President’s report

Proposed loan to the Republic of Mali for the Kidal Integrated Rural Development Programme
Note to Executive Board Directors

This document is submitted for approval by the Executive Board.

To make the best use of time available at Executive Board sessions, Directors are invited to contact the following focal point with any technical questions about this document before the session:

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Contents

Abbreviations and acronyms ii
Recommendation for approval iii
Map of the programme area iv
Loan summary v

I. The programme 1
  A. Main development opportunity addressed by the programme 1
  B. Proposed financing 1
  C. Target group and participation 2
  D. Development objectives 2
  E. Harmonization and alignment 3
  F. Components and expenditure categories 3
  G. Management, implementation responsibilities and partnerships 3
  H. Benefits and economic and financial justification 4
  I. Knowledge management, innovation and scaling up 5
  J. Main risks 5
  K. Sustainability 5

II. Legal instruments and authority 6

III. Recommendation 6

Annex
Summary of important supplementary assurances included in the negotiated loan agreement 7

Appendices
I. Key reference documents
II. Logical framework
Abbreviations and acronyms

ANICT    National Agency for Investments by Local Governments
BOAD     West African Development Bank
BSF      Belgian Survival Fund
M&E      monitoring and evaluation
Recommendation for approval

The Executive Board is invited to approve the recommendation for the proposed loan to the Republic of Mali for the Kidal Integrated Rural Development Programme, as contained in paragraph 35.
Map of the programme area

Source: IFAD
The designations employed and the presentation of the material in this map do not imply the expression of any opinion whatsoever on the part of IFAD concerning the delimitation of the frontiers or boundaries, or the authorities thereof.
Republic of Mali

Kidal Integrated Rural Development Programme

Loan summary

Initiating institution: IFAD
Borrower: Republic of Mali
Executing agency: Food Security Commissariat
Total programme cost: US$22.83 million
Amount of IFAD loan: SDR 7.70 million (equivalent to approximately US$11.34 million)
Terms of IFAD loan: 40 years, including a grace period of 10 years, with a service charge of 0.75 per cent per annum
Cofinanciers: West African Development Bank (BOAD)
             Belgian Survival Fund (BSF)
Amount of cofinancing: BOAD: US$5.03 million
                      BSF: US$3.50 million
Contribution of borrower: US$2.70 million
Contribution of beneficiaries: US$0.26 million
Appraising institution: IFAD
Cooperating institution: West African Development Bank
Proposed loan to the Republic of Mali for the Kidal Integrated Rural Development Programme

I. The programme
   A. Main development opportunity addressed by the programme
      1. Although livestock production is the main economic activity in the Kidal Region, it is constrained by the lack of perennial water points, difficult-to-reach underground water resources, and poor access to fodder due to scarce and poorly spaced water points in the rangelands. Poverty in the region is exacerbated by isolation; inadequate socio-economic services and basic infrastructure; degraded natural resources and fragile ecosystems; the effects of recurrent droughts; and the legacy of past armed conflict and insecurity. The programme’s rationale lies in the need to support the heightening of the region’s agropastoral potential in order to improve the incomes and food security of the populations of Kidal, and to contribute to peace and stability through investment in the region.

   B. Proposed financing
      Terms and conditions
      2. It is proposed that IFAD provide a loan to the Republic of Mali in the amount of SDR 7.70 million (equivalent to approximately US$11.34 million) on highly concessional terms to help finance the Kidal Integrated Rural Development Programme. The loan will have a term of 40 years, including a grace period of 10 years, and a service charge of 0.75 per cent per annum.

      Relationship to the IFAD’s performance-based allocation system (PBAS)
      3. The PBAS allocation for Mali over the 2005-2007 allocation period was increased from US$16.4 million to US$33.9 million following a reallocation of resources within the Western and Central Africa Region on the basis of the PBAS country scores. The proposed loan is the second within the current PBAS cycle, and the amount falls well within the three-year allocation for Mali.

      Country debt burden and absorptive capacity of the State
      4. The capacity of Mali to service external debt has improved, with total national debt as a percentage of GDP declining from 11.9 per cent in 2000 to 7.4 per cent in 2003. The country ranks fourth among the eight countries of the West African Economic and Monetary Union. Mali has received seven loans from IFAD since 1986, about one every three years with an average loan size of roughly US$13.7 million. Ongoing projects are disbursing at an average of US$2 million per year. The Government’s repayment record has been exemplary.

      Flow of funds
      5. The IFAD loan will be channelled to the Ministry of Economic Affairs and Finance representing the Government of Mali as borrower. In line with national regulations, funds to finance investments falling under the legal mandate of local governments will be channelled through the National Agency for Investments by Local Governments (ANICT). An agreement setting forth fund management modalities, including inspections and audit, will be signed between the programme and ANICT.

      Supervision arrangements
      6. The West African Development Bank has been designated as cooperating institution, and will undertake at least one supervision mission each year. The Belgian Survival Fund will support the supervision of social and health activities. IFAD will support the supervision of activities related to capacity-building and policy dialogue on rural poverty reduction.
Exceptions to IFAD General Conditions for Agricultural Development
Financing and operations policies

7. No exceptions are foreseen.

Governance
8. The governance aspects of the IFAD loan will be enhanced by engaging a private auditing firm, selecting service providers on a competitive basis, and transferring funds to local governments through ANICT, which is periodically subject to external audit.

C. Target group and participation

Target group
9. The programme will target 20,000 persons in three categories: (i) extremely vulnerable households with an average of 4 goats; (ii) highly vulnerable households with a mixed flock of about 10 small ruminants; and (iii) vulnerable households with a flock of approximately 30 small ruminants. Within each category, special attention will be given to women through specific activities and inclusive measures.

Targeting approach
10. Targeting will be ensured through (i) the design of a poverty map using consensual criteria to identify the most vulnerable villages and sites; (ii) participatory analyses with a gender perspective to identify the most vulnerable households in priority villages and sites; and (iii) annual self-evaluation of activities to guide programme management.

Participation
11. The programme includes an information, education and communication module to ensure that nomadic populations are broadly informed about programme activities. In addition, the programme will (i) finance a needs assessment of target groups and eligible needs will be reflected in local development plans; (ii) strengthen the capacity of decentralized localities to take into account the needs of the most vulnerable groups in local development plans; (iii) strengthen the capacity of beneficiaries to ensure efficient and sustainable management of investments; and (iv) support target groups in formulating, implementing and monitoring income-generating projects.

D. Development objectives

Key programme objectives
12. The programme’s overall goal is to help reduce poverty and food insecurity in the Kidal Region. Its specific objectives are to (i) increase and diversify local residents’ incomes by stabilizing returns from nomadic livestock husbandry and promoting agropastoral activities; and (ii) improve their living conditions, notably those of women, by facilitating access to basic socio-economic services and infrastructure.

Policy and institutional objectives
13. The programme will help strengthen the capacity of local governments to identify, plan and implement investments targeted at the rural poor in an inclusive and participatory manner. In compliance with national policies, it will also support the design of alternative strategies for basic service delivery (health and education) to take into account the specific needs of nomadic communities.

IFAD policy and strategy alignment
14. The programme is fully aligned with the IFAD strategic objectives of fostering social development, gender equity, income-generation, improved nutritional status, environmental sustainability and good governance; and it complements interventions programmed under the Mali country strategic opportunities paper. The programme also complies with IFAD policy on crisis prevention by taking a proactive approach to addressing the causes of crises in the Kidal Region relating to precarious living.
conditions and competition for access to natural resources, through (i) investments to improve incomes and living conditions; (ii) fostering of linkages between local governments and communities to ensure that the priority needs of the latter are reflected in local development plans; (iii) an inclusive approach to investments across groups through consensual communal mapping; and (iv) earmarking of resources to help local governments and communities prevent or manage the food crises and natural disasters to which the region is vulnerable.

E. Harmonization and alignment

Alignment with national priorities

15. Following the armed rebellion in the 1990s and a one-day rebel attack in Kidal in May 2006, the Government has made development of the country’s north a national priority. Given its experience in this area, IFAD has been designated lead agency for these regions. The Fund has responded to this mandate by developing two complementary interventions: (i) the Northern Regions Investment and Rural Development Programme, which builds on the hydroagricultural potential of the Niger River in the Tombouctou and Gao Regions; and (ii) the proposed Kidal Integrated Rural Development Programme, which will respond to the specific needs of the pastoralist populations and is in line with Mali’s strategic framework for poverty reduction.

Harmonization with development partners

16. The programme follows the harmonization and alignment agenda by building on Mali’s decentralized administrative system and procedures, i.e. support will be provided for strengthening the capacities of local government and beneficiary groups to identify, plan and implement activities targeted at the rural poor. Funding for public investments will be channelled through ANICT. Harmonization is also pursued through the establishment of a technical coordination committee, which will bring together representatives of donor-funded programmes in the area to seek out opportunities for synergy and complementarity.

F. Components and expenditure categories

Main components

17. The programme comprises five components: (i) development of agropastoral potential; (ii) income-generation and diversification; (iii) improved access to basic social services; (iv) capacity-building; and (v) programme management, and monitoring and evaluation (M&E).

Expenditure categories

18. There are eight expenditure categories: (i) civil works (0.8 per cent); (ii) materials and equipment (9.5 per cent); (iii) means of transport (3.7 per cent); (iv) studies, training and technical assistance (19.0 per cent); (v) fund for income-generating activities (28.4 per cent); (vi) contracts with implementing agencies (3.2 per cent); (vii) operating costs and maintenance (11.9 per cent); and (viii) salaries and allowances (23.5 per cent).

G. Management, implementation responsibilities and partnerships

Key implementing partners

19. The lead agency will be the Food Security Commission. The key implementing partners at the regional level will be the local governments and civil society, decentralized offices of technical ministries and private service providers, while ANICT will manage funds related to collective investments. In addition to the programme steering committee, a multidonor technical coordination committee will be established to seek areas of synergy among partners operating in the region. The national coordination unit for IFAD programmes in Mali will provide support for liaison and loan administration (procurements, withdrawal applications, internal audit).
Implementation responsibilities

20. A programme management unit will be established to oversee implementation of activities. Local governments will directly oversee all investments as part of their legal mandate under Mali’s decentralization law. ANICT will be the programme’s channel for the financing of investments in public goods proposed by local governments. Local government advisory centres will provide the training and advice needed to maximize impact. The technical line departments will provide support and advisory services in their areas of competence. Private service providers will be contracted to support implementation of activities under the responsibility of the programme management unit.1

Role of technical assistance

21. The Institut de Médecine Tropicale d’Anvers or any other technically qualified service provider selected through competitive bidding will provide support to local governments in the design, implementation and evaluation of alternative strategies in the health and education sectors. IFAD will allocate US$75,000 to support programme start-up, including technical assistance for setting up an effective M&E system.

Status of key implementation agreements

22. In addition to the standard IFAD loan agreement, a grant agreement will be signed between the Belgian Survival Fund (BSF) and the Government upon approval of the programme. The West African Development Bank (BOAD) has scheduled an appraisal mission for January 2007 and will submit a relevant report to its executive board in March 2007. An agreement will also be signed with ANICT prior to programme start-up for management of the funds relating to collective investments.

Key financing partners and amounts committed

23. The total programme cost is estimated at US$22.83 million. The sources of financing are IFAD (49.7 per cent); BOAD (22.0 per cent); BSF (15.3 per cent); the Government (11.9 per cent) and beneficiary contributions (1.1 per cent).

H. Benefits and economic and financial justification

Main categories of benefits generated

24. The main benefits will include (i) enhanced food security for vulnerable households; (ii) higher incomes from livestock and agricultural activities; (iii) improved human health and nutrition; (iv) higher gross enrolment rates, particularly for girls; (v) better responsiveness of local governments and grass-roots institutions to the needs of local communities; and (vi) greater peace and stability.

Economic and financial viability

25. A financial analysis of the proposed improvements to three common livelihood systems in the programme area revealed satisfactory to high rates of return, with the most remunerative model being the growing of okra and onions (297 per cent and 235 per cent, respectively), followed by a combination of onions and 15 head of small ruminants (118 per cent) and improved husbandry of 25 head of small ruminants (116 per cent). A sensitivity analysis suggests that the models are more vulnerable to changes in yield and productivity than to changes in price or cost. The calculated economic rate of return is over 10 per cent, which corresponds to the long-term opportunity cost of capital in Mali.

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1 See the key files for details on the strengths, weaknesses, opportunities and threats (SWOT) analysis of implementing partners.
I. Knowledge management, innovation and scaling up

Knowledge management arrangements

26. The Unit for Policy Dialogue on Poverty Reduction established under a previous IFAD grant will support learning from experiences by (i) assisting local governments in monitoring poverty trends; (ii) analysing the experiences of IFAD programmes with a view to drawing lessons; (iii) contributing actively to the formulation of policies for reducing rural poverty; and (iv) documenting outcomes of innovative strategies that respond to the basic needs of nomadic populations.

Development innovations that the programme will promote

27. Given the limited results of traditional approaches to basic service delivery and in keeping with government policy options, the programme will support local governments in the participatory design and operationalization of “alternative” strategies for the delivery of basic health and education services that meet the specific needs of nomadic communities. Mechanisms to capture and share the outcomes of these innovative experiences are built into the programme. Second, it will forge partnerships with decentralized administrations to strengthen their capacities to identify, plan and implement activities targeted at the rural poor. Third, to counter the potential crises to which the region is vulnerable, it will establish a reserve fund, to be managed jointly with the local government and the communities themselves.

Scaling-up approach

28. IFAD’s knowledge of the nomadic environment, accrued during seven years of practical experience, will be built on through the Unit for Policy Dialogue on Poverty Reduction and scaled up and disseminated to similar environments.

J. Main risks

Main risks and mitigation measures

29. The main risks are (i) a resumption of civil strife, triggered in part by the lack of investments; and (ii) drought, locusts and livestock diseases. The programme’s focus on promoting both investments and pro-poor decision-making tools should counter the first risk by bringing about a more equitable distribution of resources and benefits. The second risk will be addressed through the establishment of a reserve fund to help local populations develop response mechanisms to foreseeable crises.

Environmental classification

30. Pursuant to IFAD’s environmental assessment procedures, the programme has been classified as a Category A operation, owing to the presence of very erratic rainfall and the high vulnerability of the land to wind and water erosion. Mitigation measures include (i) putting in place an environmental M&E system; (ii) carrying out geophysical and hydrogeological studies for all water infrastructure with a view to rationalizing the spacing between water points and promoting water-efficient irrigation systems; and (iii) ensuring that local development plans are based on consensus and hence on sound local awareness and understanding of environmental issues.

K. Sustainability

31. The sustainability of programme activities is built on four pillars: (i) synergies among development activities related to livestock and crop production, infrastructure development, and improved social services to increase potential for impact and poverty reduction; (ii) partnership with permanent country structures and alignment with national administrative systems for implementing activities; (iii) empowerment and strengthening of the capacity of local governments to engage in participatory identification, implementation and management of collective investments; and
(iv) participation of communities in needs assessment and capacity-building to manage productive investments.

II. Legal instruments and authority

32. A loan agreement between the Republic of Mali and IFAD will constitute the legal instrument for extending the proposed loan to the borrower. A summary of the important supplementary assurances included in the negotiated agreement is attached as an annex.

33. The Republic of Mali is empowered under its laws to borrow from IFAD.

34. I am satisfied that the proposed loan will comply with the Agreement Establishing IFAD.

III. Recommendation

35. I recommend that the Executive Board approve the proposed loan in terms of the following resolution:

RESOLVED: that the Fund shall make a loan to the Republic of Mali in various currencies in an amount equivalent to seven million seven hundred thousand special drawing rights (SDR 7,700,000) to mature on or prior to 15 November 2046 and to bear a service charge of three fourths of one per cent (0.75 per cent) per annum, and to be upon such terms and conditions as shall be substantially in accordance with the terms and conditions presented herein.

Lennart Båge
President
Summary of important supplementary assurances included in the negotiated loan agreement

(Negotiations concluded on 10 November 2006)

1. The Government undertakes to make every effort to ensure the security of programme staff and goods.

2. The programme has been classified as a Category A operation in view of the extreme variability of climatic conditions and the vulnerability of natural resources to overexploitation and to wind and water erosion. All infrastructure to be provided and actions to be conducted under the programme in the areas of access to or enhanced used of natural resources will seek to foster the sustainability of these resources and, consequently, the sustainability of development in the region.

3. The programme management unit (PMU) will establish in a timely fashion, and in any event within the six months following effectiveness, and will maintain an appropriate management system capable of monitoring the programme in keeping with the Guide for Project M&E: Managing for Impact in Rural Development. The M&E system should reflect the requirements of the Results and Impact Management System, including impact and results indicators that are to be indicated compulsorily in the reports submitted to IFAD. The logical framework should be reviewed as from the first year of programme implementation and adjusted to the needs of the stakeholders involved in the programme. A mid-term and a completion evaluation will be conducted by providers unrelated to programme implementation. Such evaluations, which will feed into the mid-term and completion reviews, will examine the intervention modalities and impacts of the programme on beneficiaries, especially vulnerable groups. They will be based on participatory methods and will offer an opportunity to all categories of stakeholders to express their viewpoints.

4. The Government will insure programme staff against risk of illness and accident in accordance with the usual practices of the Republic of Mali.

5. Programme staff will be recruited through national calls for bids published in the national press, in accordance with current procedures of the Government and excluding all forms of discrimination. Recruitment will be on the basis of two-year contracts that are renewable but may in no case exceed the duration of the programme. The recruitment of the key programme officers – i.e. the director of the PMU and the seven officers specialized in capacity-building and gender, M&E, financial and administrative management, information, education and communication, infrastructure and equipment, public health and agropastoral development and environmental protection – and any decision to terminate their contracts will be decided in agreement with IFAD. Programme staff will be subject to performance evaluations under modalities to be defined in the administrative, accounting and financial procedures manual, and their contracts may be terminated on the basis of the findings of said evaluations. Management of staff will observe applicable procedures of the Republic of Mali. The Government will encourage women to apply for the technical positions to be filled under the programme and will promote the recruitment of women for the various programme positions of responsibility.

6. The following are specified as additional events of suspension:
   
   (a) The loan agreement has not become effective by the established date or such other date as may be set for such purpose.

   (b) IFAD has given notice to the Government that credible allegations of corrupt or fraudulent practices in connection with the programme have
come to the attention of IFAD, and the Government has failed to investigate the matter fully and promptly to the satisfaction of IFAD; or thereafter, based on the conclusions of the aforesaid investigation and any other information available to it, IFAD – in consultation with the Government – determines that such practices have occurred, and the Government has failed to take timely and appropriate action to remedy the matter to the satisfaction of IFAD.

(c) The administrative, accounting and financial procedures manual or the procurement plan, or any of their provisions, has been suspended, revoked in whole or in part, waived or otherwise amended without the previous consent of IFAD; and IFAD considers that such events have had or are likely to have a material adverse effect on the programme.

(d) The right of the Government to withdraw funds from the BOAD Fund loan has been suspended, cancelled or revoked, in whole or in part, or the loans have become due and payable before the agreed maturity; or upon the occurrence of any event that, with notice or with the passage of time, could result in the same.

7. The failure to submit the annual audit reports during the six months following the six-month period stipulated in the loan agreement shall be an obligatory cause of suspension.

8. The following are specified as conditions precedent to disbursement:

(a) deposit of the first tranche of counterpart funds, i.e. 39 million CFA francs, in the programme account;

(b) preparation and presentation to IFAD of the draft manual of administrative, accounting and financial procedures;

(c) approval of the first annual work programme and budget and the procurement plan for the first 18 months.

9. The following are specified as conditions precedent to effectiveness:

(a) a favourable legal opinion issued by the Supreme Court or other competent authority of the Republic of Mali, acceptable in form and substance, has been forwarded by the Government to IFAD;

(b) the PMU and the steering committee have been established by administrative action of the competent authority;

(c) the director of the PMU and the administrative and financial officer of the PMU have been selected;

(d) a programme account and a special account have been opened by the Government;

(e) the former premises of the Kidal Food and Income Security Programme have been made available to the programme; and

(f) the commitment to assume the ANICT management expenses associated with the implementation of certain investments in community-based management has been confirmed.
Key reference documents

Country reference documents
Ministère de la Santé, de la Solidarité et des Personnes Agées : Déclaration de politique sectorielle de santé et de population.

IFAD reference documents
Conseil d’Administration – Quatre-vingtième session, Rome, 17-18 décembre 2003 : Cadre directeur pour un système de gestion des résultats applicables aux programmes par pays appuyés par le FIDA.

Other miscellaneous reference documents
Présenté par : Fati Walet Aboubacrine.
Déclaration de Paris sur l’efficacité de l’Aide au Développement : Appropriation, harmonisation, alignement, résultats et responsabilité mutuelle.
## Logical framework

<table>
<thead>
<tr>
<th>Narrative Summary</th>
<th>Objectively verifiable indicators (by gender/age where feasible)</th>
<th>Means of verification</th>
<th>Assumptions &amp; important comments</th>
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<tr>
<td><strong>1. OVERALL OBJECTIVE</strong>&lt;br&gt;Help reduce the poverty and food insecurity of the poorest inhabitants of Kidal region</td>
<td>No. of households with higher asset accumulation index&lt;br&gt;Number of households enjoying greater food security&lt;br&gt;Declining infant malnutrition rates&lt;br&gt;No. of households/people with sustainable access to primary health care</td>
<td>Baseline survey on poverty&lt;br&gt;Nutrition survey&lt;br&gt;Study and impact reports&lt;br&gt;Monitoring of household food security&lt;br&gt;Monitoring reports, RIMS indicators&lt;br&gt;Mid-term review and completion evaluation reports&lt;br&gt;Macro-economic statistics</td>
<td>Political and social stability will permit economic development&lt;br&gt;Results will not be compromised by livestock epidemics or large-scale locust attacks, or major rainfall deficits&lt;br&gt;Local government bodies will have the financial and human resources to assure overall supervision of activities</td>
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<th>2. SPECIFIC OBJECTIVES</th>
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<td>1. Increase and diversify the incomes of the region’s inhabitants by enhancing the security of nomadic livestock systems and developing self-sustaining agropastoral activities</td>
<td>No. of households with higher asset accumulation index&lt;br&gt;Number of households enjoying greater food security&lt;br&gt;Declining infant malnutrition rates&lt;br&gt;% of families attaining pastoral viability threshold (~30 small ruminants) after 2 years&lt;br&gt;% of families engaged in processing livestock products&lt;br&gt;No. of families engaged in cropping activities (vegetables, fruits, dates)&lt;br&gt;No. of households with higher asset accumulation index&lt;br&gt;Declining infant malnutrition rates&lt;br&gt;No. of households/people with sustainable access to primary health care&lt;br&gt;Evolution of enrolments in school, particularly for girls&lt;br&gt;Rising awareness of HIV/AIDS</td>
<td>Annual report on programme activities&lt;br&gt;Activity reports by services providers&lt;br&gt;Reports of self-evaluation workshops&lt;br&gt;Financial reports of Income-Generating Initiatives Fund (FIGR)&lt;br&gt;Activity reports by technical services</td>
<td>Local inhabitants will be willing to invest in diversification&lt;br&gt;Solidarity chains will function satisfactorily</td>
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<tr>
<td>2. Improve the living conditions of local inhabitants, especially women, by facilitating access to basic social and community infrastructures</td>
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