>As part of the MEAL, a dialogue will need to be established with the WBG team to ensure that all three country exit strategies are designed and implemented in a timely manner</p>
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		<p>Social Protection (ASP) systems already in place, expand coverage (broadening the registry systems already being developed. The programme is now entering its second phase (2020-25) with a focus on systematically strengthening adaptive social protection systems. It aims 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</p>		<p>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 “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, school meals; (2) shock response mechanisms: seasonal</p>	<p>Given the large scale of the WBG SASSP, the likelihood of influencing the programme is small. As a risk mitigation measure, efforts are underway to ensure that part of the DK support goes to a MEAL focal point to be embedded in the region. This person will help ensure linkages to the broader CCDMP MEAL component.</p> <p>MNS to engage with support by the MEAL team in dialogue with other SASSP donors (viz. Germany and UK) on specific issues such as inclusion of vulnerable groups and geographic coverage.</p>	
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		<p>mechanisms; and (iv) Developing and reinforcing disaster risk financing strategies to mobilise financing swiftly when shocks hit.</p>		<p>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 transfer. This is where possible climate indicators will be developed to capture aspects related to climate and conflict sensitivity. An analytical/technical assistance component is implemented directly by the WB.</p> <p>With its strong emphasis on supporting data and information from national databases and partners, this programme is also well suited to inform the CCDMP MEAL component. On a regional level and central level, the SASPP invests significantly in knowledge sharing with other projects in country and other social protection teams in the</p>		
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				<p>region and outside the region. Engagement with different operations in country differs across our six countries. In some countries, we have high engagement and exchange such as in Mali, where the TTL of the safety net project is also the co-TTL of the Agriculture project. In terms of our engagement with partners, most country programmes have a partnership and strong engagement with WFP. This engagement centres heavily around the work we do on unified social registries, which are intended to be a coordination platform for government and partners. In that sense, the registry requires unified data collection tools. In Mauritania, the registry and the data collection is fully unified and used by partners. The process is moving in this direction in other countries as well.</p> <p>WB projects are partnerships with</p>		
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				<p>governments and often involve CSOs in some aspects of implementation ranging from supporting targeting, providing technical assistance on complementary measures to cash transfers (both in terms of human and productive capital), third-party monitoring, GRM, transfer delivery in areas where no payment agency can operate.</p> <p>The WBG will also be able to leverage other DK funded initiatives with the WB such as the Joint WBG UNHCHR Joint data centre on forced displacement.</p>		
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Annex 3: Results framework

Outcome Area 1

Project 1. Mitigating climate-related security risks in the Sahel

Results framework

Note that UNDP is currently undertaking consultations and studies in the targeted area to better estimate indicators, targets, and baselines, which may be adapted after those consultations. The results framework will be completed in dialogue with MNS, and partners

Project title		Mitigating climate-related security risks in the Mopti and Central Sahel region	
Project objective		To create an enabling environment to prevent violence, build long term institutional and community resilience, including climate change adaptation, and to better manage resource conflicts through inclusive and just natural resources governance instructions and climate change resilient practices, targeting especially the full contribution of women and youth for environmental sustainability. The project adopts an iterative approach to its regional scope. It will first start in Mopti with a view of informing other regional activities in the region.	
Impact Indicator		Climate related security risks in the target region are reduced	
Baseline	Year 2021		
Target	Year 2024		
Outcome 1		Enhanced regional knowledge exchange and collaboration over climate-related security risks	
Outcome indicator		Level of commitment of at least 3 regional organizations (LGA, ECOWAS, CILSS) to knowledge exchange on climate-related security risks on a scale from 1 (absence of commitment) to 5 (strong collaboration and joint production of knowledge resources) Climate-security related risks are on both the development and peace building agenda of the region	
Baseline	2021	2	
Target	2024	4	Partner study
Output 1.1		Improved understanding of the relationship between climate and conflicts and on the lessons learned from addressing climate-related security risks in the Central Sahel region	
Output indicator		# of study and report published	
Baseline	2021		
Annual target	2022	1	Published study/report
Annual target	2023	2	Published study/report
Annual target	2024	2	Published study/report
Output 1.2		Climate-related security risks issues and solutions are discussed, and lessons are learned among local authorities and civil society from the 3 countries covered by the LGA	
Output indicator		# of workshops/meetings in which climate-related security issues are on the agenda Diversity of institutions represented	
Baseline	2021	0	
Annual target	2022	1	Workshop report
Annual target	2023	1	Workshop report
Annual target	2024	1	Workshop report
Output 1.3		The potential impact of the Seasonal climate forecast on conflicts and security in the Sahel region is anticipated and recommendations are disseminated	
Output indicator		Communiqué on the potential impact of seasonal climate forecast on conflicts and security in the Sahel region is produced	
Baseline	2021		
Annual target	2022	1	Report and communiqué of the Seasonal forecasting regional forum on Agro-Hydro-Climatic characteristics for the Sudanian and Sahelian zones
Annual target	2023	1	Report and communiqué of the Seasonal forecasting regional forum on Agro-Hydro-Climatic characteristics for the Sudanian and Sahelian zones

Annual target	2024	1	Report and communiqué of the Seasonal forecasting regional forum on Agro-Hydro-Climatic characteristics for the Sudanian and Sahelian zones
Output 1.4		Learning from other regions in Africa and/or the world is promoted through South-South	
Output indicator		Report from South-South learning mission	
Baseline	2021	0	
Annual target	2023	1	Mission report
Annual target	2024	1	Mission report
Outcome 2		Enhanced land and water governance systems and inclusive conflict management practices to reduce conflict risk factors.	
Outcome indicator 2.1.		% of target beneficiaries (disaggregated by gender/age) reporting increased participation to land and water governance systems.	
Baseline	2021	20%Tbc	Baseline study
Target	2024	80%	End-project evaluation survey
Output 2.1.		Strengthened local resource management mechanisms.	
Output indicator		Existence and effective functioning of inclusive land and water governance systems through community resource management committees (CMC)	
Baseline	2021	0 CMC established	Baseline study
Annual target	2023	2	Annual Report
Annual target	2024	2	Annual report
Output 2.2.		Increased capacity of target beneficiaries on climate risk management	
Output indicator		% of target beneficiaries reporting increased knowledge and capacity in managing climate risks.	
Baseline	2021	10% (tbc)	Baseline study
Annual target	2023	60%	Annual Report
Annual target	2024	70%	Annual report
Output 2.3.		Development and implementation of climate risks management support tools	
Output indicator		Number of climate risks management local action plans.	
Baseline	2021	0	Baseline study
Annual target	2023	4	Annual Report
Annual target	2024	6	Annual report
Outcome 3		Improved community resilience through access to renewable energy and improved energy efficiency that decrease vulnerabilities to climate change.	
Outcome indicator 2.1.		% of target beneficiaries (disaggregated by gender/age) indicating increased access to renewable energy	
Baseline	2021	20%Tbc	Baseline study
Target	2024	80%	End-project evaluation survey
Output 3.1.		Increased livelihood diversification and productivity through access to renewable energies.	
Output indicator		% of target beneficiaries indicating increased socio-economic development through renewable energy	
Baseline	2021	0%	Baseline study
Annual target	2023	50%	Annual Report
Annual target	2024	70%	Annual report
Output 3.2.		Increased local capacity and knowledge for the effective and innovative use of renewable energy.	
Output indicator		% of target beneficiaries indicating increased capacity and knowledge in economic productivity through renewable energy	
Baseline	2021	0%	Baseline study
Annual target	2023	50%	Annual Report
Annual target	2024	70%	Annual report
Outcome 4		Strengthened disaster risk management capabilities to reduce communities' vulnerabilities to climate change	
Outcome indicator 2.1.		% of target beneficiaries (disaggregated by gender/age) indicating increased capacity in disaster preparedness	
Baseline	2021	20%Tbc	Baseline study
Target	2024	80%	End-project evaluation survey
Output 4.1.		Improved local emergency response and disaster preparedness	

Output indicator		% of target beneficiaries indicating increased coordination for emergency response and disaster management	
Baseline	2021	0%	Baseline study
Annual target	2023	50%	Annual Report
Annual target	2024	70%	Annual report
Output 4.2.		Increased effectiveness of disaster risk management policies	
Output indicator		Number of local risk management policies developed and implemented at local level.	
Baseline	2021	0 (tbc)	Baseline study
Annual target	2023	3	Annual Report
Annual target	2024	5	Annual report

Project 2. Pro-ARIDES (Programme Agroalimentaire pour la Résilience Intégrée et le Développement Économique du Sahel)

The project budget is still under development. The project partner will finalize this in dialogue with MNS before November 2021. The total number of people reached in the first five years of PRO-ARIDES, all activities combined, is 1,172,200 (or 192,000 households) with 2,930,470 (or 480,280 households) projected after 10 years.

The following are the key result areas for the 5 pathways outlined in the programme's theory of change:

- Result area 1: Improved food, farm and herd management for more resilient production systems and better household nutrition
- Result area 2: Increased business, service and employment opportunities and market linkages generating more economic value
- Result area 3: Sustainable management of land, water and other natural resources through peaceful and collective resource use arrangements
- The budget is being revised to take into account the integration of systemic program change issues, the contextualization of results chains and the definition of activities specific to Trajectories 4 and 5. A revised and agreed budget version can therefore be shared at a later stage.

Project 3. Team Europe Initiative (TEI)

The results framework will be completed following the results of the consulting firm that has been contracted to develop it. (timeframe estimate is Feb 2022)

Outcome area 2

Project 4. IFAD Enhanced Adaptation for Smallholder Agriculture Programme (ASAP+)

The project budget is still under development. The project partner will finalize this in dialogue with MNS before November 2021. (See project brief for more details)

*Note baselines and targets are not yet available in project description with respect to the three CCDMP countries.

Project Title 2	IFAD ASAP+
Outcome Area 1	Increased resilience of vulnerable households to the impacts of climate change on their food security and nutrition, focusing particularly on rural women, youth, indigenous peoples
Outcome 1 indicators a and b	a) Number of persons/households reporting adoption of environmentally sustainable and climate-resilient technologies and practices

		b) Number of persons/households reporting a significant reduction in the time spent for collecting water or fuel
Baseline	2022	Baseline surveys to take place at project inception
Target	Year 20	Targets to be established after year 1 of programme implementation
Sub-outcome 1.1		Improved access to nutritious food and products from agrobiodiverse farming systems
1.1.i		Number of persons/households supported to increase the diversity of farmed species and varieties.
Baseline	Year	[Situation prior to project activity]
Target	Year 1	Target to be established after year 1 of programme implementation
Sub-outcome 1.2		Enhanced human capacity to manage climate risk
1.1.i		Number of persons/groups supported to sustainably manage natural resources and climate-related risks
1.2.ii		Number of persons/households provided with climate information services
Baseline	Year	[Situation prior to project activity]
Target 1.2.i	Year 1	1.6-2.2 million people 15,600-21,000 groups
Target 1.2.ii	Year 1	Target to be established after year 1 of programme implementation.
Sub-outcome 1.3		Scaled up climate-resilient land and natural resources management
1.3.i		Number of hectares of land brought under climate resilient management
Baseline	Year	[Situation prior to project activity]
Target	Year 1	3.2-4.3 million ha
Sub-outcome 1.4		Climate-proofed services and infrastructure
1.4.i		Number of persons/households with increased water availability and/or efficiency for production purposes
1.4.ii		US\$ value of new or existing rural infrastructure made climate resilient
Baseline	Year	[Situation prior to project activity]
Target 1.4.i	Year 1	275,000-373,000 households
Target 1.4.ii		US\$ 134.5-182 million
Sub-outcome 1.5		Strengthened policy frameworks on climate resilient smallholder agriculture
1.5.i		Number of existing/new laws, strategies, regulations or policies on climate change and the agricultural sectors proposed to policy makers for approval, ratification or amendment
Baseline	Year	[Situation prior to project activity]
Target	Year 1	Target to be established after year 1 of programme implementation.
Outcome Area 2		Reduced emissions from win-win interventions with significant development benefits, particularly for food insecure and marginalized groups
Outcome 2 indicator		Number of tons of greenhouse gas emissions (CO ₂ e) avoided and/or sequestered
Baseline	2022	Baseline surveys to take place at project inception
Target	Year 20	-96-129 million tCO ₂ e over 20 years (-1.5tCO ₂ e/ha/yr.)
Sub-outcome 2.1		Increased availability of low-emissions development opportunities
2.1.i		Number of persons accessing technologies that sequester carbon or reduce greenhouse gas emissions
2.1.ii		Number of persons in new or existing green jobs
Baseline	Year	[Situation prior to project activity]
Target 2.1.i	Year 1	Target to be established after year 1 of programme implementation
Target 2.1.ii	Year 1	Target to be established after year 1 of programme implementation

Outcome area 3

Project 5. World Bank, Sahel Adaptive Social Protection Program (SASSP)

The project results framework is being finalized in dialogue with MNS and other partners before November 2021. This draft results framework focuses on four building blocks, however, and each of these blocks will have a set of clearly defined thematic outcomes indicators. A preview of the types of indicators expected is presented in the table below.

***Note building block (outcome/output) baselines and targets per year are not yet available in project description.**

Project Title 3		WBG SASSP	
Outcome		Strengthened integration of climate change hazards in collective risk management mechanisms in vulnerable communities and areas	
Outcome indicator		Capturing progress and achievements on the investment made across each of the four building blocks in terms of strengthened systems that can expand their coverage and their reach; they can flex up and scale down when needed.	
Baseline	Year		[Situation prior to project activities]
Target	Year		[intended situation by the end of project (phase)]
Building block 1		Government and institutions	
Building block 1 indicator		Capturing capacity building and knowledge sharing as well as government progress on building the framework/institutions/policies to strengthen ASP as well as partnerships	
Baseline	Year		[Situation prior to project activity]
Target	Year 1		[Intended situation after first year of implementation]
Target	Year 2		[Intended situation after two years of implementation]
Target	Year 3		[Intended situation after three years of implementation]
...
Target	Year		[Intended situation when activity under the project ends]
Building block 2		Programs and delivery systems	
Building block 2 indicator		Capturing beneficiary numbers disaggregated by sex, in terms of reach of the shock response systems (cumulative and annual load) and production inclusion. Capturing indicators related to the systems aspect such as payment systems, which should reflect strengthened ability of the system to respond to shock.	
Baseline	Year		[Situation prior to project activity]
Target	Year 1		[Intended situation after first year of implementation]
Target	Year 2		[Intended situation after two years of implementation]
Target	Year 3		[Intended situation after three years of implementation]
...
Target	Year		[Intended situation when activity under the project ends]
Building block 3		Data	
Building block 3 indicator		Focused on the expansion of the social registry and its ability to be adaptive. Monitoring the number of knowledge products which are published on the data topics.	
Baseline	Year		[Situation prior to project activity]
Target	Year 1		[Intended situation after first year of implementation]
Target	Year 2		[Intended situation after two years of implementation]
Target	Year 3		[Intended situation after three years of implementation]
...
Target	Year		[Intended situation when activity under the project ends]
Building block 4		Finance	
Building block 4 indicator		Capturing whether governments have developed risk financing strategies but also any analytical work on the topic.	
Baseline	Year		[Situation prior to project activity]
Target	Year 1		[Intended situation after first year of implementation]
Target	Year 2		[Intended situation after two years of implementation]
Target	Year 3		[Intended situation after three years of implementation]
...
Target	Year		[Intended situation when activity under the project ends]

Annex 4: Risk management

The Programme will be implemented within a high-risk environment, and there are 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 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.

Summary of risks facing CCDMP

- First, international assistance may not fully integrate political economies and can therefore have harmful, unintended consequences at small or large scale. At the same time, there is no such thing as linear progress from crisis to recovery to sustainable development. Political economies and cooperation assistance interact and influence each other at all levels (local, sub-regional, national, regional, global). Disengagement has its own risks and unintended effects. Therefore, the primary mitigation measure is ensuring assistance is delivered with a clear understanding of the context and potential conflict sensitivities, continuously monitored in close coordination with relevant stakeholders, such as governments, civil society, think tanks, etc. In cooperation with other donors, via the Danish Embassies (RDEs) and the MSU in Copenhagen, the programme will ensure that activities are continuously conflict sensitive and context specific, in compliance with the do no harm, LNOB, and HRBA principles.
- Second, in the long-term the Sahel governments and their international partners might not secure enough financial means, operational capacity or political will to effectively deliver against climate change and conflict prevention goals. Sustainable funding of these interrelated goals remain uncertain, and contingent on external donor financing. A strong focus on local solutions, and capacity development and transfer by the CCDMP helps minimize these risks. Leveraging climate funds (GI) to advance climate and conflict prevention goals opens up another funding instrument to sustain support going forward.
- Third, in the mid- to long-term there is risk of a further deterioration in security due to the pull out of the French-led operation Barkhane, and while the EU-led operation settles in.

- Fourth, the situation in the Sahel as a whole, and more specifically in the Liptako-Gourma region, might significantly deteriorate, requiring a suspension of projects engaged in the area for a period.

In the Sahel, the risk of setbacks or return to conflict is real. Accordingly, work plans will need to be adjusted on a regular basis in response to events on the ground. This may necessitate reallocation of funding to certain activities. The risk of setbacks or return to conflict is real and the work plans will be adjusted, and funding to certain activities, reallocated, leading to two broad scenarios:

Overview of scenarios

A probable worst-case scenario in which the situation deteriorates significantly, so that most programme activities are delayed or suspended. Denmark will have to consider both the impact on the beneficiaries and reputational risks in deciding whether to suspend the programme, temporarily or permanently. Given that the programme supports implementation partners with a history and proven track record of implementing in the region, partners will, in all likelihood, be able to pivot quickly, and redirect or adapt activities. A shift should prioritise areas that can directly support crisis response, help strengthen vulnerable structures or protect vulnerable populations, within the framework of the programme objectives.

The most likely scenario is that the Sahel countries will continue to experience pockets of significant insecurity, and periodically witness acute but containable crises. The presence of international security forces in the region will most likely prevent general, critical crises, such as a collapse of state institutions.

The table below indicates the preliminary identified risks, likelihood, impact, which opportunities they affect and potential mitigation efforts.

The risk assessment will be regular monitored as part of the MEAL component of the CCDMP (see main document sections on management set-up and MEAL).

Risks are grouped as contextual, programmatic, and institutional. They are categorised as (Low, medium, and high).

Risk management table

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
Contextual risks					
International assistance may not integrate political economies and therefore, cause harmful, unintended consequences at small or large scale	Likely	Significant	<p>Sahel CCDMP design is systematically adapted to conflict sensitivities analysed. It focuses on integrating a climate adaptation lens to tackling root causes of fragility driving conflict, forced displacement and irregular migration. It aims to strengthen contextual resilience to risks through (a) better inclusion/targeting of vulnerable groups, (b) stronger coordination and knowledge sharing among local, national, regional and international partners, (c) strengthened capacities of national partners with a focus on local solutions that can be piloted and then delivered at scale across the programme partners programmatic ecosystems. The CCDMP's value added is that it aims to join the dots among the various Danida bilateral and regional initiatives, as well as select partner initiatives in the region. The success is predicated on better coordination and a shared evidence base.</p> <p>Regular political engagement by RDEs and donor coordination by Task Force, Technical working group , and supported by the MEAL unit. This includes regular review of analysis risks among partners at country levels.</p>	Major	During the design of the CCDMP, the Sahel region has experienced a spike in conflict and forced displacement, as well as extraordinary weather events. Several trends appear to be worsening. State fragility in the region is increasing with coups and insecurity prevailing in all three countries. Partial explanation lies in key political and structural challenges that have made it difficult to use external aid effectively. Unrealistic to expect quick/linear “recovery” however pockets of deterioration should be closely monitored.
French-led operation Barkhane pulls out and/or MINUSMA's mandate is changed radically, resulting in further instability	Likely	Major	CCDMP supports sectoral and demographic targeting that are not covered by other security focused regional initiatives.	Minor	Insecurity in the programme area of intervention has been worsening, and the trend may continue if bilateral, multilateral and regional forces cannot improve coordination and effectiveness. French operation will be withdrawn and replaced with an EU force.
Situation in Liptako-Gourma region significantly deteriorates requiring a suspension of programming	Likely	Significant	RDEs and partners to consult to adjust work-plans.	Major	The security situation is unstable and by many measures deteriorating. Outbreak of

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
			RDEs to consider re-allocating funds if implementation is not feasible		generalized conflict expected/possible but unlikely.
Programmatic risks					
CCDMP does not secure additional financial support from a TEI initiative	Moderate	Moderate	<p>Awareness-raising for addressing root causes of fragility in a climate smart manner in the Sahel is of strategic importance.</p> <p>Linking CCDMP to Danish and partners' national and regional portfolios is important to ensure awareness so that dots are connected.</p> <p>The CCDMP MEAL component has been designed to have a dual role: (a) complement the TEI and other projects supported by the CCDMP, (b) ensure a minimum level of analytical, coordination and communication support is given to the Task force and technical working groups. This will increase the likelihood of success of the programme.</p>	Minor	<p>MSU and RDEs have very limited capacities and are increasingly stretched. In addition to their national purview, they are being called on to support information requests from the regional and HQ levels</p> <p>Existing commitments, priorities, and good relationships with Sahel governments provide conducive environment for further support as outlined in the proposed engagement.</p>
Poorly coordinated Initiatives and stakeholders (e.g. donors) undermine national and regional institutions' reform strategies or overburden their capacity to absorb support	Likely	Significant	<p>CCDMP will play an active role in fostering coordination around climate adaptation and addressing root causes of the recurring crises in the region</p> <p>amongst key actors, by building capacity of relevant regional institutions/ coordination mechanisms. Engagements formulated to have strong links to wider reform processes.</p>	Major	Inadequate coordination between various stakeholders has been observed but appears to be improving through set-up of trust funds. Security and defence sectors receiving increasing amounts of investment from international partners but are leanly staffed to manage.
Focus on women and youth in peace and security is low priority, leading to their exclusion and weak stability outcomes	Likely	Significant	CCDMP encourages focus on the role of vulnerable groups These include women and youth, farmers and herders and holistic approach with respect to displaced and host community targeting. The MEAL component of the programme, and the supported projects will prioritize these parameters on a regular basis. The Task team, and the technical working group will review the progress reports on a regular basis	Major	Women and youth play an important role in peace and security. Some stabilization programming looks at youth from the angle of countering violent extremism, but their influence over programming and policy decisions should be strengthened.

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
			with a view of recommending measures to increase the resilience of these vulnerable groups and areas.		
Lack of commitment from the involved governments to find and fully engage in regional, political solutions	Likely	Significant	<p>On-going political dialogue between the CCDMP and the future PSP III and the RDEs in close collaboration with the EU and other key international players.</p> <p>Regular context and risk assessments that are shared and updated across programmatic portfolios</p> <p>Strong focus on data collection, knowledge sharing, and capacity building of partner institutions.</p>	Major	Governments in the region have sometimes been slow to move on political commitments (e.g. Mali peace process) while emphasising military responses. Thematic Programme outcomes (viz. climate change, root causes of fragility) may fail to contribute to greater security and stability without enabling political context. Strengthened beneficiary institutions may be ineffectual if political interests do not align.
Crowding out by larger donors makes it difficult to drive forward important agendas. For instance, the CCDMP promotes the importance of climate adaptation and root causes of conflict and forced displacement (viz. food insecurity, land tenure, access, livelihoods, and NRM)	Likely	Significant	<p>The CCDMP continues to support a balance of partner projects focused on areas important to addressing structural (root causes) challenges driving conflict dynamics that are increasingly being exacerbated by climate change.</p> <p>By selecting partner projects that are already endorsed (financially supported) by like-minded partners and governments, regional stakeholders, Denmark is able to leverage influence across existing initiatives to maintain a focus on these key areas (climate change, root causes) fueling crises in the region.</p> <p>The programme will need to be well coordinated with other donors' efforts so that it is likely to influence donors' and Sahel governments', and regional partners' approaches.</p> <p>The pursuit of a TEI will further cement this synergetic approach</p>	Major	Many other donors present in the region and providing larger financial contributions or more visible support (e.g. EU, US, Germany). However, Denmark is among the few actors with a regional stabilisation programme that espouses a holistic approach with respect to targeting root causes, stronger inclusion of vulnerable groups, and areas. The CCDMP is viewed by partners as an important initiative that can connect the dots with the target countries, and across the region. The CCDMP will continue to ensure Denmark's reputation for cutting-edge approaches and effectiveness in the Sahel.

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
Implementing partners lack capacity to deliver on engagement objectives	Unlikely	Significant	<p>Partners selected based on an evaluation of capacities and proposals. The Task force, and technical working group supported by the MEAL component (And/or TEI component) will ensure consistent and high-quality monitoring to the extent the security situation permits. Phased and conditional disbursement allows for redirection or suspension of activities.</p> <p>Selection of partners who have a proven track-record of operating in the volatile region, and who also focus on local partnerships and solutions (not just for programme implementation but also third-party monitoring and learning initiatives).</p> <p>Selection of partners who prioritize the delivery of capacity training initiatives through partnerships with local training institutions (both on and offline modalities: blended learning)</p>	Major	Limited range of suitable partners in some areas. However, the program works with partners with a positive track record and which meet the criteria outlined in the MFA Guidelines.
Institutional risks					
Problematic programme implementation results in criticisms and bad media coverage	Unlikely	Major	<p>Clear and coordinated communications and advocacy approaches agreed with implementing coordination with RDEs and regional government counterparts.</p> <p>Address problems directly with government counterparts and other stakeholders.</p> <p>MEAL unit works together with the individual partner communication units to ensure a robust communication strategy and associated deliverables that focuses on trust and social cohesion</p>	Minor	Implementing partners and beneficiary institutions have been carefully selected based on an assessment of risks and benefits. Limited media coverage of engagements to-date however it is possible that attention may shift to the programme should one or more above programming risks materialize.

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
			The MEAL unit could consider partnerships with DK funded media programmes in the region through their NGO frameworks (viz. IMS)		
Denmark's financial contributions are affected by misuse or corruption.	Likely	Major	<p>Monitoring and audits, including 3rd party monitoring contracted by the project partners, and the CCDMP (viz. the technical reviews and the MEAL unit)</p> <p>All project partners support anti- corruption measures as part of the projects.</p>	Minor	<p>Corruption is a concern in the region. Partners have been selected based on due diligence measures. CCDMP does not provide direct funding/equipment to beneficiary government institutions. These are channelled through modalities/partners with adequate transparency safeguards.</p> <p>however there are risks that Denmark's financial contributions could be affected by misuse or corruption without adequate safeguards. Accordingly, the MEAL component could consider having a regular dialogue with partner projects around how risks and mitigation measures are being addressed. This will be reviewed as part of the risk implementation strategy (See PD section 6.1 and 6.2, management set-up and MEAL component respectively.</p>
Denmark's financial contributions are affected by misuse or corruption.	Likely	Major	<p>Monitoring and audits, including 3rd party monitoring.</p> <p>Several engagements support anti- corruption measures (as A1 and B2) inside and outside the security sector.</p>	Minor	<p>Corruption is a concern in the region. Partners have been selected based on due diligence measures. Sahel PSP II mostly does not provide direct funding/equipment to beneficiary government institutions (with exception of MOD engagement); rather these are channelled through modalities/partners with adequate transparency safeguards. No major issues were identified during the Sahel PSP I, however risk that Denmark's financial contributions could be affected by misuse or corruption without adequate safeguards is</p>

Annex 5: Budget details

Sahel CCDMP – budget details broken down per year (November 2021 – December 2024)

CCDMP Outcomes	Project and Partner	2021	2022	2023	2024	Total (DKK)
Outcome 1 Strengthened community-level resilience to climate impacts in peace and stabilisation initiatives in crisis-affected and at-risk areas and communities	Project 1. UNDP Climate and security in the Sahel		40			40 million
	Project 2. Netherlands and SNV Programme Agro-alimentaire pour la Résilience Intégrée et le Développement Économique du Sahel (Pro-ARIDES)		20	20		40 million
	Project 3. Team Europe Initiative (TEI) - TBD		120			120 million
	Subtotal Outcome 1					200 million
Outcome 2 Strengthened climate smart agriculture and natural resource management and governance in crisis-affected and at-risk areas and communities	Project 4. IFAD Adaptation for smallholder agriculture Programme (ASAP+)	100		90		190 million
	Subtotal Outcome 2					190 million
Outcome 3 Strengthened integration of climate change hazards in collective risk mitigation mechanisms in vulnerable communities and areas	Project 5. World Bank SASSP Sahel Adaptive Social Protection Program (SASSP)	100		90		190 million
	Subtotal Outcome 3					190 million
Monitoring Evaluation Accountability and Learning (MEAL) Component, incl. reviews	MEAL		20			20 million
	Subtotal MEAL					20 million
Total	Total allocated	200	200	200		600 million
	Total unallocated*				200	200 million
	Total budget					800 million

* Unallocated funds will be committed following the results of the technical reviews, and those of the MEAL component.

Annex 6: Plan for communication of results

The overarching goal of the communication plan is to increase awareness of Denmark’s peace and stabilisation engagement across the Sahel, and specifically the responsibility Denmark as a small country assumes for peace and stability in the region and beyond.

The Danish embassies, supported by the MEAL unit in the three target countries, will make the CCDMP more understandable, accessible, and tangible by exemplifying its relevance and impact, so that a larger share of the Danes and populations of Mali, Burkina Faso and Niger have a better understanding and informed opinion on the responsibility Denmark, and its partners, assumes in this field.

One element will focus on communicating the concrete programme results and thereby underlining the impact of Danish support. Another element will be focused at reaching out to the professional community around peace and stabilisation, and climate adaptation to share good practices, knowledge and create awareness around Denmark’s role. Finally, a third element will be strategic communications that supports individual engagements impact.

Below is an overview of the plan for communication of results for the overall programme. The individual plans for the outcome areas will be developed later in close collaboration with the selected CCDMP project partners to ensure buy-in and effective communication with a high level of force multiplier effect with respect to reaching audiences.

While communication opportunities will have to be identified continuously, the communication plan includes a number of activities with the above goals and objectives in mind. The communication efforts are aimed at a variety of audiences including, but not necessarily limited to: decision makers in the partner countries and the region; stakeholders in Denmark, stakeholders/general public in partner countries/region; engaging and influencing the expert communities and opinion-makers in the relevant programme areas. Communication efforts will draw on events such as ministers’ visits, learning events, visibility around Danish supported activities, news and social media (including regular updates on the embassy facebook and ambassadors’ twitter accounts).

The table below outlines a few concrete communication activities planned over the duration of the programme. Further activities will be identified continuously throughout the programme.

What	When	How	Target Audience	Responsible
Launch of the programme – expected results over the next four years	Upon approval	Events, Social media platforms; mobilisation of local media.	Danish stakeholders, stakeholders in the region	MEAL unit under guidance from MNS, RDE Bamako/ RDE Ouaga
The strategic importance of Denmark’s engagement in the region / the programmes contribution to Denmark’s interests	When feasible	Communications during ministers visits.	Danish stakeholders, stakeholders in the region	MEAL unit under guidance from MNS, RDE Bamako/ RDE Ouaga

The strategic importance of Denmark's engagement in the region / the programmes contribution to Denmark's interests	At least twice during programme period	Op-Ed in newspaper or appearance in mass media (Deadline, Orientering, 360o, etc.)	The Danish public and decision- makers RDE Mali	R MEAL unit under guidance from MNS, RDE Bamako/ RDE Ouaga Collab. with MFA KOM
The strategic importance of Denmark's engagement in the region / the programmes contribution to Denmark's interests	Once during programme period	Partners and experts seminar on stabilisation in the region in collaboration with like-minded donors and regional think-tanks	Int. partners, implementing partners, stakeholders in the region	MEAL unit under guidance from MNS, RDE Bamako/ RDE Ouaga

Annex 7: Process action plan for implementation

Action/product	Deadlines	Responsible/involved Person and unit	Comment/status
Submission to the Council for Development Policy	11 Oct 2021	MNS/ELK	On Track
Council for Development Policy Meeting	28 Oct 2021	MNS/ELK	
Approval by Development Minister	Nov 2021	ELK	
Finance Act	Nov 2021	MNS/APD	
Agreements with the World Bank and IFAD	Nov 2021	MNS	
World Bank and IFAD Starts implementation	Dec 2021	MNS	
MEAL Tender	Dec 21-Mar 22	MNS	
Inception Review/Appraisal UNDP, TEI and SNV projects	Feb/Mar 22	MNS/ELK	
TEI Concept Finalised	Mar	MNS	
UNDP and SNV starts implementation	April 22	Bamako/Ouagadougou	
TEI starts implementation	Autumn 22	MNS/Bamako/Ouagadougou	
Mid-Term review and allocation of unallocated funds	Autumn 23	MNS	
Partner agreement concerning unallocated funds	Early 2024	MNS	

Annex 8: Appraisal recommendations follow-up

Summary of recommendations of the appraisal

Title of Programme	Climate Change, Fragility, Conflict, and Irregular Migration in the Sahel (Sahel CCDMP)	
File number/F2 reference	2021-17638	
Pre-Appraisal report date	23 September, 2021	
Council for Development Policy meeting date	28 October, 2021	
Summary of possible recommendations not followed (to be filled in by the responsible unit)		
<p>Overall conclusion of the Final Desk Appraisal</p> <p>The preparation of the CCDMP took place under difficult circumstances due to the COVID-19 outbreak and has consequently extended over a long period of time since the initial mapping exercise in early 2020. Due to some delays in the formulation process, the appraisal was split in two phases: a pre-appraisal (PA) consisting of an early assessment of preliminary programme documentation and including field missions to Bamako and Ouagadougou, and a final desk appraisal (FDA) focusing on whether and how PA recommendations have been addressed.</p> <p>The FDA confirmed that the CCDMP is highly relevant in that it seeks to address critical interconnected challenges that affect stability in the Sahel and that are directly linked to key Danish priorities. However, it also found that a number of the recommendations from the PA had not been fully addressed and that there were still substantial gaps, inconsistencies and editing requirements in the submitted programme documentation.</p> <p>Overall, the FDA recommends that a revised programme document with annexes providing the overall strategic framework of the CCDMP be presented to the Council for Development Policy (UPR) after adequate follow up on FDA recommendations at programme level.</p> <p>As regards the individual projects proposed under the CCDMP, the FDA recommends that they are submitted for approval by the State Secretary for Development Policy after follow up on recommendations regarding the individual project documents. It is expected that IFAD and possibly the WB projects can be submitted for approval in 2021, while the remaining project documents will have to be finalised and appraised again in 2022 before grant allocations can be finally approved.</p>		
Recommendations by the appraisal team		Follow up by the responsible unit
Programme Level Recommendations:		
<i>Programme preparation and design</i>		
1. Revise the overall programme document and its annexes to make them more reader-friendly and ensure that relevant content is included and structured in a coherent and logical manner, taking into account the specific observations of the Final Desk Appraisal.	Agree. Consultant contracted to help finalise the Programme Document.	
<i>Relevance and coherence</i>		
2. The overall programme document should clearly indicate that the CCDMP will explicitly focus on addressing the risks, vulnerabilities and impacts related to climate variability and climate change in line with the OECD-DAC Rio Markers for Climate.	Agree.	
<i>Rationale, justification, and lessons learned</i>		

<p>3. Present lessons learned before the justification and include some key findings and conclusions from evaluations of previous phases of initiatives that are proposed as part of CCDMP with a view to strengthening the arguments for including these in the programme. In addition, the choice of individual projects and partners as well as the complementarity between them should be further substantiated by using the stipulated guiding principles and parameters, as well as the DAC quality criteria in the project summaries provided in the overall programme document.</p>	<p>Agree. Embassies involved also in strengthening description of links to other engagements in the Region.</p>
<p><i>Theory of Change and results frameworks</i></p>	
<p>4. The ToC narrative and diagram should be revised to reflect the Final Desk Appraisal comments. If the results framework presented in the programme document cannot be further detailed at this time it should be removed, and reference should be made in the text that this will be detailed at a later stage (during inception for example). The tables in Annex 3 should also be edited to include more relevant information, or removed as well.</p>	<p>Agree.</p>
<p><i>Management arrangements</i></p>	
<p>5. a. The separation between the strategic and the operational level of management of the CCDMP should be further clarified, and the external consultancy team suggested to assist the MFA with MEAL functions should not be confused with a management unit.</p> <p>b. If the Team Europe Initiative (TEI) setup with the possibility for Denmark to recruit programme management advisers does not materialise, the option of setting up a management unit with advisers or of recruiting a team of consultants to implement the project without EU partners could be explored and it should be stated in the programme document. In such a case, FRU should be consulted.</p>	<p>a. Agree. MEAL is not management. But will be maintained at proposed budget level.</p> <p>b. Agree. A consultancy team has been recruited in September 2021 to further develop this component by early 2022.</p>
<p><i>Monitoring, Evaluation, Accountability and Learning (MEAL)</i></p>	
<p>6. The MEAL section in the overall programme document should provide indications on how MFA MEAL responsibilities will be addressed concretely and who will have the responsibility to do what, including with punctual assistance from a light team of MEAL consultants. It should also take into account concerns raised in the pre-appraisal report concerning the lack of proximity in some of the partners' project management mechanisms as well as particular challenges related to monitoring implementation and financial management in highly insecure and conflict prone contexts.</p>	<p>Agree.</p>
<p><i>Risk management</i></p>	
<p>7. The risks assessment in the overall programme document should be edited for clarity and precision. A more detailed project risk assessment should be undertaken during programme inception.</p>	<p>Agree.</p>
<p><i>Budgets, financial management and accountability</i></p>	

<p>8. a. The programme document should include a multiannual and consistent commitment and disbursement budget before presentation to UPR.</p> <p>b. Before final approval of individual grants, projects documents should link budget to outcomes, explicitly state that geographic and thematic targeted priorities can be adhered to, stipulate the amount subject to parliamentary approval, DDD and adaptation priorities as well as financial management arrangements, including appropriate due diligence and concurrent monitoring of fiduciary risks.</p>	<p>a. Agree.</p> <p>b. These elements will be further elaborated. Geographic and thematic priorities will be addressed.</p>
<p>Project Level Recommendations</p>	
<p><i>Climate Security Action in the Sahel (UNDP)</i></p>	
<p>9. a. The UNDP climate security <u>regional focus</u> should be included for approval under the CCDMP. It should, however, be made clear that Danish funds will be used initially for outcome 1 of the regional proposal and the programme document should be edited to reflect this.</p> <p>b. The final UNDP project approval can be made in 2022, pending appraisal of the revised UNDP project document/brief, which should be revised to address the numerous other issues raised during the pre-appraisal and final desk-appraisal.</p>	<p>Agree.</p>
<p><i>Stabilisation actions on border areas of Sahel region (PATRIP) – considered for unallocated funds</i></p>	
<p>10. Prior to the inclusion of PATRIP in the CCDMP, the following concerns, raised during the pre-appraisal process, should be addressed:</p> <p>a. To clearly justify why the same initiative should be supported through two different instruments.</p> <p>b. To justify the added value of supporting the PATRIP grant mechanism under the CCDMP and thereby spreading the limited budget over smaller sub-grants.</p> <p>c. To adequately document the lessons learned from the current (CCASFBA-Mali) support and concretely show how they have successfully integrated a climate-smart approach into their border activities.</p> <p>d. To clearly justify transaction costs, preferably based on a Value for Money assessment, particularly related to the third-party monitoring mechanism (outsourcing to a consultancy company).</p> <p>e. To demonstrate how PATRIP ensures alignment and coordination and how they can ensure a regional perspective without a physical presence in the region (other than through third-party monitoring).</p> <p>f. To ensure conformity with Danish procurement procedures for direct grant awards, given that PATRIP is a non-profit foundation functioning as a fund manager</p>	<p>Agree.</p>
<p><i>Adaptation for Smallholder Programme ASAP+ (IFAD)</i></p>	
<p>11. Include ASAP+ for approval under the first phase of the programme (October 2021) subject to the following actions:</p>	<p>Agree.</p>

<ul style="list-style-type: none"> a. Editing of the ASAP+ project summary and project document/brief to better reflect the background, content, logic and modality of ASAP+. b. Clarify the outstanding question of if and how the Danish funds can be earmarked, or clarify the process that will be followed to resolve this question. 	
<i>Co-financing with the Netherlands (SNV Pro-ARIDES)</i>	
<p>12. Include Pro-ARIDES for approval subject to the following actions:</p> <ul style="list-style-type: none"> a. Editing of the Pro-ARIDES project summary (in the programme document) for clarity, precision and detail according to the comments provided by the appraisal team. b. Final revision and appraisal of the Pro-ARIDES project document before final approval in 2022. 	Agree.
<i>Sabel Adaptive Social Protection Programme – SASSP (World Bank)</i>	
<p>13. There are two alternatives for the SASSP going forward:</p> <ul style="list-style-type: none"> a. Postpone approval of the SASSP pending further discussions with WB and other partners and enabling the finalization of documentation to a sufficient level of detail required for approval. The project could be submitted for approval in 2022. <u>The FDA recommends this alternative.</u> b. Include the SASSP for approval in 2021 (immediately, editing the SASSP project summary and project document/brief to better reflect the background, content, logic and modality following the specific guidance provided in the final desk appraisal and clearly indicating that further discussions and a possible extended inception phase will be needed before activities can commence. 	The project will be submitted for approval in 2021. Additional documentation has been received following appraisal, including a results framework etc. This will be taken into account and reflected in the Programme document.
<i>Strengthening coherence between policy and programme/Team Europe Initiative (TEI)</i>	
<p>14. Revise the description of the TEI in the overall programme document based on the recommendation of the pre-appraisal report that focuses both on the content of the project and the process for approval as a regional TEI and provide a clear description of a well-argued alternative scenario.</p>	Agree.

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

Signed in Copenhagen on the 23/09/2021

Anne-Catherine Legendre

Appraisal Team leader/ELK representative

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

Signed in.....Copenhagen.....on the.....11 October 2021.....

Head of Unit/Embassy *Marianne Kress*