

Document: EB 2007/92/R.12
Agenda: 10(a)
Date: 6 November 2007
Distribution: Public
Original: English

E



Enabling poor rural people
to overcome poverty

Republic of Mali

Country strategic opportunities programme

Executive Board — Ninety-second Session
Rome, 11-13 December 2007

For: Review

Note to Executive Board Directors

This document is submitted for review 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:

Léopold Sarr

Country Programme Manager
telephone: +39 06 5459 2126
e-mail: l.sarr@ifad.org

Queries regarding the dispatch of documentation for this session should be addressed to:

Deirdre McGrenra

Governing Bodies Officer
telephone: +39 06 5459 2374
e-mail: d.mcgrenra@ifad.org

Contents

Abbreviations and acronyms	iii
Map of IFAD operations in the country	iv
Summary of country strategy	v
I. Introduction	1
II. Country context	2
A. Economic, agricultural and rural poverty context	2
B. Policy, strategy and institutional context	3
III. Lessons from IFAD's experience in the country	4
A. Past results, impact and performance	4
B. Lessons learned	6
IV. IFAD country strategic framework	6
A. IFAD's comparative advantage at the country level	6
B. Strategic objectives	6
C. Opportunities for innovation	8
D. Targeting strategy	9
E. Policy linkages	10
V. Programme management	11
A. COSOP management	11
B. Country programme management	11
C. Partnerships	12
D. Knowledge management and communication	12
E. PBAS Financing Framework	13
F. Risks and risk management	14
Appendices	
I. COSOP consultation process	1
II. Country economic background	6
III. COSOP results management framework	7
IV. Previous COSOP results management framework	8
V. CPE agreement at completion point	11

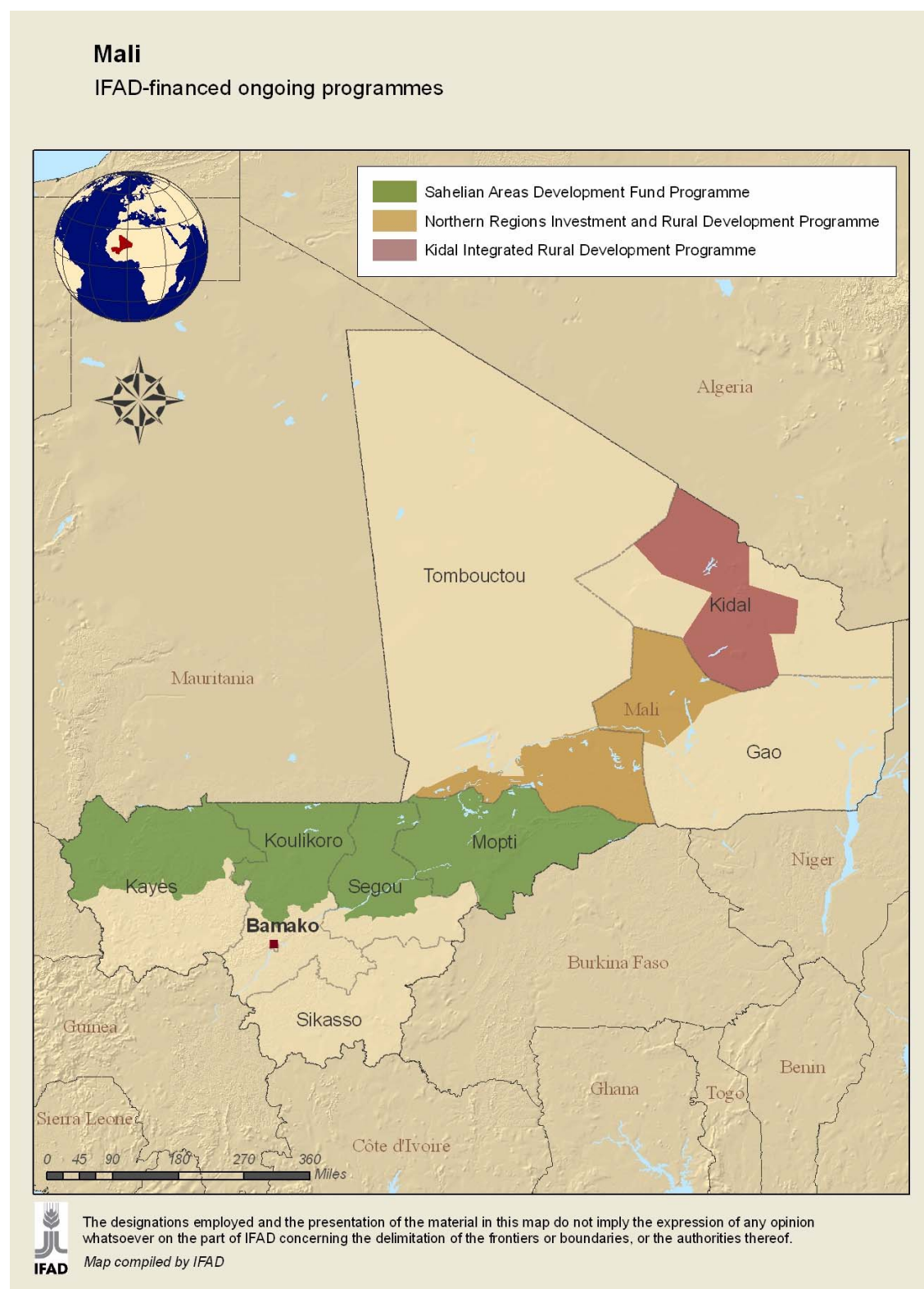
Key files

Key file 1: Rural poverty and agricultural/rural sector issues	16
Key file 2: Organizations matrix (strengths, weaknesses, opportunities and threats [SWOT] analysis)	19
Key file 3: Complementary donor initiative/partnership potential	22
Key file 4: Target group identification, priority issues and potential response	24

Abbreviations and acronyms

BOAD	West African Development Bank
BSF	Belgian Survival Fund
CDP	Policy Dialogue Unit
CNPPF	Country Coordinating Office of IFAD Projects and Programmes in Mali
COSOP	country strategic opportunities programme
CPE	country portfolio evaluation
CSCR	Strategy Framework for Growth and Poverty Reduction
CSLP	Strategic Framework for Poverty Reduction
FODESA	Sahelian Areas Development Fund Programme
LOA	Agricultural Orientation Law
M&E	monitoring and evaluation
PIDRK	Kidal Integrated Rural Development Programme
PIDRN	Northern Regions Investment and Rural Development Programme
TFP	technical and financial partner
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Programme

Map of IFAD operations in the country



Summary of country strategy

1. An evaluation of Mali's Strategic Framework for Poverty Reduction (CSLP) for 2002-2006 found that, although national poverty levels had fallen over the period, progress in combating rural poverty had been slight. An analysis of poverty in Mali – as measured by household income, food security, economic potential and access to social services – points to the need for a better balance between productive-sector and social-sector investments. The successor to the CSLP, the Strategy Framework for Growth and Poverty Reduction (CSCR) covering 2007-2011, takes account of the need for greater inroads into rural poverty and sets two main objectives: (i) accelerating economic growth through the development of agricultural and mining production; and (ii) improving the living conditions and food security of Malians by sustaining investments in the social sectors.
2. IFAD and the Government of the Republic of Mali have been partners in rural poverty reduction for 25 years. IFAD interventions in Mali focus on vulnerable rural households in Sahelian and Sahelo-Saharan areas, considered the poorest in the country in terms of living conditions and access to productive assets. The design process of this country strategic opportunities programme (COSOP) was carried out under the leadership of the Ministry of Agriculture, in close consultation with the technical departments of other line ministries, and with farmers' organizations and technical and financial partners.
3. The COSOP aims to contribute to the CSCR objective of improving living conditions and food security, with a focus on the Sahelian and Sahelo-Saharan zones – which are priority intervention areas for the Government and also areas where IFAD has extensive experience. It addresses the situation of rural population groups that face common constraints in improving their living conditions, including agropastoralists, small farmers, small livestock breeders and small-scale fishers. The COSOP is aligned with the IFAD Strategic Framework 2007-2010, and takes account of the recommendations made by the national round-table workshop organized in Bamako to evaluate IFAD's country programme.
4. **Strategic objective 1: Increase and diversify agricultural production in order to improve household food security and goods accumulation.** This will be achieved through: (i) investments to increase and diversify production and productivity; (ii) the development of infrastructure and support services to process, store and market agricultural products; (iii) support for organization of small producers and processors to manage productive investments and deliver technical and economic services to family farms upstream and downstream of production.
5. **Strategic objective 2: Improve the quality of, and household access to, basic social services.** Social investments have been limited in the Sahelian and Sahelo-Saharan zones due to the vastness of these areas, low population density and mobility, and the very high transaction costs of social services. These areas therefore register the lowest social indicators in Mali. IFAD will follow an integrated rural development approach by supporting, together with its strategic partners, productive and social investments, including social infrastructure, capacity-building and improved basic social services.
6. **Strategic objective 3: Develop and strengthen the capacities of farmers' organizations to deliver technical and economic services to producers, and enhance their participation in local development processes.** In the northern regions, where there are very few farmers' organizations, support will be provided to encourage the development of membership associations organized around common economic and professional interests. In the Sahelian zone, where IFAD programmes have helped create farmers' organizations, the focus will be placed on strengthening their social capital and developing their organizational and financial capacities to deliver technical and economic services to producers and to represent them in local development processes.

Republic of Mali

Country strategic opportunities programme

I. Introduction

1. In 1997, IFAD and the Government of the Republic of Mali formulated a country strategic opportunities paper aiming to improve living conditions and food security in rural areas. It set out of a programme approach by geographic area with interventions covering the Sahelian and the Sahelo-Saharan areas. Its overall objective was to support the organization and professionalization of rural organizations, and to strengthen their capacities to manage their own development. The focus was on: (i) setting up mechanisms for financing productive activities; (ii) improving social indicators through education, health care and hygiene; (iii) improving access to markets and services by opening up areas of production and providing target groups with information on market opportunities and services through community media.
2. This new country strategic opportunities programme (COSOP) will contribute to the achievement of the objectives of the Government's poverty reduction strategy for 2007-2011, the Strategic Framework for Growth and Poverty Reduction (CSCR). The COSOP design process was led by the Ministry of Agriculture and involved three key steps:
 - A preparatory mission¹ in September 2006 to conduct baseline analyses on: (i) rural poverty; (ii) the Government's strategies and priorities in poverty reduction and rural development; (iii) strengths and weaknesses of public, professional and private institutions working in poverty reduction and rural development, and the opportunities and threats they faced; (iv) opportunities in the rural sector to improve the living conditions of the rural poor, and economic and social constraints; (v) impact of IFAD projects in Mali and lessons learned; and (vi) interventions by Mali's technical and financial partners (TFPs) in rural development and poverty reduction.
 - Consultative workshops with rural development stakeholders to define joint strategic orientations,² involving line ministries, rural TFPs, representatives of farmers' organizations and microfinance actors.
 - An independent country portfolio evaluation (CPE) carried out by IFAD's Office of Evaluation to assess the quality of IFAD strategies and the impact of its operations. The evaluation provided recommendations for this new Mali COSOP during the CPE national round-table workshop, held in Bamako.
3. This participatory design process involving consultative exchanges and consensus-building allowed IFAD to align the COSOP with government policies, rural communities' expectations, the geographic and thematic positioning of development partners, and IFAD's strategic priorities.

¹ The mission took place in Mali from 6 to 17 September 2006, and was composed of Ibrahim Djido, mission leader; Marc Ziegler, institutions expert; and Nguala Luzietoso, economist.

² The mission took place in Mali from 8 to 21 January 2007, and was composed of Ibrahim Djido, mission leader; Marc Ziegler, institutions expert; Nguala Luzietoso, economist; and Basile Kokou Zotoglo, microfinance expert.

II. Country context

A. Economic, agricultural and rural poverty context

Country economic background

4. Mali is a landlocked country with an area of about 1.2 million km². In 2005, the resident population was estimated at over 11.7 million people, of whom around 70 per cent lived in rural areas. The population is very unequally distributed throughout the national territory and is mainly concentrated along the Niger and Senegal rivers. The regions of northern Mali (Gao, Timbuktu, Kidal) occupy the sub-Saharan zone, and although they represent almost 60 per cent of the country's surface area, they are inhabited by only 8 per cent of the population. The average annual population growth rate was 2.6 per cent from 1975 to 2002 and could grow to 3.1 per cent by 2015. This population growth will result in significant needs in terms of food, health care, education and employment. Life expectancy at birth is 48 years. Women represent 50.5 per cent of the total population and young people under 15, some 49.0 per cent.³
5. Mali's economy is mainly based on the export of gold, cotton and livestock, contributing to roughly 34.1 per cent⁴ of GNP. Exportation of these products is strongly constrained by the country's isolation and is influenced by social and political events in neighbouring countries, which are the transit corridor of these exports. Moreover, Mali's economy is fragile because it is very sensitive to climatic fluctuations and external shocks, such as fluctuation in the United States dollar exchange and variations in international gold, cotton and petrol prices.
6. Over the past ten years, Mali has implemented structural adjustment programmes to: (i) carry out sound public policies, particularly in the social sectors, in the management of public finances and state reform, and in liberalizing the economy and trade; and (ii) achieve real economic average growth of 5.2 per cent per year over the 2002–2005 period. The average inflation rate was 1.9 per cent from 2002 to 2005, remaining below the 3 per cent tolerable threshold set by the West African Economic and Monetary Union. From 2002 to 2005, average annual GNP per capita was US\$395, a figure that is expected to reach US\$599 by 2011. From 2000 to 2005, as a heavily indebted poor country, Mali was allowed a total debt reduction of US\$31 million, including US\$6 million from the International Monetary Fund, US\$11 million from the International Development Agency; US\$4 million from the Paris Club, US\$6 million from the African Development Bank/African Development Fund, and SDR 5,244,301 from IFAD.
7. For 2007–2011, the Government anticipates an economic growth of 7 per cent per year. However, Mali's satisfactory economic performance has not had the expected impact on the living conditions of most of the Malian population: the emerging economic opportunities have been seized unequally by households and have mainly benefited urban populations.
8. Mali's geographical position would allow it to play an important role in the construction of broad regional coalitions; in fact the Government's commitment to regional and subregional integration is expressed by membership in about 20 organizations for regional integration and cooperation.

Agriculture and rural poverty

9. The rural sector occupies an essential place in Mali's economy, employing almost 80 per cent of the active population and contributing to more than 60 per cent of export revenues. Rural-sector growth, in constant prices, reached an average of 10 per cent per year from 2000 to 2003, with strong annual variations due to climatic fluctuations, animal diseases, external factors (world cotton prices, gold and

³ UNDP, 2005

⁴ From « *Comptes économiques du Mali, PIB réel aux prix du marché* », 2004

fuels), and social and political events affecting border countries through which Malian products transit.

10. Industrial crops are dominated by cotton, which drives the economy of the southern areas (Sikasso and the southern part of Kayes and Koulikoro Regions). Rice occupies an important place in national cereal production (around 19 per cent) and consumption (meeting 76 per cent of national demand). With the exception of rice, plant production in Mali consists essentially of rainfed food crops dominated by staple cereals (millet, sorghum, maize) for human consumption. During the last ten years, annual cereal production was between 2.3 million and 3.6 million tons, allowing Mali to meet 85 to 90 per cent of the population's cereal needs.
11. The main economic activities of the populations of the northern sub-desert areas is livestock rearing, as environmental conditions in these areas do not allow for cereal cropping. In central Mali (Sahelian zone), where rain is irregular, the population engages in diversified economic activities revolving around agriculture and livestock farming. The Sahelian zone and the regions of northern Mali are therefore considered to be in a situation of structural food deficits and crisis vulnerability.
12. With an average annual per capita income of US\$250 and a human development indicator of 0.4, Mali is ranked as 174th out of 177 countries. While poverty in Mali is a generalized phenomenon affecting almost 60 per cent of the population, it is spread unequally throughout the country. It essentially affects rural people, 73.4 per cent of whom live below the poverty threshold, estimated at about US\$332 per year.⁵ The surveys carried out on the perception of poverty in Mali have underlined three forms of poverty (CSLP, 2002):
 - Poverty of living conditions: unmet or insufficiently met basic needs such as food, education, health and housing;
 - Monetary poverty: limited access to goods and services; and
 - Poverty of potential: limited access to productive assets such as land, equipment and credit.
13. The dynamics of poverty observed in Mali over the last decade show an evolution of its geographical distribution. Rural households of the Sahelian and Sahelo-Saharan areas are predominantly farmers and agropastoralists who practise dryland subsistence farming. They remain Mali's poorest households in terms of living conditions and potential. The areas covered by the Office du Niger (an irrigation scheme) where rice cropping is practised and southern Mali where cotton cropping is practised have favourable land and water assets, and access to social services is good, although their quality is frequently poor. Nevertheless, farmers' monthly incomes have in some cases declined to about US\$26 per person, putting them in a situation of monetary poverty. For millions of families living off cotton crops, this monetary poverty is mainly due to the current low cotton prices, the low dollar-to-euro exchange rate, and shortcomings of Compagnie malienne pour le développement des textiles (CMDT), a parastatal company for textile development, which is currently under reform.

B. Policy, strategy and institutional context

National institutional context

14. The rural development sectoral policy in Mali falls under the Agricultural Orientation Law (LOA) adopted in August 2006 by the National Assembly. The LOA reaffirms the relevance of the goals set out in the Rural Development Master Plan, updated in 2001. The latter revolves around four major axes: (i) increasing the contribution of the rural development sector to economic growth; (ii) improving income and living

⁵ CSCR, 2006

conditions; (iii) strengthening food security and self-sufficiency; and (iv) protecting the environment by ensuring better natural resource management. LOA design was spearheaded by Mali's farmers' organizations: the law aims to make agriculture the driving force of the national economy in combating poverty through sustainable, modern and competitive agriculture, based, as a priority, on stabilized family farms.

National rural poverty reduction strategy

15. The Strategic Framework for Poverty Reduction (CSLP) covered the 2002-2006 period. Its evaluation showed that 59.2 per cent of the population lived below the poverty line in 2005, compared with 68.3 per cent in 2001. This modest progress had not, however, benefited the rural populations, where the percentage of those living below the poverty threshold had declined only slightly, from 73.8 per cent to 73.04 per cent.
16. The second poverty reduction strategy, the Strategy Framework for Growth and Poverty Reduction (CSCR) covering the 2007-2011 period, takes into consideration the limited results of CSLP in terms of rural poverty reduction. Its specific objectives are: (i) accelerating economic growth through agricultural and mining development; and (ii) improving the well-being of populations through continuing efforts in social sectors.

Harmonization and alignment

17. The CSCR, adopted in November 2006, is the only reference framework for Mali's development strategies and for the coordination of development partners' interventions. The coordination and consultation efforts of the Government and TFPs have resulted in the creation of a national coordination framework, bringing together the Government and donors. Sectoral coordination groups have also been put in place for the education, health and institutional development sectors (decentralization and state reform).
18. IFAD participates in coordination frameworks for the rural sector through the IFAD grant-funded Policy Dialogue Unit (CDP) and the Country Coordinating Office of IFAD Projects and Programmes in Mali (CNPPF). The formulation and monitoring and evaluation (M&E) of IFAD programmes are also opportunities for collaboration with TFPs to improve project complementarities at the national and regional levels, and to identify operational partnerships. Moreover, IFAD, which is very present in the northern regions, was designated by the Government as lead TFP in the area. IFAD carries out this mission in close consultation with the United Nations Development Programme (UNDP), the donor coordinator in northern Mali.

III. Lessons from IFAD's experience in the country

A. Past results, impact and performance

19. The first Mali COSOP (1997) contributed to improving the living standards and food security of rural populations through four specific objectives: (i) ensuring household food security; (ii) creating a sustainable process for participatory development at the village and social group levels; (iii) improving household incomes; and (iv) ensuring sustainable management of natural resources.
20. In line with the strategy defined in the COSOP, the delineation of intervention areas took into consideration IFAD's comparative advantage in Mali measured along four criteria: opportunity for capitalizing IFAD's experience in Mali; development potential of the area; pressing need for development intervention; and partnership opportunities. Based on these criteria and the Government's 1997 official poverty indicators, the Sahelian and Sahelo-Saharan zones (among the poorest areas in Mali) were designated priority investment areas for IFAD.
21. The COSOP proposed a geographical programme approach for interventions in these zones, taking into account the different agrophysical specificities of each area.

Accordingly, two complementary programmes targeting vulnerable populations of the Sahelian and Sahelo-Saharan zone were designed:

- The Sahelian Areas Development Fund Programme (FODESA), the first programme financed by IFAD under the Flexible Lending Mechanism, whose implementation was delegated to farmers' organizations. FODESA aims to improve the living conditions of populations of the Sahelian area by realizing productive and social micro investments adapted to the specificities of the area and by strengthening the capacities of rural organizations to provide technical and economic services to their members and to participate in local development.
 - In the Sahelo-Saharan zone, IFAD interventions are articulated around two complementary programmes. The Northern Regions Investment and Rural Development Programme (PIDRN) assists the populations of Gao and Timbuktu in developing the hydroagricultural potential in their area to improve their living conditions. It capitalizes on the results of the second phase of the Zone Lacustre Development Project (PDZL), closed in June 2006. The Kidal Integrated Rural Development Programme (PIDRK) – approved in December 2006 – takes into consideration the agropastoral specificities of the populations of that region. It completes the intervention cycle planned under the Mali COSOP.
22. The 2006 CPE shows that, despite the difficult environment, IFAD-financed interventions have significantly improved the food security and health and hygiene conditions of the targeted populations. The hydroagricultural investments of PDZL, for instance, have contributed to ensuring higher levels of food security for poor households in the lake area, which, before programme implementation, faced chronic food shortages. There was an increase of about 100 kg of rice per year per person (54 per cent of individual yearly consumption of cereals of 186 kg), which translated into monetary terms was the equivalent of US\$350 or 186 per cent. Furthermore, children's basic food needs were increasingly met, raising height/weight and height/age ratios by respectively 0.49 and 0.46 points. The IFAD-funded Income Diversification Programme in the Mali Sud Area, which closed in 2005, improved household food security through regeneration of degraded lands, doubling the available cropping area. FODESA improved the population's access to production factors (large-diameter wells, microcredit) through community projects, substantially increasing beneficiaries' incomes. For instance, some 278 households growing rice on 417.5 hectares of rice perimeters generated supplementary income of about US\$474 per household. An integrated approach also allowed for strategic partnerships with, among others, the West African Development Bank (BOAD), the Belgian Survival Fund (BSF), and the OPEC Fund for International Development, which led to improvements in household living conditions and better access to basic social services. Joint efforts also opened up production areas and contributed to the creation of grass-roots rural organizations. New wells and boreholes made it possible to satisfy the basic water needs of about 84,000 inhabitants (34 per cent of the target group), and, thanks to the construction of a community centre, health-care coverage increased from 24 per cent in 1999 to 49 per cent in 2005. This resulted in gains in maternal and child health. Respiratory infections and diarrhoea declined by respectively 11 and 13 per cent; up to 80 per cent of children were vaccinated against measles; and the infant mortality rate decreased from 10 to 3 per cent. IFAD interventions would appear to have more limited success in increasing household income and creating a sustainable process of participatory development at the village level.
23. IFAD technical assistance grants have focused mainly on research to develop innovations to be incorporated in the design of loan-financed projects. Most grants concerning Mali have had a region-wide focus, making it difficult at times to identify country-specific activities. Nonetheless, 75 producers (men and women) and 30

technicians were trained in participatory research and experimental processes, improving procurement, selection, conservation, stocking and seed management. In addition, thanks to high-yield seed varieties, there have been significant increases in the yields of sorghum (from 1 to 3,050 kg per hectare) and millet (from 0.8 to 2,393 kg per hectare).

B. Lessons learned

24. The following lessons have been learned through implementation of IFAD-financed interventions and during the CPE national round-table workshop:
- The Government underlined the importance of IFAD interventions in the vulnerable areas of the Sahelian and Sahelo-Saharan zones, where investments have continued to fall short of financing needs, despite the priority given to these areas in poverty reduction.
 - In these structurally food-deficient regions, interventions should first focus on setting up production infrastructure to satisfy the population's food needs, and social and health infrastructure to make living conditions less precarious. Subsequently, the foundation for a more economic approach could then be laid, taking into account activities upstream and downstream of production (inputs, supplies, processing, marketing, collaboration and coordination).
 - An area-based approach made it possible to take into account specific environmental factors and constraints, and the productive potential and level of social organization of the rural poor. The development potential of the Sahelian area is low and highly uneven. Micro investments are best adapted to these constraints and are most likely to increase household incomes.
 - Through an integrated approach, sectoral constraints to development were addressed in the intervention areas, which are characterized by isolation, weak market infrastructure, low development of productive potential, and difficulties in accessing basic services compared with other regions of Mali.

IV. IFAD country strategic framework

A. IFAD's comparative advantage at the country level

25. IFAD and the Government have worked as partners in rural poverty reduction for over 25 years. In Mali, public investment and the technical and financial support of development partners is concentrated in the rice and cotton sectors. These sectors mainly concern the Office du Niger area, which has great productive potential. IFAD's mandate and strategy for targeting poor and vulnerable rural populations means that the Fund can focus its interventions on the poorest areas of Mali.
26. An analysis of TFP financing per geographical area underlined the relevance of the COSOP strategy, consisting of targeted interventions in poor, often remote, areas. Because of its capacity to target these areas, IFAD has become a privileged partner of the Government in parts of the country where poverty indicators are the lowest. The analysis reveals that IFAD is one of the main TFPs in the Sahelian and Sahelo-Saharan areas of Mali. In light of its experience in these areas, IFAD has developed specific approaches to respond to Mali's environmental characteristics and its populations' needs, giving IFAD a comparative advantage in the country.

B. Strategic objectives

27. This new Mali COSOP is fully aligned with the Government's development strategies, particularly as outlined in the Mali 2025 National Outlook Study, the CSCRP, the Rural Development Master Plan, the LOA and the decentralization policy. It is the result of participatory consultations carried out with the technical departments of line ministries, representatives of rural organizations and development partners

under the leadership of the Ministry of Agriculture. It takes into account the recommendations of the agreement at completion point of the 2006 CPE.

28. The global objective of this COSOP is to contribute to improving the living conditions and food security of rural populations of the Sahelian and Saleho-Saharan zones where the Government, through the CSCR, is committed to focus its development efforts. Capitalizing on IFAD's experience in these zones, the COSOP is organized around three strategic objectives:
29. **Strategic objective 1: Increase and diversify agricultural production in order to improve household food security and goods accumulation.** This objective responds to the need for increased household food security in the chronically food-deficit areas of the Sahelian zone and the northern regions. To help populations compensate for food shortages, IFAD will continue to focus on increasing production through productive investments and technical advisory and extension services. It will also direct attention to diversifying production to make farming households less vulnerable to climatic vagaries, while offering them opportunities to take advantage of market and other income-earning opportunities. To reach this objective, IFAD will support: (i) capacity-building activities and investments to increase production and productivity, and the diversification of plant, animal and fish production for self-consumption and markets; (ii) the development of infrastructure and support services for processing, storage and marketing of agricultural products; and (iii) the organization of small producers and processors into rural organizations to manage and maintain productive investments. It will also focus on facilitating access to appropriate financial services to improve target group incomes.
30. Since the Sahelian belt and the northern regions are fragile ecosystems where pressure on natural resources is strong, agricultural production and diversification activities will be systematically accompanied by measures for natural resource management. Furthermore, in light of the risks attached to climate change, with a potential impact on vulnerability at the household level, local authorities have been assigned responsibility for natural resource management. To promote a consensual framework of resources management at the local level, IFAD programmes will support local authorities in developing and implementing participatory land development schemes and environmental action plans. They will also support the deconcentration of technical advisory services in natural resource management to local authorities.
31. **Strategic objective 2: Improve the quality of, and household access to, basic social services.** The Sahelian belt and the northern regions have the lowest social indicators and the poorest access to basic social services in the country. These services have been poorly developed because population density is generally very low and transaction costs high. To address this development constraint, IFAD, and especially cofinanciers such as BSF, will pursue an integrated rural development approach, which has proven to be relevant to these regions. Beyond infrastructure, IFAD will support – together with its strategic partners (mainly BSF) and in accordance with the directives of the CSCR – improvement of the quality of health care and literacy services and their management by the local authorities and user associations. In the northern regions, IFAD will specifically assist local authorities and nomadic populations in devising and implementing health care and educational strategies better adapted to their lifestyles.
32. **Strategic objective 3: Develop and strengthen the capacities of farmers' organizations to deliver technical and economic services to producers, and enhance their participation in local development processes.** In the northern regions, where farmers' organizations are very poorly developed, it is, first, necessary to lay the basis for associations structured around common economic and professional interests. Participation in developing and managing productive

programme-financed investments (e.g. irrigated perimeters, pastoral wells) will encourage the rural poor to join professional organizations. The populations targeted are small nomadic herders and vegetable producers (women and young people) living in oases, along streams and in peri-urban areas. In the Sahelian zone, IFAD programmes have helped create rural organizations, but these still need to be strengthened to become autonomous and sustainable. Therefore, the focus will be on strengthening social capital and developing organizational and financial capacities for delivering technical and economic services to producers. To this end, the integration of grass-roots organizations within apex organizations at the local, regional and national level will be encouraged.

33. In both zones, interventions will aim at strengthening the planning and negotiating capacities of rural organizations as local development actors. IFAD programmes will support the participation of the rural poor, including women and young people, in the design of community development plans, land development schemes and environmental action plans. They will also contribute to strengthening relations between rural apex organizations and the technical departments responsible for implementing rural poverty reduction policies.
34. More broadly, the strategic objectives of the new COSOP will be achieved through cross-cutting activities, including policy dialogue on rural poverty reduction with the Government and with other technical and financial partners in the country. The groups targeted by the CDP include national decision makers in rural development and M&E and CSCRP coordinators.

C. Opportunities for innovation

35. During the CPE national round-table workshop, seven priority innovation areas were selected by stakeholders: (i) training, technical and economic advisory services to farmers' organizations and farming households; (ii) land tenure; (iii) sustainable growth in agricultural productivity; (iv) reduction of vulnerability to climatic vagaries and sustainable natural resource management; (v) rural finance; (vi) private- and public-sector partnership; and (vii) gender.
36. To address these issues, the country programme will ensure better articulation and synergy between loans and research grants. Priority will be given to focusing new research grants on identified innovation areas. Following Executive Board approval of a grant in September 2007, IFAD is collaborating with the International Crops Research Institute for the Semi-Arid Tropics to support the pro-poor development of selected biofuel crops suitable for country conditions.
37. At the policy level, given the limited results of traditional approaches to basic service delivery and government policy options, the country programme will assist local governments in the participatory design and implementation of "alternative" strategies for the delivery of basic health and education services to meet the specific needs of nomadic communities. The second policy innovation relates to partnership with decentralized administrations to strengthen their capacities to identify, plan and implement activities targeted at the rural poor.
38. Lessons learned from rural poverty reduction activities and innovations carried out within the country programme will be capitalized on and disseminated by the CDP.

D. Targeting strategy

Intervention strategy

39. In line with the COSOP's programme approach per geographical area, the country programme is currently organized around two subregional programmes covering the Sahelian belt and the northern regions:
- In northern Mali (Gao, Timbuktu, Kidal), corresponding to the Sahelo-Saharan area, the subprogramme is at an initial phase. The interventions focus on two complementary programmes: (i) PIDRN, launched in May 2006 and covering the Timbuktu and Gao regions, which is aimed at developing hydroagricultural potential along the Niger River; and (ii) PIDRK, approved in December 2006 and covering the predominantly pastoral region of Kidal, which is helping to develop the region's pastoral potential, taking into account the population's nomadic way of life.
 - In the Sahelian belt, IFAD has been financing FODESA in Ségou and Koulikoro since 1999, and, more recently, in Mopti, with cofinancing from the Global Environment Facility. The programme's objective is to improve the living conditions of populations of the Sahelian area through specific productive and social microinvestments aimed at strengthening the capacities of rural organizations to provide technical and financial services to their members and to participate in local development.
40. This area-based approach has allowed IFAD and the Government to effectively take into account the environmental characteristics and development challenges of each zone. The new country programme strategy will consolidate this approach, building on the following principles:
- **Participation and accountability of stakeholders.** Programme interventions will be based on participatory needs assessments, ensuring quality involvement of target groups and local decision makers at all stages of the formulation and implementation of programme activities (including management, M&E).
 - **Local governance institutions and processes** will be in line with Mali's national decentralization policy and the Paris Declaration on Aid Effectiveness.
 - **Partnerships and complementarities with development partners** operating in the area will be systematically sought to improve programme impact and sustainability. This will be achieved, in large part, through a regional programme coordination committee, which will oversee programme activities and promote their operational coordination.
 - **Capitalization of experiences.** Programmes will build on lessons learned from IFAD operations and those of other development partners in the area in order to contribute more effectively to national policies on rural poverty reduction.
 - **Prevention and mitigation of potential conflicts.** Given the context of the intervention zones, the country programme will comply with the IFAD Policy on Crisis Prevention and Recovery by proactively addressing the causes of crises in northern Mali that are related to precarious living conditions and competition for access to natural resources.

Targeting

41. Mali has developed valuable data and analyses on poverty through (i) a national poverty study carried out by the Government's Observatory for Sustainable Human Development and the Fight against Poverty in Mali, with support from UNDP; (ii) a comprehensive food security and vulnerability analysis supported by the World Food Programme; and (iii) the European Commission-funded growth and poverty

reduction strategy. These studies single out small agropastoralists,⁶ small-scale livestock breeders, fishers and farmers as the groups with the lowest incomes in Mali (averaging US\$26/month/person). Given their weakly diversified productive activities, these groups are highly vulnerable to food insecurity, particularly in the Sahelian zone with its infrequent rainfall and natural resources degradation.

42. According to a food security and vulnerability analysis, livestock breeders have higher average incomes than farmers and agropastoralists (a little under US\$48/month/person). However, within this group, small-scale pastoralist herders with a limited number of livestock are extremely vulnerable to climatic fluctuations affecting pastoral resources and hence the survival of their animals. Given their nomadic practices linked to extensive livestock farming, this group is highly dispersed, and has poor access to health and education services and to information on market changes and economic opportunities.
43. The COSOP is therefore targeting small agropastoralists, farmers and breeders in the Sahelian belt and the northern regions. These three groups have in common: (i) weak diversification of productive activities making them vulnerable to climatic fluctuations, which are particularly severe in the Sahelian belt and in the north; (ii) localization in isolated areas that have weak economic potential and degraded natural resources; (iii) limited access to basic social services; and (iv) weak levels of organization, which limits their economic outreach. In each target group, women and young people are the priority categories for IFAD operations.
44. To ensure an effective focus on these groups, IFAD will use a targeting strategy based on: (i) mapping poverty by commune and village; (ii) strengthening the local planning process to ensure targeting of the poorest groups in these villages through participatory diagnostics; and (iii) ensuring that target groups' priority needs are reflected in local development plans for activities to be financed through IFAD-supported programmes.

E. Policy linkages

45. The new CSCRP aims at accelerating economic growth through rural development, with major interventions in vulnerable areas to drive sustainable development and guarantee social stability. In agricultural development, the LOA and the Rural Development Master Plan focus on: (i) increased production through water control and diversification; (ii) support to major commodity chains; and (iii) access to decentralized financial systems to finance agricultural and income-generating activities.
46. As shown below, this COSOP is fully aligned with the CSCRP and current agricultural development policies, supporting their aims of sustainably increasing production and food security, improving basic social services and protecting the environment. It also builds on IFAD's comparative advantage in vulnerable areas, a priority focus of the Government's poverty reduction efforts in the coming years.
47. **Strategic objective 1.** Activities are aligned with the first CSCRP objective – accelerating economic growth through rural development – by (i) facilitating access to equipment; (ii) developing access of producers and operators to credit; and (iii) opening up agricultural, pastoral and fish production areas and rural markets. They are also in line with the National Programme on Food Security, which aims at, inter alia, intensifying crops, diversifying production systems, and supporting production, marketing and processing.
48. **Strategic objective 2.** The improvement of populations' living conditions is the second CSCRP specific objective. The ten-year health and social development and

⁶ The category of agropastoralists as characterized in comprehensive food security and vulnerability analyses includes: (i) farmers who cultivate the land and have sedentary livestock farming activities, and (ii) families in which some members cultivate the land and the others transhumate at certain periods of the year.

education programmes⁷ have begun their second phase, which involves strengthening the quality of services, while pursuing efforts to increase access to them. Programme activities will support improvements to social services, which are currently costly, of low quality, and scarce in the poorest and most isolated regions. Decentralized support should contribute to consolidating the role of local authorities as decision makers and managers of health centres, schools and drinking water points. Management of these facilities will involve the active participation of users' associations, including farmers' organizations.

49. **Strategic objective 3.** The LOA recognizes the central role and responsibilities of family farms and rural organizations in rural development. Rural organizations share competencies with chambers of agriculture in agricultural extension, in the implementation of economic support activities for producers, and in the representation of rural community interests in local, regional and national coordination groups. The strengthening of civil society, including farmers' organizations, is also one of the major components of the CSCRP.
50. Finally, the country programme follows the harmonization and alignment agenda by building on Mali's decentralized administrative system and procedures. Support will be provided to strengthen 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 the National Agency for Investments by Local Governments. Harmonization will also be pursued through the establishment of an IFAD-supported technical coordination committee in each intervention zone, to bring together representatives of donor-funded programmes in the area to identify possibilities for synergies and complementarities.

V. Programme management

A. COSOP management

51. Monitoring and evaluation of the COSOP will be carried out through a joint annual review with the relevant line ministry and the country programme team involving farmers' organizations and development partners. The COSOP review will lead to a progress report on the country strategy to guide the update of logical framework indicators and to make recommendations on ways to overcome identified constraints. A mid-term COSOP review will take place in 2009 and a final review in 2011.
52. The Government and IFAD have set up a country coordination office (the CNPPF) complemented by a policy dialogue unit (the CDP) to provide logistical support to programmes in remote areas, and to ensure capitalization and dissemination of the lessons learned and of the innovative approaches developed by IFAD projects and programmes.

B. Country programme management

53. Programmes in Mali have been directly supervised by IFAD in the Sahelian zone, and with the support of BOAD in northern Mali. BOAD has been IFAD's partner in the north for the past 20 years and has developed a strong knowledge of the challenges of these isolated and remote areas.
54. The agreement at completion of the CPE national round-table workshop recommends that IFAD build on its supervisory experience in Mali by strengthening its country presence. This would allow the Fund to participate more effectively in donor coordination activities and improve implementation support for country programme management. Modalities for an enhanced country presence would be defined within the framework of IFAD's Action Plan for Improving its Development

⁷ *Programme de développement sanitaire et social (PRODESS) and Programme décennal d'éducation (PRODEC) respectively.*

Effectiveness. In the event of a country presence, supervision arrangements for the country programme will be revised accordingly.

C. Partnerships

55. Programmes executed within the COSOP will mobilize partnerships with public institutions, local authorities and civil society:
- Ministerial departments in charge of rural development: the Ministry of Agriculture, the Ministry of Livestock and Fishing, the Ministry of the Environment and Sanitation, and the Food Security Commissariat will ensure programme oversight, according to their respective competencies.
 - Local authorities will remain privileged partners of IFAD programmes as Mali's decentralization policy has given them a prominent role in local development planning and implementation.
56. National NGOs and service providers will be contracted by IFAD programmes to carry out capacity-building activities and implement productive investments. Specific support will also be provided to deconcentrated services in charge of rural development, improving their delivery of socio-economic services to communities. Given the development challenges faced in the intervention zone, IFAD has developed a network of partnerships in Mali involving BOAD (infrastructure), BSF (access to water, education and health), World Food Programme (nutrition and food security through the "food-for-work and food-for-training" programmes), and the Food and Agriculture Organization of the United Nations (technical assistance for programme design).
57. To expand this network, IFAD had sustained exchanges during COSOP design with key partners involved in rural development. Potential complementarities have been identified and will be pursued within the country programme:
- **World Bank.** Potential for collaboration was identified between ongoing IFAD-funded programmes (FODESA, PIDRN, PIDRK) and two major World Bank projects in common intervention areas: the Agricultural Competitiveness and Diversification Project; and the Rural Community Development Project.
 - **African Development Bank.** Finances the Community Development Support Project in the Kayes and Koulikoro Regions, which is in its start-up phase.
 - **United Nations Capital Development Fund (UNCDF) and UNDP.** Within the operationalization framework of the National Microfinance Development Strategy, IFAD will expand its microfinance activities in partnership with these two agencies. In addition, it has been agreed that UNCDF's Special Unit for Microfinance will provide technical support for the supervision of IFAD-financed microfinance activities.
58. Other partnerships could be identified during programme/project design. For this purpose, the country programme will include regional orientation committees, which constitute the donor-Government coordination framework at the local level.

D. Knowledge management and communication

59. The Policy Dialogue Unit will monitor performance of IFAD-financed programmes in Mali and ensure that lessons learned in poverty reduction are built upon. In addition to organizing exchanges of experiences between IFAD and other organizations, the unit will: (i) maintain a website on IFAD projects in Mali with hyperlinks to the websites of partner organizations; (ii) conduct field research on poverty reduction; (iii) organize IFAD participation in policy meetings; and (iv) communicate with national institutions responsible for poverty reduction and food security.

E. PBAS Financing Framework

60. IFAD's performance-based allocation system (PBAS) has set Mali's annual allocation for year 1 at about US\$7.2 million (see table 1). The amount of new IFAD financing available for the COSOP period will be about US\$38.9 million.⁸ This allocation will be added to ongoing IFAD financing of about US\$55 million,⁹ bringing IFAD's total financing in Mali during the 2007-2011 COSOP period to about US\$93.9 million.
61. Table 2 presents PBAS hypothetical financing scenarios based on country performance scores. The base case indicates Mali's current scores. If Mali's performance were to improve (hypothetical high case), there would be a higher IFAD PBAS allocation; should its performance decline, the PBAS allocation would decrease.
62. With regard to the allocation of new resources for the COSOP period, in the northern regions, implementation of PIDRN and PIDRK will continue, for a total cost of over US\$45 million. The COSOP will therefore not be mobilizing new IFAD financing for these regions, but will instead focus on implementation support for better impact of interventions.
63. COSOP financing will essentially be targeted to the Sahelian area. This is due to the closing of FODESA in 2009, and the need to expand operations in the area on the basis of lessons learned and the Government's will to support development there. The available financial resources under the COSOP will be allocated to two complementary programmes in the Sahelian areas: (i) a rural finance programme in partnership with and cofinanced by UNCDF and UNDP and other TFPs that have comparative advantages in the field; and (ii) a programme to support agricultural and income-generating activities, based on technical and economic services involving the mobilization of cofinancing.

Table 1
PBAS calculation for COSOP year 1

<i>Indicators</i>		<i>COSOP year 1</i>
Rural sector scores		
A(i)	Policy and legal framework for rural organizations	3.9
A(ii)	Dialogue between government and rural organizations	4.5
B(i)	Access to land	3.0
B(ii)	Access to water for agriculture	3.1
B(iii)	Access to agricultural research and extension services	3.6
C(i)	Enabling conditions for rural financial services development	4.2
C(ii)	Investment climate for rural businesses	4.5
C (iii)	Access to agricultural input and produce markets	3.8
D(i)	Access to education in rural areas	3.6
D(ii)	Representation	3.1
E(i)	Allocation and management of public resources for rural development	4.0
E(ii)	Accountability, transparency and corruption in rural areas	4.1
	Sum of combined scores	45.4
	Average combined scores	3.78
	Projects-at-risk (PAR) rating (2005)	5.0
	IDA Resource Allocation Index (2005)	3.71
	Country score	6.57
	Annual allocation (millions of US\$)	7.18 (2008)

IDA = International Development Association

⁸ Based on average financing allocated to Mali under the PBAS 2007-2009 period.

⁹ PIDRN, PIDRK and FODESA phase III which are at their start-up phases and will span the COSOP period.

Table 2

Relationship between performance indicators and country score

<i>Financing scenario</i>	<i>PAR rating (+/- 1)</i>	<i>Rural sector performance score (+/- 0.3)</i>	<i>Percentage change in PBAS country score from base scenario</i>
Hypothetical low case	4	3.47	-12
Base case	5	3.77	0
Hypothetical high case	6	4.07	+12

F. Risks and risk management

64. The main risks to achievement of the COSOP strategic objectives relate to:

- **Strategic objective 1:** The increase and diversification of agricultural production could have a negative environmental impact requiring mitigation measures to ensure sustainable management of natural resources and steady income flows. In this context, the main risks are: (i) the lack of rules and regulations on natural resource management, for instance, on the use of water for agricultural inputs; (ii) insufficient involvement of local authorities in environmental management and protection; and (iii) risks attached to climate change. To mitigate these risks, CDP will support central services in carrying out studies on climate change to define regulations on natural resource management. At the local level, programmes will support local authorities in planning, implementing and developing schemes and environmental action plans. Partnerships with agencies that can add value to IFAD interventions will be developed.
- **Strategic objective 2.** Because of their isolation and difficult living conditions, it may be difficult to maintain the staff allocated by the current administration to the poorest areas. The second risk is associated with the technical services, which have not been fully deconcentrated and, moreover, have limited capacity to undertake supervision and control missions. This has resulted in weak quality control of public services, a problem that the country programme will address through capacity-building.
- **Strategic objective 3.** The main risks regarding strengthening capacities of rural organizations are: (i) cultural resistance in areas where socioeconomic practices are strongly individualized and producers are not accustomed to jointly managing communal goods; and (ii) low capacity of operators of rural organizations, often not sufficiently qualified to deliver the technical support needed to make farmers' organizations more professional. To mitigate these risks, the programmes implemented during the COSOP period will: (i) pursue activities in information, education, communication and training for the target group to facilitate the creation and functioning of user management committees; and (ii) strengthen private-sector capacities in agricultural and extension services.

65. Overall, there is also a risk related to recurrent social instability in the regions of northern Mali. Lack of development in these regions is recognized as one of the main causes for rebellion and social instability. In order to contribute to limiting potential risks of conflict in these regions, linked particularly to the precariousness of the populations' living conditions and to the growing competition for pastoral resources, the country programme – in line with IFAD policy on crisis prevention – will support the (i) stabilization of the Sahelo-Saharan areas through investments and sustainable development activities; (ii) dialogue between populations and local administrations to allow rural people to participate fully in local development processes and ensure that their priority needs are taken into account; (iii)

prevention and management of foreseeable crises by contributing to national crisis-warning systems and mechanisms; (iv) strengthening of populations' resilience to exogenous risk factors; and (v) support to resetting their productive base should it be affected by a crisis.

COSOP consultation process

Introduction

Selon les nouvelles orientations du FIDA, le processus d'élaboration du COSOP Mali a été conduit sous le leadership de du Ministère de l'Agriculture et a comporté trois étapes consultatives clés:

- a. Une mission préparatoire¹ en septembre 2006 pour mener en consultation avec les départements techniques concernés, une analyse préliminaire de la situation de pauvreté rurale au Mali et une caractérisation des groupes vulnérables; des stratégies et priorités du gouvernement en matière de développement rural ; des capacités institutionnelles des acteurs publics et privés opérant dans les domaines du développement rural; des interventions des partenaires techniques et financiers du Mali en matière de développement rural en portant une attention particulière aux opportunités de complémentarité; et de l'impact des interventions financées par le FIDA au Mali et les leçons apprises de la mise en œuvre.
- b. Une série d'ateliers consultatifs² en janvier 2007 avec les acteurs du développement rural du Mali afin de retenir de façon concertée les axes prioritaires du COSOP : Départements ministériels et services techniques ; partenaires techniques et financiers du secteur rural ; représentants des organisations paysannes, et acteurs de la micro-finance.
- c. La présentation et validation en Mars 2007, du projet de COSOP à la Table Ronde Nationale pour l'Évaluation du Programme de Pays présidé par le Ministre de l'Agriculture du Mali et rassemblant les représentants des départements ministériels, des services techniques, des organisations paysannes, des PTFs impliqués dans le développement rural, ainsi que des Directeurs du Conseil d'Administration du FIDA, le Président Adjoint du Département Gestion des Programmes, et des Membres de la Direction générale du FIDA.

Ce processus d'échanges et de validation participatif qui a associé les décideurs et acteurs du secteur rural³ du Mali a permis d'assurer la cohérence du COSOP avec les politiques gouvernementales, les attentes du monde rural, le positionnement géographique et thématique des partenaires techniques et financiers du Mali intervenant dans le secteur rural, et les orientations stratégiques du FIDA.

Echanges Consultatifs avec les Organisations Paysannes

Objectifs et méthodologie

Les organisations professionnelles paysannes sont les principales instances de représentation du monde rural au Mali. Elles participent auprès du gouvernement du Mali à l'élaboration et au suivi des politiques nationales ayant trait au développement rural. Afin de garantir la prise en compte des priorités des populations et organisations professionnelles rurales, le FIDA a tenu à associer les représentants des organisations paysannes à l'élaboration du nouveau COSOP Mali. Dans ce cadre, les Organisations

¹ La mission était composée de MM. Ibrahim Djido, chef de mission, Marc Ziegler, expert en institutions, et Nuala Luzietoso, économiste. Elle a séjourné au Mali du 6 au 17 septembre 2006.

² La mission était composée de MM. Ibrahim Djido, chef de mission, Marc Ziegler, expert en institutions, Nuala Luzietoso, économiste, et Basile Kokou Zotoglo, expert en micro-finance. Elle a séjourné au Mali du 8 au 21 janvier 2007.

³ Organisations paysannes à la base et leurs fédérations, associations de la société civile, chambres régionales d'agriculture, élus des collectivités territoriales, services techniques déconcentrés de l'Etat, ONG, assemblée permanente des chambres d'agriculture, associations féminines, départements ministériels.

Paysannes, avec un financement du FIDA, ont préparé sous le leadership de la CNOP leur contribution à la formulation du COSOP. Les ateliers de consultation avec les Organisations paysannes se sont tenus du 20 décembre 2006 au 09 janvier 2007. Des ateliers régionaux ont eu lieu à Koulikoro, Bamako, Kayes, Ségou et Tombouctou et ont regroupés plus de 150 représentants des organisations paysannes faitières et producteurs Agricoles de toutes les régions du Mali, y- compris les membres des Associations Nationale et Régionales du FODESA (de Koulikoro, Ségou, San et Mopti), les représentants des chambres régionales d'Agriculture, les membres régionaux des fédérations de la CNOP. Un atelier national s'est tenu à Bamako les 17 et 18 janvier 2007 pour faire la synthèse des contributions régionales des OP à l'élaboration du COSOP et retenir de façon participative les priorités à prendre en compte par le FIDA dans le programme pays Mali en vue de contribuer à la réduction de la pauvreté rurale.

Conclusions et Recommandations des ateliers de consultations avec les OPs

Les représentants des OPs ont conclu que les axes prioritaires d'intervention pour le développement agricole et la réduction de la pauvreté rurale au Mali et dans lesquels le FIDA a un avantage comparatif sont :

- Le renforcement des capacités des OP et des producteurs (y compris dans l'élaboration de politiques Agricoles)
- Les micro-aménagements agricoles (micros barrages et petites irrigations, mares, pistes rurales, routes, et parcours des animaux)
- Le développement de l'élevage, de la pêche, et du maraîchage à travers un programme d'appui aux filières
- L'accès au crédit et le financement de l'agriculture
- L'accès aux intrants et équipement agricoles
- La protection de l'environnement et l'exploitation durable des ressources naturelles
- La transformation, conservation et commercialisation des produits agricoles
- L'accès à l'information opérationnelle et à la communication

Les axes transversaux retenus ont été le genre et développement au féminin, les aspects institutionnels et les services sociaux de base. Au terme de leurs débats sur les axes d'intervention prioritaires du COSOP, les producteurs et les représentants d'organisations de producteurs Agricoles, ont considéré quatre principales orientations stratégiques pour le COSOP Mali:

Orientation stratégique 1	L'implication des OP dans l'élaboration, la mise en œuvre et le suivi/évaluation des politiques et programmes de développement du secteur rural (particulièrement la LOA)
Orientation stratégique 2	Le renforcement des capacités des OP (Dimension information communication)
Orientation stratégique 3	L'augmentation des productions et des revenus des producteurs
Orientation stratégique 4	Le financement de l'Agriculture en prenant en compte le financement des activités féminines

Les résultats des réflexions faites au niveau des groupes ont été présentés et discutés en

plénière. Les objectifs stratégiques dégagés par les représentants des OPs pour le COSOP sont les suivants :

Orientation Stratégique	Objectifs retenus par les OPs pour le COSOP Mali
1	<ul style="list-style-type: none"> ▪ Systématiser et institutionnaliser la participation des OP dans l'élaboration, la mise en œuvre et de suivi/évaluation des politiques et programmes de développement du secteur Agricole ▪ Élaborer des positions concertées avec la base du mouvement et les défendre dans les espaces de négociation des politiques, programmes et projets de développement
2	<ul style="list-style-type: none"> ▪ Promouvoir l'organisation des OP autour de filières ▪ Appuyer l'élaboration, l'exécution et le suivi évaluation des plans de formation des OP et de leurs membres dans les filières concernées ▪ Soutenir la mise en place d'une stratégie nationale de formation et d'information des OP pour qu'elles assurent pleinement leurs missions ▪ Appuyer la relecture des lois régissant des OP
3	<ul style="list-style-type: none"> ▪ Sécuriser la production ▪ Diversifier la production et les sources de revenus ▪ Favoriser l'accès aux marchés et aux services ▪ Organiser la mise en marché ▪ Promouvoir la gestion durable des ressources naturelles et productives
4	<ul style="list-style-type: none"> ▪ Mise en place/renforcement d'un système de financement durable, adapté aux besoins des producteurs

Les orientations et objectifs stratégiques identifiés avec les OPs ont servi de base à la formulation du COSOP Mali. Le rapport détaillé de l'atelier national sur la contribution des OPs au COSOP Mali est joint en annexe.

B. Echanges consultatifs avec les départements ministériels et institutions en charge du développement rural et des secteurs sociaux

Les échanges consultatifs avec les départements ministériels et les institutions en charge du développement rural ainsi que des secteurs sociaux dans le cadre du processus d'élaboration du COSOP se sont tenus le 18 janvier 2007, sous la présidence du Ministère de l'Agriculture. En introduction des débats, l'équipe du FIDA a présenté aux participants, l'état d'avancement des réflexions sur le COSOP exposant le mandat du FIDA, le partenariat du FIDA avec le Mali, les principales leçons apprises, les orientations stratégiques et les groupes cibles, les principes de la stratégie d'intervention, les zones d'intervention, les partenariats et complémentarités potentiels et les financements prévus.

Conclusions et recommandations des départements ministériels

De manière générale, les participants ont exprimé leur satisfaction quant aux orientations stratégiques proposées pour le COSOP. Ils ont confirmé qu'elles prenaient bien en compte les orientations de politique nationale en matière de croissance économique et de réduction de la pauvreté rurale. Les points suivants constituent les observations complémentaires des participants qui ont fait l'objet d'échanges soutenus et constituent des contributions utiles à l'élaboration du COSOP.

Intervention à la demande La pertinence de cette approche a été reconnue mais les participants considèrent qu'il est nécessaire de l'accompagner d'activités de renforcement

des capacités des acteurs locaux. Ces actions permettent d'appuyer les acteurs dans l'identification de leurs besoins et de préciser leurs demandes. Par ailleurs, certaines préoccupations majeures du gouvernement ne font pas fréquemment l'objet de demande des populations. Cela constitue une limite à cette approche, dont les mécanismes et les outils pourraient être améliorés pour prendre en charge des questions spécifiques. Les thématiques rarement abordées spontanément par les acteurs sont à titre d'exemple la gestion des ressources naturelles ou la qualité des services sociaux de base.

Insuffisance des ressources du FIDA Certaines interventions ont relevé la modestie de l'enveloppe qui serait allouée au Mali durant la période du COSOP. Il a été précisé que les montants communiqués sont indicatifs et le mécanisme d'allocation des ressources est présentement basé sur la performance du portefeuille du Mali. L'enveloppe pourrait augmenter en fonction des résultats obtenus par le pays. Il a été également souligné que ces montants pourraient être plus importants compte tenu des opportunités de partenariat et de cofinancement du FIDA avec d'autres donateurs.

Contribution des bénéficiaires Les participants ont souligné que la contribution financière des bénéficiaires aux activités mises en œuvre à leur profit est nécessaire, mais il convient de la maintenir à un niveau supportable, compte tenu des groupes cibles du FIDA qui sont parmi les plus pauvres.

Ciblage Aux questions des participants sur le ciblage, la mission a précisé qu'il s'agit des groupes vulnérables dont les revenus sont les plus bas et qui ont un accès limité aux services sociaux et technico économiques de base (petits producteurs, petits transformateurs agricoles, pasteurs et agro-éleveurs, femmes rurales et jeunes). C'est au moment de l'élaboration des projets/programmes prévus dans le COSOP qu'une caractérisation plus approfondie de ces groupes sera faite en fonction des spécificités des zones d'intervention.

Zone d'intervention L'intervention du FIDA dans des régions autres que celles actuellement couvertes (les régions du Nord et la bande sahélienne) a été évoquée. Certains participants auraient souhaité des interventions dans la région de Sikasso. Le FIDA n'a pas un avantage comparatif à intervenir dans cette région qui bénéficierait par ailleurs d'efforts soutenus d'autres donateurs. Le FIDA souhaite capitaliser les acquis de ses programmes antérieurs et en cours d'exécution dans la bande sahélienne. Il appartient par ailleurs au gouvernement d'orienter les interventions de ses partenaires au développement en fonction de leurs avantages comparatifs et de coordonner l'allocation des ressources extérieures en fonction de sa politique de développement rurale et de réduction de la pauvreté.

Renforcer la qualité et l'accès aux services sociaux de base Les participants ont souligné l'intérêt d'une approche intégrée liant les investissements productifs au développement de la qualité et de l'accès aux services sociaux de base. Cette approche davantage systémique est déjà prise en compte lors de la conception des projets et programmes appuyés par le FIDA et continuera de l'être dans l'avenir.

Conclusion Les représentants des départements ministériels ont exprimé leur satisfaction quant aux propositions d'orientation du COSOP.

Echanges Consultatifs avec les Partenaires Techniques et Financiers

Les échanges consultatifs avec les Partenaires Techniques et Financiers intervenants au Mali, notamment dans le secteur du développement rural se sont tenus le 18 janvier 2007 sous la présidence de la Coopération Belge, actuellement chef de file de la coordination des Partenaires Techniques et Financiers. Les débats ont porté l'état d'avancement des réflexions sur COSOP et les opportunités de partenariats et complémentarités potentiels

entre le FIDA et les Partenaires Techniques et Financiers dans le cadre des actions de réduction de la pauvreté rurale.

Conclusions et recommandations des Partenaires Techniques et Financiers

Les PTF ont salué la qualité de la présentation et notamment la précision des propositions stratégiques retenues pour le COSOP 2008-2012. Nombreux sont les partenaires qui ont des orientations stratégiques à moyen terme similaires ou proches de celles retenues pour le COSOP. Cela s'explique par le souci commun des PTF et du FIDA d'aligner leurs appuis sur les orientations de politique nationale et notamment celles retenues par le Cadre Stratégique pour la Croissance et la Réduction de la Pauvreté (CSCR).

USAID, à l'instar du FIDA, élabore en ce moment sa stratégie d'intervention à moyen et long terme. L'agence clôture actuellement les programmes en cours d'exécution et en élaborera prochainement de nouveaux. La période à venir est donc propice à la recherche de complémentarités et à la définition de partenariats avec le FIDA.

Coopération Française. Les orientations de la Coopération Française, définies avec le gouvernement du Mali dans un document cadre couvrant la période 2006-2010, sont très proches de celles envisagées par le COSOP. Il conviendrait à la mission du FIDA de s'approcher de l'Agence Française de Développement (AFD) pour examiner les possibilités opérationnelles de partenariat et/ou de complémentarité.

ONUDI a présenté aux participants les notes conceptuelles qui ont été élaborés sur le développement des productions rurales et les aspects genre. Il s'agit principalement de réflexions touchant à la transformation des produits agro industriels et à la valorisation de certaines productions à l'instar du bambou, du karité, de la laine et du cuir. L'ONUDI a également élaboré un programme à moyen terme (2007-2013) pour appuyer les femmes opératrices économiques. L'agence recherche des partenaires susceptibles de soutenir ces initiatives.

La Banque Mondiale. La Banque Mondiale élabore actuellement son cadre stratégique d'assistance au Mali. Ses orientations ne sont pas encore précisées. De nombreuses options demeurent possibles en matière de développement rural. Au stade actuel des réflexions, il semblerait que la Banque ne s'achemine pas vers une seconde phase du PASAOP ainsi que vers la poursuite du PNIR. S'agissant de l'appui budgétaire sectoriel, la Banque Mondiale n'a pas encore pris d'orientation dans ce domaine. Plusieurs options demeurent possibles et à titre d'exemple les ressources que la Banque apporterait pour le développement institutionnel du secteur rural pourraient être incluses dans un appui budgétaire global au Mali.

Conclusion. Les représentants des PTF sont disposés à renforcer leur collaboration avec le FIDA. De nombreux partenariats, complémentarités et synergies sont possibles surtout à des niveaux opérationnels.

Country economic background

MALI

Land area (km² thousand) 2004 1/	1220	GNI per capita (US \$) 2004 1/	330
Total population (million) 2004 1/	13.12	GDP per capita growth (annual %) 2004 1/	-0.8
Population density (people per km²) 2004 1/	11	Inflation, consumer prices (annual %) 2001 1/	-3
Local currency	CFA Franc BCEAO (XOF)	Exchange rate: US \$ 1 =	
Social Indicators		Economic Indicators	
Population (average annual population growth rate) 1998-2004 1/	2.9	GDP (US \$ million) 2004 1/	4863
Crude birth rate (per thousand people) 2004 1/	49	Average annual rate of growth of GDP (%) 1/ 2003	7.4
Crude death rate (per thousand people) 2004 1/	17	2004	2.2
Infant mortality rate (per thousand live births) 2004 1/	121	Sectoral distribution of GDP 2004 1/	
Life expectancy at birth (years) 2004 1/	48	% agriculture	36
Number of rural poor (million) (approximate) 1/	n/a	% industry	26
Poor as % of total rural population 1/	n/a	% manufacturing	3
Total labour force (million) 2004 1/	5.32	% services	38
Female labour force as % of total 2004 1/	47	Consumption 2004 1/	
Education		General government final consumption expenditure (as % of GDP)	10
School enrolment, primary (% gross) 2004 1/	64/	Household final consumption expenditure, etc. (as % of GDP)	78
Adult illiteracy rate (% age 15 and above) 2004 1/	81	Gross domestic savings (as % of GDP)	12
Nutrition		Balance of Payments (US \$ million)	
Daily calorie supply per capita	n/a	Merchandise exports 2004 1/	1123
Malnutrition prevalence, height for age (% of children under 5) 2004 2/	38	Merchandise imports 2004 1/	1320
Malnutrition prevalence, weight for age (% of children under 5) 2004 2/	33	Balance of merchandise trade	-197
Health		Current account balances (US \$ million)	
Health expenditure, total (as % of GDP) 2004 1/	5 a/	before official transfers 2004 1/	-536a/
Physicians (per thousand people) 2004 1/	0.1	after official transfers 2004 1/	-271a/
Population using improved water sources (%) 2002 2/	50	Foreign direct investment, net 2004 1/	131a/
Population with access to essential drugs (%) 2/	n/a	Government Finance	
Population using adequate sanitation facilities (%) 2002 2/	46	Cash surplus/deficit (as % of GDP) 2004 1/	n/a
Agriculture and Food		Total expenditure (% of GDP) 2004 1/	n/a
Food imports (% of merchandise imports) 2004 1/	16a/	Total external debt (US \$ million) 2004 1/	3316
Fertilizer consumption (hundreds of grams per ha of arable land) 2000 1/	90a/	Present value of debt (as % of GNI) 2004 1/	33
Food production index (1999-01=100) 2004 1/	110	Total debt service (% of exports of goods and services) 2004 1/	2
Cereal yield (kg per ha) 2004 1/	839	Lending interest rate (%) 2004 1/	n/s
Land Use		Deposit interest rate (%) 2004 1/	4
Arable land as % of land area 2004 1/	4a/		
Forest area as % of total land area 2004 1/	n/a		
Irrigated land as % of cropland 2004 1/	5a/		

a/ Data are for years or periods other than those specified.

1/ World Bank, *World Development Indicators* database CD ROM 2006

2/ UNDP, *Human Development Report*, 2006

COSOP results management framework

CSCR Targets ^a	COSOP Strategic objectives contributing to attaining specific CSCR Objectives	Key results to which IFAD aims to contribute in intervention areas	COSOP Milestones indicators	Institutional/Policy objectives
<p>Increase, secure and diversify food production and increase access to financial services for income generating activities</p> <p>Baseline data: Child Malnutrition prevalence 33% in 2004</p> <p>4 out of 5 persons have no access to formal financial services</p>	<p>SO 1: Increase and diversify agricultural production to improve household food security and accumulation of goods.</p>	<p>30% reduction in duration of the food shortage season</p> <p>15% increase in Index of accumulation of Household goods</p> <p>20% increase in percentage of women and youth with access to microfinance services</p>	<p>Increased number of households uses mix of seasonal and annual economic activities to secure income.</p> <p>Agricultural lands (including grazing land) are developed, protected and restored.</p> <p>A significant proportion of women and youth benefit from microcredit</p>	<p>Contribute to development of the programme approach for the rural development sector and the advancement of donors' budgetary support to this sector.</p>
<p>Increase access to health, education, water and sanitation in the poorest areas</p> <p>Baseline data: 54% of population had inadequate access to sanitation facilities in 2002</p> <p>School enrolment rate is 64% in 2004</p> <p>Sahelian Belt and Northern regions have the lowest access rate to basic social services and social indicators in the country.</p>	<p>SO 2: Increase quality and access to basic social services</p>	<p>20 %increase in drinking water access rate</p> <p>15 % increase in the number of households with sustainable access to healthcare</p>	<p>New waterpoints efficiently managed and guarantee sustainable access for populations</p> <p>Alternative health and education strategies are developed and implemented in the areas where health coverage is weak</p>	<p>Support local governments in the participatory design and operationalization of "alternative" strategies for delivery of basic services in health and education that meet the specific needs of nomadic communities.</p>
<p>Train civil society actors to develop their technical and management capacities</p> <p>Baseline situation: Farmer organizations are very poorly developed in Sahelian Belt and Northern regions</p>	<p>SO 3: Develop and strengthen capacities of professional farmer organizations in delivering technico-economic services to producers and strengthen their participation in local development planning processes</p>	<p>80% of FOs sustained by the IFAD programmes are members of a rural apex organization (local or regional)</p> <p>80% of FOs sustained by the IFAD programmes participate in local development planning processes</p> <p>70% of FO members have access to improved services for purchases of inputs and for marketing of agricultural production</p>	<p>Farmers benefit from technico-economic services (by gender) for purchasing of inputs and marketing of production</p> <p>The apex rural organizations integrate the regional consultation frameworks and contribute to defining the regional and local development strategies</p>	<p>Support participation of farmer organizations in local development planning processes.</p>

^a Baseline data is national; indicators are significantly lower for the Sahelian Belt and the Northern regions which record lowest social indicators in Mali.

Previous COSOP results management framework

	Situation before the COSOP	Situation after the COSOP	Lessons learned
A. Strategic objectives of the country			
Help improve living standards and food security of the rural populations of Mali	<p>GDP per capita : US \$ 268 (1995)</p> <p>People living in poverty (1988) : 72,8%</p> <p>External debt (1995) : 151% of GDP</p> <p>Life expectancy at birth (1994) : 58.5 years</p> <p>Primary school enrollments (1993) : 24.2%</p> <p>Coverage by health services (1994) : 30,1%</p> <p>Access to safe water (1996) : 36%</p> <p>Road density (1996) : 0.7 km/km²</p>	<p>GDP per capita : US \$ 358 (2006)</p> <p>People living in poverty (2005) : 59,2%</p> <p>External debt (2004) : 66.5 % of GDP</p> <p>Life expectancy at birth (2004) :48 years</p> <p>Primary school enrolments (2005) : 74%</p> <p>Coverage by health services (2005) : 50%</p> <p>Access to safe water (2005) : 66.1%</p> <p>Road density (2006) : 0.9 km/km²</p>	
B. Strategic objectives of the COSOP			
<p>Objective 1</p> <p>Support the structuring and professionalisation of rural organisations</p>	<p>The Zone Lacustre Development Project (PDZL) focuses on support to organisations that build on the traditional village-level solidarity organisations. Most of the organisations exist only to gain access to project assistance</p> <p>Development Fund for Ségou Villages (PFDVS) works with a large number of village associations as channels for technical and material support and for the delivery of credit. The approach was ill-adapted to the situation after the cereals and inputs markets were liberalized.</p>	<p>Most of the members of the AOPP and CNOP, which are the main organisations officially designated as representatives of FOs for the formulation of national policy (including the Framework LOA and the Framework Strategy for the Struggle against Poverty) are elected by grassroots organisations having benefited from capacity building support under IFAD-financed programmes.</p> <p>These organisations also provide economic services to their members, including input supply, organisation of marketing and agricultural advice.</p> <p>The results of IFAD programmes in terms of building up the capacities of FOs encouraged THE GOVERNMENT to allow the FOs to manage an IFAD loan themselves (FODESA)</p>	

	Situation before the COSOP	Situation after the COSOP	Lessons learned
<p>Objective 2. Facilitate access to mechanisms for financing productive activities</p>	<p>At Niafunké (PDZL), weak markets and the difficulties attached to the management of small-scale irrigated vegetable gardens led BNDa to suspend lending operations as soon as the amount allocated for the guarantee fund had been drawn down.</p> <p>At Ségou (PFDVS), credit delivery through the village associations was less than successful due to problems with recovery.</p> <p>At San, PDR was expected to subcontract the establishment of a network of 48 credit unions to a specialised private-sector operator. A credit line was created with BNDa both to refinance medium-term loans awarded by credit unions and to deliver short-term seasonal loans.</p>	<p>When PDSL closed in 2005, implementation of the micro-finance activities in the Niafunké zone was entrusted to GTZ.</p> <p>FODESA, the follow-on project to PFDVS, engaged the services of specialised operators to establish two networks of credit unions at Ségou and Nara. The project also took over the task of consolidating the network of unions established by PDR-San.</p> <p>On 30 September 2006, The SFD component of FODESA had reached over 42 000 users, 43% of whom were women. Deposits held amounted to F.CFA 398 844 484 and loans outstanding to F.CFA 605 044 535. At Nara and San, deposits and lending operations had exceeded the anticipated levels, rising to record rates of 284% and 273% respectively. The default rates were generally at acceptable levels.</p> <p>However, the rates of operational and financial self sufficiency remained lower than the mandated levels, especially for the region of Ségou (13% and 10%) and in the Nara Circle (55% and 56%).</p>	<p>In light of the time needed for microfinance institutions to become fully viable (10 to 15 years), support should be provided in the framework of special programmes and not through components of a development project with a shorter lifetime.</p> <p>The support provided by specialised operators should focus on strengthening the capacity of the unions to adapt their range services to demand and foster institutional maturity and self sufficiency by developing their ability to mobilise long-term lending resources from banks and other financial partners.</p>
<p>Objective 3. Facilitate access to markets and services, notably by improving access to isolated production zones.</p>	<p>Production zones were isolated</p> <p>Poor storage facilities</p> <p>Difficult access to services, especially inputs.</p>	<p>PDZL efforts to improve access to/from Niafunké by road and river made it possible to benefit from a production boom (marketable surplus of 11,800 t of cereals) thanks to hydroagricultural infrastructures</p> <p>Storage facilities built with assistance by development programmes have played an essential role in improving both incomes (purchase of cereals to be sold when prices are higher) and food security (resale at below-market prices to members during lean periods).</p> <p>New projects (PIDRN and PIDRK) will assist villages in setting up commercial structures (rural markets). They also recognise the importance of improving access to information on prices and markets as a vitally important to enhance impact of physical structures.</p>	<p>When a zone characterised by deep poverty also has potential for increasing production, the improvement of access to markets and services is a prerequisite for stimulating production and increasing incomes.</p>
<p>Objective 4. Improve access of populations to education, hygiene and healthcare to improve social indicators</p>	<p>Enrollment in primary school (1993) : 24,2%</p> <p>Coverage by healthcare services (1994) : 30,1%</p> <p>Access to safe water (1996) : 36%</p>	<p>Enrollments in primary school (2005) : 74%</p> <p>Coverage by healthcare services (2005) : 50%</p> <p>Access to safe water (2005) : 66,1%</p>	

C. IFAD-financed Programmes			
	<p>Programme de Sécurité Alimentaire de d'Amélioration des Revenus dans la région de Kidal (PSARK), closed in 1999</p> <p>Programme Fonds de Développement villageois Ségou (PFDVS), closed in 1997</p> <p>Programme de Diversification de Revenus en zone non cotonnière Mali-Sud (PDR-MS), closed in 2005</p> <p>Programme de Développement de la Zone Lacustre (PDZL), closed in 2006</p>	<p>Programme d'Investissement et de Développement Rural dans les régions du Nord Mali (PIDRN), follow-on project to PDZL covering the period 2005–2011</p> <p>Programme de Développement Rural Intégré de la région de Kidal (PIDRK), follow-on project to PSARK covering the period 2007–2012</p> <p>Programme Fonds de Développement en zone Sahélienne (FODESA), follow-on project to PFDV Ségou and PDR-MS. Closure scheduled for 2012</p>	Cf. Agreement at Completion Point attached as Appendix V.
D. Performances of IFAD			
Policy dialogue	No integrated and coherent policy on poverty reduction ; no policy framework for reducing rural poverty	A strategic framework for reducing poverty incorporates all the sectoral policies and provides a single reference document for rural development. Creation (IFAD grant under PIDRN) of a Policy Dialogue Unit on rural poverty reduction.	
Partnerships	Close partnership with BSF, FEM and BOAD for the financing of several programmes.	Partnership strengthened with BSF, FEM and BOAD and establishment of additional partnerships and collaborations.	
Management of Country Programme	Cf. Country Programme Evaluation and Agreement at Completion Point	Gradual expansion of programmes in the Sahelian zone and Northern regions	

CPE agreement at completion point

The evaluation process

1. IFAD's Office of Evaluation has undertaken a country programme evaluation (CPE) in Mali, with three main objectives: (i) evaluate the quality of the strategy pursued by IFAD since 1997; (ii) assess the performance and impact of the operations carried out; and (iii) propose a series of conclusions and recommendations on which IFAD, upon completion of this exercise, will base a new strategy document (COSOP) for Mali. This new document will explicitly reference this agreement at completion point, as the culmination of the evaluation process.
2. In March 2006, an appraisal report set forth the evaluation's objectives, methodology and timetable. This evaluation has benefited from interactions with a *core learning partnership* that includes representatives of the Government, the project management units, IFAD's Western and Central Africa Division and the Office of Evaluation. A mission visited Mali from 20 May to 23 June 2006. The resulting report benefited from several rounds of discussions with Government and IFAD officials. It was presented to IFAD's Evaluation Committee on 8 December 2006. A national workshop took place in Bamako on 7 and 8 March 2007 to (a) discuss the main findings and lessons learned; and (b) prepare for drafting the agreement at completion point. The members of the Evaluation Committee and members of IFAD's Executive Board took part in this event.
3. Pursuant to IFAD's evaluation policy and procedures, the Office of Evaluation is responsible for the content of evaluation reports, which it presents independently to the Executive Board. The agreement at completion point sets forth the conclusions and recommendations and the actions agreed upon by consensus between the Government of Mali, represented by the Minister for Agriculture and the Food Security Commissioner; and IFAD, represented by the Programme Management Department.

Main evaluation findings

4. Since 1982, IFAD has approved 10 loans valued at approximately US\$130 million, or US\$260 million including contributions from the Government of Mali and other partners, in particular the West African Development Bank (BOAD) and the Belgian Survival Fund. For the most part, these operations were carried out in the Saharan and Sahelian areas, the most vulnerable in the country. In addition to loans, Mali has benefited from technical assistance grants through partnerships with research institutes such as the World Agroforestry Centre (ICRAF) and the International Institute of Tropical Agriculture. IFAD's assistance represents only a small part of total aid dedicated to reducing poverty; consequently, IFAD can only make a qualitative difference, in particular through the innovative nature of its interventions.
5. The evaluation confirmed the **relevance** of the objectives pursued by IFAD's operations in Mali, which are in line with public policies, the needs of the poor and IFAD's institutional objectives. On the other hand, it revealed the presence of problems common to the various approaches adopted to achieve the objectives. These problems relate to: (i) defining project target groups; (ii) economic returns, which are often insufficiently studied; and (iii) the design of rural finance components.
6. **Effectiveness** was considered satisfactory in terms of increasing irrigated surface area, building infrastructure in isolated areas, and providing basic health care and sanitation infrastructure. However, production interventions were not always supported by adequate efforts to improve access to upstream and downstream markets. On this point, the Government of Mali observed that – considering the characteristics of IFAD's

intervention areas – the strategy should not focus on high economic returns but rather on meeting basic economic needs, after which attention could be given to marketing and market issues.¹ Support for grass-roots organizations has been provided through specific training courses, functional literacy programmes and various types of advisory assistance rendered by external providers. The effectiveness of this approach, however, has been limited by a fragmentation of tasks among multiple operations, each specializing in a specific function or area.

7. With respect to **impact** on rural poverty reduction, the overall results are significant in terms of improving food security and conditions for health and hygiene. They are, however, limited vis-à-vis two other objectives of the country strategic opportunities programme (COSOP): increasing household incomes and creating a sustainable process of participatory development at the village level. Impact has been significant when the interventions have been integrated and concentrated geographically. The Zone Lacustre Development Project – Phase II illustrates this, operating within a well-defined territory with components that work together in synergy (e.g. irrigation, health centres and drinking water in the same communities). On the other hand, when the operations have been dispersed (averaging one microproject per village over a vast territory) and have not been implemented in an integrated way, their impact has been limited. The Sahelian Areas Development Fund Programme is such a case, with problems arising mainly in connection with institutional arrangements.

8. The **sustainability** of project achievements is threatened by the weakness of peasant organizations, a sometimes fluid definition of responsibility for infrastructure maintenance, and limited study of economic returns for productive microprojects (such as stores, shops, soap and dye units, platforms and village irrigated perimeters). The lack of specialists in project management units has also affected the quality of achievements and jeopardized their sustainability. Inadequately formulated rural finance components are the cause of many problems with financial feasibility and institutionalization. Measures in support of sustainability are often not taken until the end of projects, leaving little time for transition.

9. The programme's capacity for innovation has limits. The two innovations contributed by the programme are a demand-driven approach and technical assistance grant activities. However, the evaluation has pointed up the limitations inherent in an open, demand-driven project paradigm, mainly the risk of fragmentation and limited attention to markets. The technical assistance grants have yielded interesting results, and have led to partnerships among researchers, developers, technical services and peasants. Despite these results, achievements remain confined to a small number of villages and farmers, limiting dissemination and replication. This is attributable to the weak linkages between research and extension, but also between loan and grant activities, in addition to the lack of a strategy on capitalization and dissemination.

Recommendations agreed by the partners

IFAD's new strategic thrusts in Mali

10. The purpose of the new COSOP is to define IFAD's strategic position in Mali in the form of a results-based country programme that justifies the kinds of intervention planned. The country programme will be consistent with Mali's development strategies, in particular: Mali 2025, the Strategic Framework for Growth and Poverty Reduction, the Master Plan for Rural Development, the Agricultural Orientation Law and provisions on decentralization. In this context, the participants agreed on a number of major points.

¹ The Government's observations are presented in annex 2 to the main body of the report.

Summary of major points of agreement

- IFAD's interventions should continue to ***centre around vulnerable areas in the Sahelian strip and the Sahelian-Saharan region***, where IFAD benefits from experience and a comparative advantage. Targeting will be both geographical and social, based on national information systems on poverty and food security.
- IFAD favours an **integrated, sector-based approach** that takes into account all the needs and constraints faced by local populations (in water, health, education, etc.) and is incorporated into local and regional development and food security plans, which must operate as a gateway for all activities. This integrated approach calls for strengthening partnerships, taking care to increase resources and to hone skills in sectors where IFAD lacks a comparative advantage.
- Considering that IFAD's intervention areas in Mali suffer from structural food deficits, interventions must be oriented first of all to putting in place production infrastructure that will reactivate production and meet food needs, and then lay the groundwork for a more economic approach by promoting value chains that take into account activities upstream and downstream of production (inputs, equipment, processing, marketing and consultative frameworks).
- Support for **peasant and professional organizations** will be based on building their capacity to provide technical and economic services to their members and on peasant representation in local development dialogue.
- **Coordination among the various actors** will be improved by intensifying policy dialogue, mainly on agricultural policy (national and international), value chain development and advisory assistance services. This dialogue will be facilitated by strengthening **IFAD's representation in Mali**. It would also be advisable to strengthen linkages with local and regional steering and consultative structures.

Proposed timetable

- These recommendations should be taken into account in the COSOP and new projects.

Partners concerned

- The Government of Mali and IFAD, in collaboration with their technical and financial partners.

Building capacity to promote innovation

11. IFAD needs to **acquire a systematic approach to build its capacity for innovation** (technical, institutional and organizational). Innovation will be promoted through **better knowledge management** and by **developing partnerships** with actors in the innovation process (agricultural research, extension services, organizations, peasants), each of whom may create or pass on innovations. The procedure for loan operations could take place in five phases: (i) systematically analysing needs; (ii) seeking available alternatives (within or outside IFAD projects and making use of local know-how); (iii) implementing small-scale pilot experiences; (iv) capitalizing on results; and (v) publicizing achievements to facilitate dissemination.

Summary of major points of agreement

- IFAD must ensure *better articulation between loans and grants*, both in the COSOP and at every project stage (design, planning and evaluation). Responsibility for implementing this should be clearly identified during the design of investment projects, and the projects should be sufficiently *flexible* to take on future innovations (for instance, through specific provision of financing).
- *Exchange of information among partners* should take place in the form of workshops, working groups or other specific consultative mechanisms, in order to identify innovations, evaluate operations under way and programme new activities (loans and grants). The policy dialogue unit should be one of the actors facilitating this process of exchange and capitalization.
- *Seven priority areas for innovation* have been identified: (i) training and advisory assistance for peasant organizations and family farms; (ii) land security; (iii) sustainably increasing the productivity of agriculture, broadly defined (crop-farming, livestock breeding, forestry and fishing); (iv) reducing vulnerability to climatic vagaries and sustainable management of natural resources; (v) rural microfinance; (vi) promoting public-private partnerships; and (vii) the gender approach.
- In all operations, *mechanisms for monitoring and evaluation of innovations* should be developed systematically.
- Improvements are needed in the area of *consultation, information exchange and coordination among all those involved in innovation*, in particular beneficiaries of technical assistance grants in research institutions.

Proposed timetable

- These recommendations should be taken into account in the COSOP and new projects.

Partners concerned

- The Government of Mali and IFAD, in collaboration with national and international research institutions, peasant organizations and other donors.

Strengthen steering and implementation of operations

12. It is crucial to strengthen the capacity for strategic and operational steering of operations in order to improve their effectiveness, efficiency, impact and sustainability.

Summary of major points of agreement

- The strategic steering of operations will be strengthened by:
 - Decentralizing IFAD's presence through a technical field office in Mali.
 - Systematizing joint IFAD/cooperating institution missions and designating the cooperating institution as the sole level of technical and financial management.

- **Strengthening technical skills of project management units**, following the actions identified, so that they may better steer and manage interventions. Training and exchanges between teams for different projects should be provided for project start-up.
- **Streamlining public procurement procedures to expedite project implementation.**
- **Developing strong results-based monitoring and evaluation mechanisms** (tools and expertise). Social and economic impact on households should be evaluated in a professional manner beginning at the design phase and using an objective baseline throughout all stages of evaluation. The monitoring and evaluation tools provided for by IFAD (Results and Impact Management System [RIMS]) should be adapted to the specificities of each operation. Statistical work could be entrusted to specialized Malian organizations, which would enable them to be **linked to the national poverty monitoring and analysis mechanism**. Local collectivities and peasant organizations could be supported in contributing to the production and analysis of monitoring and evaluation information.

Proposed timetable

- These recommendations should immediately be reflected in the COSOP and new projects.
- Projects under way should be adapted quickly to the proposed system (RIMS), particularly in setting up methodology and baselines.

Partners concerned

The Government of Mali and IFAD, in collaboration with specialized institutions

Key file 1: Rural poverty and agricultural/rural sector issues

Secteur Prioritaire	Groupes affectés	Principales difficultés	Actions requises
Développement productions Agricoles (agriculture, élevage, pêche)	<ul style="list-style-type: none"> ▪ Petits agriculteurs ▪ Petits éleveurs ▪ Agro pasteurs ▪ Femmes et jeunes (transversal) 	<p>Productions fortement tributaires de la pluviométrie couramment déficitaire.</p> <p>Pauvreté de potentialités caractérisée par l'insuffisance de capital naturel (terres et ressources naturelles), écosystèmes fragilisés et déficit de capital social</p> <p>Forte vulnérabilité aux déprédateurs et épizooties, et facteurs externes : cours mondiaux coton, or, hydrocarbures</p> <p>Enclavement du pays et événements sociopolitiques affectant les pays frontaliers par lesquels transitent les produits maliens.</p> <p>Déséquilibre dans distribution des investissements dans le secteur rural provoque inégalités géographiques et sociales dans les actions de valorisation du potentiel productif et réduction de la pauvreté</p>	<p>Actions d'envergure dans les zones vulnérables pour impulser le développement durable et garantir la stabilité sociale</p> <p>Sécurisation de la production par maîtrise de l'eau et de la diversification</p> <p>Appui aux filières porteuses</p> <p>Accès aux SFD pour financements activités agricoles</p> <p>Activités transversales de restauration/préservation des ressources naturelles</p> <p>Actions ciblées en faveur des femmes et jeunes</p>
Réduire insécurité alimentaire chronique par la promotion des productions Agricoles	<ul style="list-style-type: none"> ▪ Populations zones enclavées sahélienne et sahélo-saharienne 	<p>Déficit chronique de la production céréalière dans les régions nord du Mali</p> <p>Faible productivité des facteurs de production agricoles dans la zone sahélienne</p> <p>Grande vulnérabilité des productions aux aléas climatiques et aux calamités (criquets)</p> <p>Mauvaise alimentation des ménages entraînant une malnutrition très forte dans la zone sud pourtant excédentaire en produits vivriers</p>	<p>Petits aménagements, l'intensification, la diversification des productions rurales,</p> <p>Amélioration de la transformation et de la commercialisation des produits agricoles</p> <p>Développer les filières porteuses</p> <p>Désenclavement zones de production et consommation dans la bande sahélo saharienne</p> <p>Campagnes d'IEC sur l'alimentation familiale dans les zones vulnérables</p>
Sécuriser et diversifier les productions Agricoles	<ul style="list-style-type: none"> ▪ Agriculteurs ▪ Agro éleveurs 	<p>Forte vulnérabilité des familles aux déficits pluviométriques dans la bande sahélo saharienne et sahélienne</p> <p>Faiblesse rendements agricoles hors zone cotonnière et Office du Niger.</p> <p>Insuffisance des investissements pour l'intensification des cultures pluviales et de l'élevage.</p>	<p>Accès aux SFD pour financements des activités agricoles</p> <p>Micro-investissements en zone sahélienne pour une meilleure exploitation des eaux de surface et des eaux souterraines permettant le développement des activités agricoles.</p> <p>Promouvoir les semences améliorées et l'accès au conseil agricole</p>

Secteur Prioritaire	Groupes affectés	Principales difficultés	Actions requises
		<p>Faible accès des agriculteurs et des agro pasteurs à la vulgarisation des techniques et au conseil agricole.</p> <p>Déséquilibre important dans la distribution des investissements publics financés par les ressources extérieures : concentration des financements sur zones géographiques concernées par filières de riz et de coton</p> <p>Faible accès des producteurs, ne cultivant ni le riz ni le coton, au crédit pour les équipements et les intrants.</p> <p>Distorsions du marché préjudiciables aux plus pauvres des zones enclavées avec peu d'accès à l'information économique (prix, opportunités, techniques agricoles)</p>	<p>Soutenir le conseil agricole (par filière) pour les cultures sèches, l'élevage et le maraîchage et réduire les coûts des appuis techniques</p> <p>Favoriser la diffusion des informations sur les prix et les opportunités économiques</p>
Promouvoir filières productions animales	<ul style="list-style-type: none"> ▪ Agro éleveurs ▪ Agro pasteurs 	<p>Peu d'investissements malgré le potentiel économique fait que les agro pasteurs et agro éleveurs sont les groupes les plus pauvres</p> <p>Caractère extensif de l'élevage</p>	<p>Appuyer développement des produits et sous produits de l'élevage</p> <p>Développer les stratégies de gestion des parcours de transhumance et des pâturages grâce aux investissements en matière d'hydraulique pastorale</p>
Accélérer la décentralisation de la gestion des ressources naturelles	<ul style="list-style-type: none"> ▪ Population rurale (dans son ensemble) 	<p>Forte pression foncière limitant temps de jachère et conduit à l'appauvrissement des sols</p> <p>Culture extensive entraînant déboisement et défrichement</p> <p>Absence de normes en matière de gestion des ressources naturelles</p> <p>Retard dans le transfert des compétences et des ressources aux Collectivités Territoriales en matière de gestion des ressources naturelles</p>	<p>Promouvoir élaboration participative et la mise en œuvre par les Collectivités Territoriales des schémas d'aménagement du territoire et des plans d'action environnementaux qui prendront en compte la gestion des terroirs et de l'eau</p> <p>Mener des expériences pilotes de transfert des ressources aux CT pour la gestion des ressources naturelles</p>
Développement de l'accès aux services sociaux de base	<ul style="list-style-type: none"> ▪ Population rurale (dans son ensemble) 	<p>Insuffisance de l'accès à l'eau potable</p> <p>Faible fonctionnalité des nombreux centres de santé communautaires ou des dispensaires en milieu rural (mauvaise gestion, absentéisme du personnel)</p> <p>Accès limité des populations rurales aux médicaments essentiels</p> <p>Faible qualité de l'enseignement dans le 1^{er} cycle de l'enseignement fondamental</p>	<p>Développer accès à l'eau potable dans les zones déficitaires</p> <p>Promouvoir la formation continue du personnels de santé dans les centres de santé communautaires et les dispensaires</p> <p>Déconcentrer et décentraliser les ressources aux Collectivités Territoriales pour la gestion des centres de santé, des écoles et du personnel.</p> <p>Promouvoir des techniques contractuelles de la gestion des centres de santé et des points d'eau potable entre les CT et les</p>

Secteur Prioritaire	Groupes affectés	Principales difficultés	Actions requises
			associations d'usagers Développer stratégies alternatives de santé et éducation adaptées aux populations nomades du Nord
Renforcement des capacités d'action collective des exploitants agricoles	<ul style="list-style-type: none"> ▪ Organisations paysannes de base et faitières 	<p>Insuffisante structuration des producteurs autour d'intérêts économiques communs (filières ou segment de filières)</p> <p>Insuffisance des ressources humaines et financières disponibles pour les OP</p>	<p>Promouvoir la structuration des OPs et des faitières autour de filières économiquement porteuses et intérêts économiques communs.</p> <p>Renforcer les capacités de conseil technique des OP grâce à des formations adaptées à leurs besoins</p> <p>Faciliter l'accès au crédit « collectif individuel » (caution solidaire)</p> <p>Affecter des lignes de crédit et/ou des fonds de garantie par filière pour les équipements et les intrants</p> <p>Développer le conseil agricole</p>
Renforcement de la décentralisation et des réformes institutionnelles	<ul style="list-style-type: none"> ▪ Elus Collectivités Territoriales ▪ Associations gestionnaires des services sociaux 	<p>Lenteur dans le transfert des compétences et des ressources aux Collectivités Territoriales (CT)</p> <p>Faiblesse ressources humaines et financières dans les CT</p> <p>Insuffisante déconcentration des services techniques sectoriels et des services financiers</p>	<p>Appuyer le transfert des ressources aux Collectivités Territoriales</p> <p>Appuyer la déconcentration des services techniques</p> <p>Renforcer les capacités Collectivités Territoriales et des associations gestionnaires des services sociaux de base (eau, santé)</p>

Key file 2: Organizations matrix (strengths, weaknesses, opportunities and threats [SWOT] analysis)

INSTITUTIONS	FORCES	FAIBLESSES	OPPORTUNITES/MENACES
NIVEAU NATIONAL			
Situation globale	<ul style="list-style-type: none"> • Importantes réformes institutionnelles et socio-politiques en cours : décentralisation, réforme de l'administration, modernisation et amélioration de la gestion des finances publiques • Développement d'une approche sectorielle et appui budgétaire des donateurs pour les secteurs sociaux • Développement de nombreux outils nationaux de planification : cadre budgétaire à moyen terme, budget programme, cadre des dépenses à moyen terme sectoriel <p>Rôle important joué par le Mali dans le cadre de l'intégration régionale (CEDEAO, UEMOA et BCEAO)</p>	<ul style="list-style-type: none"> • Cloisonnement des administrations centrales • Retard dans la déconcentration des services • Faiblesse des transferts des ressources aux Collectivités Territoriales • Dégradation généralisée des ressources naturelles • Insuffisante prise en compte des préoccupations du genre dans les activités de développement et dans le processus de décision au niveau local 	<ul style="list-style-type: none"> • Priorité du CSCRP au renforcement de la croissance économique par le secteur primaire • Adoption et promulgation de la Loi d'Orientation Agricole • Emergence et dynamisme du secteur privé et de la société civile • Attentes importantes pour un développement économique équitable entre les régions et entre les sexes • Centralisation des ressources extérieures et insuffisantes par rapport aux besoins • Faible taux d'alphabétisation des adultes et plus particulièrement des femmes • Instabilité sociale dans le nord due à la faiblesse des investissements
Cellule du CSCRP	<ul style="list-style-type: none"> • Structure interministérielle • Coordination de la mise en œuvre des projets et programmes du CSCRP 	<ul style="list-style-type: none"> • Faiblesse des ressources et insuffisance d'outils pour le suivi opérationnel des projets et programmes • Faiblesse des relations avec les différents Ministères techniques 	<ul style="list-style-type: none"> • Structure de suivi de la mise en œuvre des recommandations de la table ronde des bailleurs de fonds
Ministère de l'Agriculture	<ul style="list-style-type: none"> • en cours de déconcentration jusqu'au niveau des communes • Redéfinition des rôles et orientations de l'administration centrale vers les fonctions régaliennes, stratégiques et de supervision 	<ul style="list-style-type: none"> • Difficultés de coordination, de communication entre les départements en charge du développement rural. • Absence de planification sectorielle • Faible présence des services déconcentrés dans les zones enclavées, • Faiblesse des ressources humaines, des crédits de fonctionnement et des moyens logistiques au niveau des services déconcentrés 	<ul style="list-style-type: none"> • Existence d'une Cellule de coordination des projets et programmes du FIDA sous la tutelle technique de ce Ministère

INSTITUTIONS	FORCES	FAIBLESSES	OPPORTUNITES/MENACES
Ministère de l'Élevage et de la Pêche	<ul style="list-style-type: none"> • Elaboration d'une Charte Pastorale • Définition d'une stratégie de développement de l'élevage • Restructuration des services déconcentrés • Redéfinition des rôles des acteurs publics et privés et des orientations du département en matière de développement de l'élevage, avec un accent particulier sur l'appui - conseil 	<ul style="list-style-type: none"> • Faiblesse des ressources humaines • Insuffisance des ressources extérieures allouées à l'élevage • Insuffisance des dotations budgétaires pour la déconcentration des services 	<ul style="list-style-type: none"> • Impulsion de la politique d'élevage à partir du niveau central • Volonté de promouvoir des organisations socio-professionnelles d'éleveurs
Commissariat à la Sécurité Alimentaire	<ul style="list-style-type: none"> • Définition d'une Stratégie et d'un Programme National de Sécurité Alimentaire • Tutelle/point focal des dispositifs de prévention en matière de sécurité alimentaire (SAP, OPAM) • Soutien aux Collectivités Territoriales dans la gestion des banques de céréales 	<ul style="list-style-type: none"> • Faiblesse des ressources humaines • Pas encore de représentation dans les régions • Insuffisance des moyens logistiques 	Opérationnalisation de la stratégie et du Programme National de Sécurité Alimentaire
Ministère de l'Environnement et de l'Assainissement (MEA)	<ul style="list-style-type: none"> • Structure déconcentrée (au niveau des régions et des cercles) • Compétences en matière de restauration des ressources naturelles • Existence d'un Programme National d'Action Environnementale 	<ul style="list-style-type: none"> • Faiblesse des ressources humaines et des moyens logistiques au niveau déconcentré • Lenteur dans le transfert des compétences et des ressources aux Collectivités Territoriales • Absence de normes précises en matière de gestion des ressources naturelles 	<ul style="list-style-type: none"> • Ampleur de la dégradation des ressources naturelles
Prestataires de services / ONG locales	<ul style="list-style-type: none"> • Emergence de prestataires, d'associations et d'ONG locales intervenants dans le domaine du développement rural et de la décentralisation • Consolidation des opérateurs des services financiers décentralisés 	<ul style="list-style-type: none"> • Manque de technicité • Inexistence de prestataires privés dans les zones enclavées les plus vulnérables • Faiblesse de la coordination de l'intervention des ONG au plan national • Absence d'harmonisation des pratiques en matière de développement rural 	<ul style="list-style-type: none"> • Pas de stratégie visant le développement du secteur privé et l'amélioration des prestations de ce secteur

INSTITUTIONS	FORCES	FAIBLESSES	OPPORTUNITES/MENACES
Collectivités Territoriales	<ul style="list-style-type: none"> • Implication croissante des Collectivités dans le développement économique • Appui des partenaires extérieurs pour le renforcement des capacités institutionnelles des Collectivités • Mise à disposition des Collectivités de nouveaux instruments financiers à travers l'ANICT pour le transfert des ressources 	<ul style="list-style-type: none"> • Faiblesses des ressources humaines et financières internes (faible recouvrement des taxes et des impôts locaux) • Faible prise en compte des besoins des groupes les plus vulnérables dans les plans de développement communaux (notamment les femmes et les jeunes). • Nombreuses compétences pas encore précisées par décret notamment celles ayant trait à l'organisation des activités agro sylvo pastorales et à la gestion des ressources naturelles 	<ul style="list-style-type: none"> • Engagement des pouvoirs publics à renforcer les capacités financières des Collectivités par le transfert des ressources en 2007 • Engagement des pouvoirs publics à renforcer et accélérer la déconcentration de l'administration • Transformation des Centres de Conseil Communaux en services communs (normalisation institutionnelle du dispositif)
Chambre d'Agriculture	<ul style="list-style-type: none"> • Forte mobilisation du monde rural lors des dernières élections des chambres en 2005 • Expérience dans le domaine de la formation • Initiatives en appui au développement des filières économiquement porteuses 	<ul style="list-style-type: none"> • Insuffisance des ressources transférées de l'Etat au Chambre d'Agriculture • Capacités d'intervention tributaires des ressources extérieures • Manque de clarification du rôle des chambres en matière de lobbying et de participation au dialogue sur les politiques de développement rural 	<ul style="list-style-type: none"> • Renforcement des capacités des OP • Structuration des filières
Organisations paysannes et leurs faïtières (CNOP)	<ul style="list-style-type: none"> • Existence de nombreuses organisations faïtières • Existence de la Coordination Nationale des Organisations Paysannes qui représente au niveau national les OP • Bonne capacité de négociation de la CNOP 	<ul style="list-style-type: none"> • Insuffisante structuration des paysans dans certaines régions (bande sahélienne et régions du nord) • Insuffisante structuration des producteurs autour d'intérêts économiques communs (filières ou segment de filières) • Insuffisance des ressources humaines et financières au sein des OP • Forte centralisation de la gestion par l'administration des projets visant à renforcer les capacités des OP 	Renforcement des capacités des OP à la base en en organisations faïtières

Key file 3: Complementary donor initiative/partnership potential

Agence	Secteurs prioritaires et domaines d'intérêts		Période couverte par la stratégie	Complémentarités et synergies possibles
Banque Mondiale	<i>Promotion de la croissance économique durable :</i> <ul style="list-style-type: none"> • appui à la petite irrigation villageoise ; • création du fonds de développement agricole géré par les OP devant financer la recherche, la vulgarisation et le renforcement des capacités des OP 	<i>Développement social</i> <ul style="list-style-type: none"> • éducation • santé • eau et assainissement <i>Bonne gouvernance</i> <ul style="list-style-type: none"> • Renforcement du PRSC (poverty reduction support credit) comme outil de dialogue sur les politiques 	Stratégie Assistance Pays en cours de préparation	<ul style="list-style-type: none"> • Participation aux missions et échanges avec la Banque Mondiale dans le cadre du PRSC. • Participation au Fonds de développement agricole
Banque Africaine de développement (BAD)	<i>Promotion de la croissance économique durable :</i> <ul style="list-style-type: none"> • appui au développement communautaire au Mali • appui à la micro finance dans la sous région Ouest africaine 	<i>Stratégie de croissance accélérée</i> <ul style="list-style-type: none"> • amélioration de la compétitivité et de l'environnement du secteur privé • renforcement des capacités et la participation des pauvres à la croissance • interventions concentrées sur les secteurs du développement rural et de l'équipement. 	2007-2011 2005-2009 ^a	Appui aux institutions de micro finance : consolidation / extension des réseaux de caisses d'épargne et de crédit
Banque Ouest Africaine de développement (BOAD)	<i>Promotion de la croissance économique durable</i> <ul style="list-style-type: none"> • Mécanismes de financement durable en faveur de femmes et des jeunes (micro crédit) • Désenclavement 	<i>Développement social</i> <ul style="list-style-type: none"> • Education • Santé • Eau et assainissement Infrastructures <ul style="list-style-type: none"> • Pistes rurales • Routes / ouvrages de franchissement 	Pas de cadre stratégique à moyen terme mais un alignement sur les cadres stratégiques nationaux	Infrastructures de désenclavement et d'accès aux marchés et aux services sociaux de base
Fonds Belge de Survie (FBS)		<i>Développement social</i> <ul style="list-style-type: none"> • Education • Santé et nutrition • Eau et assainissement 	Stratégie en cours d'élaboration	Amélioration de la qualité et de l'accès aux services sociaux de base
Coopération Danoise	<i>Promotion de la croissance économique durable</i>	<i>Bonne gouvernance</i>	2007-2010 2006-2011 ^b	Appui à la Cellule de planification et de suivi du Ministère de l'Agriculture

Agence	Secteurs prioritaires et domaines d'intérêts		Période couverte par la stratégie	Complémentarités et synergies possibles
	<ul style="list-style-type: none"> • Développement de l'agriculture • Approvisionnement en eau potable • assainissement et gestion des ressources en eau, • Secteur privé et promotion d'emploi • Droit de l'homme, démocratie et bonne gouvernance, • Appui budgétaire 			en vue de la mise en place du cadre des dépenses à moyen terme
Programme Alimentaire Mondial (PAM)	<i>Promotion de la croissance économique durable</i> <ul style="list-style-type: none"> • Développement de l'agriculture • renforcement des capacités 	<ul style="list-style-type: none"> • Appui à l'éducation de base, • Alimentation complémentaire et appui aux services communautaires de base, • Création d'actifs productifs, • Prévention et atténuation des catastrophes 	2003-2007 ^c	Partenariat dans le cadre des programmes Vivres Contre travail (VCT) et Vivres Contre Formation (VCF).
Fonds d'équipements des Nations Unies (FENU)	<i>Promotion de la croissance économique durable</i> <ul style="list-style-type: none"> • programme de micro finance au Mali 	<ul style="list-style-type: none"> • Renforcement du cadre institutionnel de la micro finance • Soutien au réseau de micro finance 	En cours de préparation	Participation à la définition et la mise en œuvre du programme de micro finance
Coopération Canadienne ^d	<ul style="list-style-type: none"> • Amélioration de l'accès aux services sociaux de base • Sécurisation et augmentation des revenus des ménages 	<ul style="list-style-type: none"> • Promotion de la paix et de la sécurité, de la bonne gouvernance et de l'Etat de droit 	2000-2010	Amélioration de l'accès aux services sociaux de base et Sécurisation des revenus des ménages

^a BAD, DSP Mali 2005-2009

^b Stratégie de coopération entre le Danemark et Mali, 2006-2011

^c PAM, Document de programme de pays-Mali, 2003-2007

^d Cadre de programmation pour le Mali : 2000-2010

Key file 4: Target group identification, priority issues and potential response

Typologie	Niveau de pauvreté et causes	Actions pour y remédier	Besoins prioritaires	Autres initiatives d'appui	Réponse du COSOP
Les agro pasteurs / agriculteurs (catégories les plus pauvres du point de vue monétaire / bande sahélienne)	Revenus environ 12000 Fcfa/mois/ personne Faible diversification des activités productives (agriculture et petit élevage) Localisés en partie dans des environnements dégradés et à faible potentialité agrophysiques Soumis aux aléas climatiques qui rendent les systèmes productifs très vulnérables Enclavement des zones de production Faible accès aux services sociaux de base Faible accès aux marchés et aux services agricoles Faible accès aux services financiers décentralisés Organisations paysannes inexistantes ou embryonnaires	Tentative de diversification des activités productives (femmes) mais freinées par les difficultés d'accès aux micro crédits, aux services agricoles et par le manque d'organisation Début de regroupement des producteurs en organisations paysannes de base	Diversifier les productions pour sécuriser les revenus et réduire la vulnérabilité aux aléas climatiques Valoriser les ressources naturelles disponibles (mares, bas fonds, eau souterraine) Gérer les ressources naturelles Développer les services financiers aux individus et aux groupements de producteurs Promouvoir les organisations paysannes de base et renforcer les capacités de celles existantes Développer, lorsque les OP de base existent, les services technico économiques aux producteurs : achat groupé, mise en marché, vulgarisation agricole	Intervention du Programme Alimentaire Mondial Création de magasins communaux de stockage des vivres Transferts de ressources financières des villes vers la campagne et des ressortissants extérieurs durant la période de soudure et au démarrage de la campagne agricole Projets des ONG et d'un petit nombre de donateurs Transfert progressif des ressources aux Collectivités Territoriales pour soutenir développement local	Investissements pour augmentation production et sécurisation des revenus : aménagement hydro agricoles, puits, restauration pâturages Investissements pour le désenclavement des zones de production Soutien implantation aux caisses de micro crédits dans zones faiblement couvertes par SFD Renforcement des capacités des organisations paysannes de base et faitières pour aider les producteurs en amont et en aval de la production Renforcement des capacités de gestion des ressources naturelles InvestissementS dans les secteurs de la santé, de l'alphabétisation/éducation et de l'eau potable
Petits éleveurs	Majorité d'éleveurs ne disposant pas d'un troupeau suffisant pour subvenir aux besoins vitaux du ménage	Migration des jeunes vers les villes régionales du nord du pays	Permettre aux éleveurs d'atteindre le seuil de viabilité pastorale Améliorer la productivité	Intervention d'urgence du Programme Alimentaire Mondial	Investissement dans l'hydraulique pastorale (accès aux pâturages), la création d'infrastructure

Typologie	Niveau de pauvreté et causes	Actions pour y remédier	Besoins prioritaires	Autres initiatives d'appui	Réponse du COSOP
	<p>Très forte vulnérabilité aux aléas climatiques et aux épizooties du bétail (crises récurrentes)</p> <p>Fort pression anthropique et animale sur les ressources naturelles</p> <p>Très faible accès aux services sociaux de base dont l'organisation est inadaptée à la mobilité des éleveurs</p> <p>Absence d'organisation des producteurs</p> <p>Faible transformation des produits et sous produits de l'élevage</p> <p>Faible diversification des sources de revenus</p> <p>Difficultés d'accès aux marchés et à l'information sur les prix</p> <p>Précarité liée aux épizooties du bétail</p>	<p>Commerce illicite du bétail avec les pays limitrophes (désavantageux et risqué pour les petits éleveurs)</p> <p>Début de diversification avec la culture de décrue et oasisienne</p>	<p>du bétail en développant l'offre de service vétérinaire</p> <p>Mettre à disposition des éleveurs les informations sur les prix sur les marchés</p> <p>Restaurer et gérer les ressources naturelles lorsqu'elles se raréfient du fait de la pression anthropique et animale</p> <p>Adapter l'offre des services sociaux de base à la mobilité des éleveurs</p> <p>Poser les bases d'organisation d'éleveurs avec une approche par filière</p> <p>Diversifier les sources de revenus en développant l'agriculture de décrue et oasisienne ainsi que la transformation des produits et sous produits animaux</p>	<p>Création de magasins communaux de stockage des vivres</p> <p>Transfert progressif des ressources aux Collectivités Territoriales</p> <p>Développement progressif des services techniques déconcentrés (appui conseil)</p> <p>Interventions des donateurs et des ONG</p>	<p>marchande</p> <p>Amélioration de la gestion concertée des ressources pastorales (meilleure gestion de la pression anthropique et animale)</p> <p>Soutien au secteur privé de la santé animale (vétérinaire)</p> <p>Dotations à l'investissement pour diversifier les sources de revenus (unité de transformation agro alimentaire)</p> <p>Appui aux Collectivités Territoriales pour le développement de stratégie alternative de livraison des services sociaux de base</p> <p>Soutien et développement des outils de communication (radio communautaire, téléphonie sur les marchés)</p>

Typologie	Niveau de pauvreté et causes	Actions pour y remédier	Besoins prioritaires	Autres initiatives d'appui	Réponse du COSOP
Jeunes & Femmes dont femmes chefs de ménages	<p>Faible niveau d'éducation et de formation</p> <p>Absence de moyens de production</p> <p>Faible accès au pouvoir et à la décision et moyens de financement</p> <p>Surcharge de travail en raison des activités domestiques</p>	<p>Migration des jeunes vers la ville durant la contre saison pour trouver un travail temporaire</p> <p>Femmes se retrouvent dans une situation d'extrême vulnérabilité</p>	<p>Renforcer et diversifier les moyens d'existence</p> <p>Améliorer l'accès aux ressources financières et au marché</p> <p>Améliorer l'accès aux services sociaux de base (eau potable, santé, éducation)</p> <p>Améliorer l'accès à l'information au pouvoir et à la décision</p>	<p>Appui pour permettre aux femmes/jeunes de participer au processus de formulation des PDESC et leadership au sein des organisations économiques et sociales</p> <p>Mobilisation sociale pour permettre aux femmes/jeunes d'avoir accès aux investissements productifs</p> <p>Renforcement des capacités des jeunes et groupements féminins constitués autour des activités génératrices de revenus: formation technique, alphabétisation fonctionnelle, commercialisation</p> <p>IEC: éducation nutritionnelle, hygiène, VIH/Sida</p>	<p>Appui à l'identification et la prise en compte des besoins des groupes vulnérables dans les plans de développement locaux</p> <p>Financement actions ciblées en faveur des jeunes et des femmes</p> <p>Mise en place de fonds pour l'appui aux AGR</p> <p>Renforcement des capacités à travers formations ciblées et alphabétisation</p> <p>Amélioration de l'accès aux services sociaux de base</p>

