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**Draft country programme document for Mali
(2013-2017)**

Contents

	<i>Paragraphs</i>	<i>Page</i>
I. Situation analysis	1-4	2
II. Past cooperation and lessons learned	5-6	3
III. Proposed programme	7-15	3
IV. Programme management, monitoring and evaluation	16-18	6
Annex		
Results and resources framework		7



I. Situation analysis

1. Mali has experienced economic growth of around 5 per cent per year between 2006 and 2011, but there has not been a corresponding increase in its socio-economic indicators.¹ The implications of this growth in terms of development have thus been relatively low. The poverty rate remains high at 57 per cent in rural areas and 31 per cent in urban ones, with a national average of 43.6 per cent. The population affected by multidimensional poverty is 56.4 per cent of the total.² The recent food crises, energy and political changes in the subregion have kept poverty reduction slow. Similarly, the income distribution index (Gini index, currently 0.36) rose significantly in recent years, highlighting a significant widening of inequalities. Mali is ranked 143rd in the world (out of 145 countries) in terms of gender inequality, with an index of 0.712. Thus, with a human development index (HDI) of 0.359 in 2011 (0.204 in 1990), Mali is still included in the category of least developed countries with low human development. With regard to the Millennium Development Goals (MDGs), Mali seems to be in a position where it could reach certain targets (education, access to clean water and the fight against HIV/AIDS) in 2015.

2. Besides this difficult development situation, the capacities of state institutions and civil society with regard to governance still need to be developed - although significant advances have been made in recent years - by stimulating trends towards democracy and modernizing and strengthening the institutional apparatus. The referendum on the revision of the basic texts of the Republic and the organization of elections (presidential and legislative) in 2012 will usher in twenty years of alternating governments and democratic consolidation. The risks of insecurity are of particular concern, however, and the situation has worsened in recent months. Today, the greatest threat in northern Mali is that of organized crime, to which one can add the renewed activities of the rebellion and the return of former fighters from Libya with large quantities of weapons.

3. Among the main factors that could affect development prospects in the medium term, of particular importance is the fact that over 70 per cent of Mali's population lives on agriculture, and the great majority practice subsistence farming. Moreover, the share of the primary sector in the gross domestic product (GDP), namely, 35 per cent, is subject to significant fluctuations, owing particularly to variability in rainfall and the far-reaching effects of climate change. The impact of the secondary and tertiary sectors in reducing poverty, particularly through job creation, is rather limited. Piggybacking on these factors in a more structural way are the threats associated with environmental degradation and climate change (drought, desertification and food insecurity). Indeed, strong environmental constraints negatively impact development and poverty reduction; such factors include the desert's advance of 15 km per year, the silting and drying up of streams, decreasing land productivity and increased food vulnerability.

4. The combined effects of an economy undergoing structural change and environmental pressures are exacerbated by high population pressure (up by 3.6 per cent), with an expected doubling of the population within 20 years (by which time nearly 60 per cent of the inhabitants of the country will be young). Challenges

¹ National Accounts of Mali, 2005-2010.

² Integrated light household survey (ELIM), 2011.

in the area of governance will be even more daunting, including facilitating equitable access by citizens to the opportunities for development through their participation in decision-making, and addressing the lack of transparency in governance, despite efforts already undertaken in this area.

II. Past cooperation and lessons learned

5. The 2008-2012 programme document focused on the four areas of democratic governance, poverty reduction and achieving the MDGs, energy and the environment, and the fight against HIV/AIDS. Significant gains have been made. First, UNDP was able, through a combination of policy advice and technical inputs, to help implement some critical elements of the country's development framework, which have already had an impact on budget allocations and indicators monitoring the development process, e.g. with the formulation of a development plan for the period up to 2025, the Growth and Poverty Reduction Strategy Paper (GPRSP), and the in-depth analyses carried out by the Human Development Report Office and its annual Human Development Reports for 2008 and 2010. Secondly, the State's capacity to provide essential services to the population, both centrally and through decentralized institutions, has been expanded. A leading example would be the joint UNDP/United Nations Capital Development Fund (UNCDF) programme entitled "Territorial development and territorial communities", which, in support of the national decentralization policy, has helped to strengthen decentralized development planning in line with the MDG priorities and to perfect the institutional development plan for the National Assembly.

6. The main lessons learned from past cooperation have been: (a) the critical importance of leadership and ownership of processes; (b) the centrality of an environment conducive to change, so as to maximize the results of assistance and strengthen sustainability; (c) the increasing importance of capacity-building for identifying strategic priorities, planning, resilience to threats and crises (security, environmental, political) and of creating economic opportunity; (d) the priority need to strengthen a development approach based on gender equality, while ensuring national budgeting that is sensitive to gender issues and facilitating the increasing presence of women in decision-making posts and harmonizing national legislation with the relevant international conventions; and (e) the need to strengthen capacities for ownership and strategic programme management through the establishment of the structures, capabilities and procedures required to ensure that the programming of foreign aid is fully aligned with the principles of the Paris Declaration on Aid Effectiveness.

III. Proposed programme

7. The strategy of the programme for 2013-2017 is in line with Mali's broader strategies (Growth and Poverty Reduction Strategy Paper, 2012-2017) and UNDP. It focuses on a number of elements: supporting Mali in mitigating vulnerabilities and threats of a sociopolitical, economic and environmental nature; the establishment of a durable foundation for an economy able to produce sustained and widely shared growth so that the country can move towards its vision of being an emerging economy; support of the State in its efforts to modernize and transform itself into an

efficient State more oriented towards providing quality services to citizens; and the adoption of specific measures to address gender disparities through interventions that take into account the underlying causes on various fronts (social, political, and economic). Three country programme outcomes have been selected, namely:

(a) Support for the diversification of the economic base so as to achieve accelerated, sustainable and inclusive growth.

8. First, national, regional and local capacities needed for the formulation of strategies, policies and programmes will be strengthened in order to firmly establish the foundations for better management of development and to achieve a sustainable reduction in poverty. The objective will be pursued through: an in-depth analysis of the major challenges raised in the GPRSP (gender, human rights, employment, urbanization, social welfare, pro-poor growth, achieving the MDGs, accelerated progress towards food security, adaptation to climate change) will help shape new legislative initiatives; the preparation of the necessary strategies; the design of new programmes to support the implementation of policy changes. This effort will include support for local communities in their efforts to plan and implement decentralized plans in order to ensure the same stock-taking at the local level.

9. Secondly, the programme will support implementation of the framework for accelerating the achievement of the MDGs (especially MDG 1) through support for some elements of Initiative 166, an out-reach programme to assist the most vulnerable communities. It will contribute to major projects now under way to reduce poverty and boost growth, programmes such as "Territorial communities and local development" and "Initiative 166" (poorest communities), whose achievements have been proven in terms of both strengthening capacities for local development planning that includes the MDGs and developing local ownership of the implementation of that planning. Thirdly, it will expand the access of small farmers (especially women and rural youth) to economic opportunities that enable farmers to improve production and productivity, diversify, process and export quality products and will facilitate access to energy diversification (alternative sources of energy) and a wider range of innovative financial products, including microcredit, in partnership with UNCDF and the International Fund for Agricultural Development (IFAD).

10. The fourth and final component will focus on the basic natural resources that provide an important foundation for economic activity, job creation and income generation. The development of a development strategy called "a green and climate-resilient economy" will make it possible to translate these policies and strategies into concrete activities through sectoral investment plans and new programme initiatives, particularly in the areas of adaptation and mitigation, the promotion of better access to international "green" financing, support for the establishment and management of a national climate fund, and the strengthening of the Agency for the environment and sustainable development for the coordination of environmental measures and action on climate change.

(b) Capacity-building in the public services, institutions and civil society in governance and human rights.

11. The implementation of the National Governance Plan (developed after national diagnosis of the governance situation) will be supported as part of a multi-institutional partnership. The implementation of institutional reforms that have been put to a referendum will be another priority action area, with particular emphasis on components that support the decentralization and modernization of institutions, by supporting the establishment of the structures and capacities needed to achieve the objectives of aid effectiveness and its ownership in accordance with the Declarations of Paris, Accra and Busan, and the strengthening of institutional leadership, capacities for communication for development and for results-based management. In the latter area, support will be provided, in partnership with the Ministry of State Reform and the Commissariat for Institutional Development, for the introduction of legislation, capacities and instruments and the development of the programmes needed to ensure a transformation of how the administration functions so as to develop a public service that fully meets the needs of citizens. Finally, at the request of the Government and the Global Fund to fight AIDS, Tuberculosis and Malaria, UNDP will facilitate the deployment of the national response to HIV-AIDS, with a focus on governance and development based on the rights of people living with HIV/AIDS.

12. The reform of the justice system and the promotion of human rights will also figure in a joint United Nations programme focusing on five key challenges, identified in concert with the Government: economic, social and cultural rights; access to justice; and strengthening the Office of the Ombudsperson and the National Commission on Human Rights and the monitoring of compliance with conventions. The main results expected are: the development of a national vision and strategy for full realization of economic, social and cultural rights; the identification of bottlenecks impeding access to justice and the development of an action plan; strengthening of the capacities of the Ombudsman for better mediation between citizens and the Government; strengthening of the National Commission on Human Rights on the basis of the Paris Principles; regular citizen involvement in the production of the reports required under international human rights conventions and the introduction of an effective and transparent mechanism to monitor the recommendations following the submission of those reports.

13. The deepening of citizen participation will be a particular priority and will be the focal point of UNDP assistance, notably through: access to information by introducing powerful tools that will facilitate the gathering of important public documents and access to those documents to enable democratic monitoring of government activities; increasing accountability and transparency of government services with the introduction of mechanisms for periodic review of the effectiveness of State activities and services; education for citizenship; the promotion of volunteerism and civil society by facilitating the establishment of platforms for dialogue between the Government and civil society, as well as mechanisms for strengthening the coordination of civil society; strengthening the media.

(c) Mitigating the threats stemming from insecurity and disasters.

14. In response to the deteriorating security in the subregion, especially in northern Mali, a peace and security programme will help strengthen the ability of

the State and decentralized communities to provide security and civil protection, promote the participation of all stakeholders (communities, women, youth, etc..) in the management of issues relating to peace and security and develop income-generating and job-creating activities to benefit the most vulnerable (women and youth).

15. A different class of threats will be addressed by strengthening the capacity of the State and the decentralized communities to anticipate and manage unexpected events and crises. These capabilities will be strengthened through support for the implementation of the strategy and national action plan for disaster risk reduction.

IV. Programme management, monitoring and evaluation

16. The application of the NEX/NIM (national execution/national implementation) modality will be the norm. The use of the direct implementation modality will be the exception. To ensure results-based management, tracking and monitoring of results will be part of continuous programming in concert with the partners. Programme performance on gender issues will be evaluated annually in partnership with UN Women.

17. The implementation of the new programme will require the establishment, within the UNDP office, of three modules to cover the results targeted, which will make it possible to link the analyses, strategies and approaches in order to achieve desired results. Better integration between the programme and operations, built on the work flow reviewed and streamlined in 2011, will also be promoted. The likelihood of having to manage significant resources (fight against HIV/AIDS and environment), if confirmed, will necessitate the expansion and diversification of staff in those areas.

18. There are a number of risks, related mainly to the worsening economic and financial crisis and its impact on resource mobilization, as well as weaknesses in the system for monitoring and controlling implementation (especially budgets) at the national level. UNDP will adopt a strategy aimed at mitigating those risks through diversification in the partners involved so as to ensure the availability of resources and enhanced capabilities in terms of programme management. Resources will also be invested to strengthen links with regional initiatives relating to security management and the environment, especially those in the economic area (West African Economic and Monetary Union, Economic Community of West African States), and in energy and trade, which will offer many opportunities to develop South-South partnerships.

Annex

UNDP results and resources framework for Mali, 2013-2017

National priority or goal: Sustainable pro-poor growth					
CP/UNDAF Outcome 1: Diversification of the bases of the economy leading to accelerated sustainable growth that is widely shared.					
Government partner contribution	Other partner contributions	UNDP contribution	Indicator(s), baseline(s) and target(s) for UNDP contributions	Indicative country programme outputs	Indicative resources by outcome (\$)
Government will guide the planning of priorities and mobilization of resources; it will ensure the preparation of a normative framework to stimulate the private and trade sectors; it will develop a national policy covering jobs, vocational training and social welfare; it will monitor respect for environmental norms.	The United Nations system and the technical and financial partners will provide technical and financial support towards the implementation of the GPRSP and will make contributions to the Mali Climate Fund and to policies linked to climate change; the private sector will participate in partnerships created to design and implement job-creation programmes; civil society will mobilize communities and provide follow-up to actions on issues of sustainable development and climate change.	UNDP will contribute to the development of policies and strategies favouring an economy that is green and resilient to climate change, poverty reduction, regional and gender disparities and the intensification of initiatives aimed at achieving the MDGs through (i) in-depth studies and analyses; (ii) support for strengthening the statistical system in order to obtain credible data; (iii) support for actors with a view to establishing a framework that favours investment, the development of the private sector and the creation of jobs; and (iv) implementation of policies and strategies promoting a green economy that is resilient to climate change with the Agency for the Environment and Sustainable Development.	<p>Use of analyses to design policies (Baseline: strategy for accelerated growth, framework law on the private sector; Target: national aid policy, foreign trade policy);</p> <p>Rate of progress towards the MDGs in the 166 communities (school enrolment rate in the 166 communities - Baseline: 50%; Target: 80%);</p> <p>Export volume for various agricultural products (mangoes) (Baseline: 19 630 tons; Target: 30 000 tons)</p> <p>Number of procedures required to establish a business (Baseline: 11; Target: 7)</p> <p>Number of economic, social and cultural development plans that take climate change into account (Baseline: 15; Target: 50)</p> <p>Extent to which the resources of partners that have contributed to the Mali Climate Fund have been mobilized (Baseline: \$0; Target: \$5 000 000).</p>	<p>The programme document for Initiative 166 and the Framework for accelerating the achievement of the MDGs have been implemented;</p> <p>Integration in the commercial system has been strengthened through diversification of supply and the strengthening of the productive and commercial capacities of the producers of non-traditional products;</p> <p>The capacities of the State and the local communities to implement and monitor the GPRSP have been strengthened;</p> <p>The Mali Climate Fund has been set up and a portfolio of projects has been drawn up, financed and implemented.</p>	<p>Regular: 6,031,000 Other: 5,000,000</p>