Country Development Cooperation Strategy
Mali Forward
2015-2020

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List of Acronyms and Abbreviations

A/COR	Agreement/Contract Officer Representative
AEG	USAID/Mali Accelerated Economic Growth Office
AFD	French Agency for Development
AGIR	Global Alliance for Resilience in the Sahel and West Africa
ALP	Accelerate Learning Programs
AMTSL	Active Management of Third Stage of Labor
AQIM	Al Qaeda in the Islamic Maghreb
ARI	Acute Respiratory Infections
AT+	AIDTracker Plus
AU	African Union
AVRDC	World Vegetable Center, previously known as the Asian Vegetable Research and Development Center
BICIM	Banque Internationale pour le Commerce et l'Industrie du Mali
CAADP	Comprehensive Africa Agriculture Development Program
CBO	Community Based Organizations
CBJ	Congressional Budget Justification
CDC	Centers for Disease Control
CDCS	Country Development Cooperation Strategy
CEPPS	Consortium for Elections and Political Process Strengthening
CIDA	Canadian International Development Agency
CGSP	Contrôle Générale des Services Publics
CIA	Central Intelligence Agency
CILSS	Comité Permanent Inter-Etats de Lutte contre la Sécheresse dans le Sahel/ Permanent Interstate Committee for Drought Control in the Sahel
CLA	Collaborating, Learning and Adapting
CLTS	Community Led Total Sanitation
CMM	Conflict Management and Mitigation
CPR	Contraceptive Prevalence Rate
CRSP	Collaborative Research Support Program
CSCOM	Community Health Centers
CSCRP	Cadre Stratégique pour la Croissance et la Réduction de la Pauvreté (Mali)
CSO	Civil Society Organizations
CVC	Cereal Value Chain
CVE	Countering Violent Extremism
DA	Development Assistance
DCA	Development Credit Authority
DDL	Development Data Library
DFAP	Development Food Assistance Program
DG	Democracy and Governance
DHS	Demographic Health Survey
DO	Development Objective
DOC	Development Outreach and Communications
DOD	Department of Defense
DOS	Department of State
DRG	Democracy, Human Rights and Governance
ECOWAS	Economic Community of West African States
EDU	USAID/Mali Education Office
EGRA	Early Grade Reading Assessment
EOC	Ebola Operations Center

EPCMD	Ending Preventable Child and Maternal Death
EU	European Union
EVD	Ebola Virus Disease
FAO	UN Food and Agricultural Organization
FEWs Net	Famine Early Warning Systems Network
FFP	Food for Peace
FSW	Female Sex Workers
FSN	Foreign Service National
FTF	Feed the Future
FY	Fiscal Year
G2G	Government-to-Government
GBV	Gender Based Violence
GCC	Global Climate Change
GDI	Gender Related Development Index
GDP	Gross Domestic Product
GFATM	Global Fund to Fight AIDS, TB, and Malaria
GHI	Global Health Initiative
GHP	Global Health Programs
GII	Gender Inequality Index
GIS	Geographic Information System
GIZ	Deutsche Gesellschaft fur Internationale Zusamenarbeit
GJD	Governing Justly and Democratically
GHSA	Global Health Security Agenda
GOM	Government of Mali
GPRSP	Growth and Poverty Reduction Strategy Paper
HBB	Helping Babies Breathe
HDI	Human Development Index
HIHS	High-Impact Health Services
HMIS	Health Management Information System
HSS	Health Systems Strengthening
IBK	President Ibrahim Boubacar Keita
ICASS	International Cooperative Administrative Support Services
ICRAF	World Agroforestry Centre, formerly known as the International Centre for Research in Agroforestry
ICRISAT	International Crops Research Institute for the Semi-Arid Tropics
ICS	Integrated Country Strategy
ICT	Integrated Communication Technology
IDP	Internally Displaced Persons
IFDC	International Fertilizer Development Center
IFM	Institut de Formation des Maitres
IMF	International Monetary Fund
INL	International Narcotics and Law Enforcement
IR	Intermediate Result
IRC	International Red Cross
IRI	International Research Institute
IRS	Indoor Residual Spraying
JPC	Joint Planning Cell
KfW	Kreditanstalt fur Wiederaufbau
L4G	Livestock for Growth
LGBT	Lesbian, Gay, Bisexual and Transgender
MAF	Malian Armed Forces
MCC	Millennium Challenge Corporation
ME&L	Monitoring, Evaluation and Adaptive Learning
MINUSMA	United Nations Multidimensional Integrated

	Stabilization Mission in Mali
MNLA	National Movement for the Liberation of Azawad
MOE	Ministry of Education
MOH	Ministry of Health
MPFEF	Ministre de Promotion des Femmes, Enfants, et de la Famille
MSM	Men who have sex with Men
MTI	Mali Transition Initiative
MYAP	Multi-Year Assistance Program
NGA	National Geospatial-Intelligence Agency
NGO	Non-Governmental Organization
NIH	National Institutes of Health
NTDs	Neglected Tropical Diseases
OCHA	UN Office for the Coordination of Humanitarian Affairs
ODF	Open Defecation Free
OE	Operating Expenses
OFDA	Office of Foreign Disaster Assistance
OGAC	Office of the Global AIDS Coordinator
OMAES	Oeuvre Malienne d'Aide à l'Enfance du Sahel
ONU Femmes	United Nations Women
ORF	Oral/reading/fluency
OTI	Office of Transition Initiatives
P&S	Peace and Security
PADASO	Programme d'appui au développement durable de l'élevage au Sahel occidental
PAG	Programme d'Actions du Gouvernement (Mali)
PAJE-Nieta	Projet d'Appui aux Jeunes Entrepreneurs
PAPEM	Projet d'Appui au Processus Electoral du Mali
PAPU	Plan d'Action Prioritaires d'Urgence (Mali)
PAT-M	Programme d'Appui à la Transition – Mali
PC	Peace Corps
PDDSS	Health and Social Development Plan (Mali)
PDG	USAID/Mali Peace, Democracy and Governance Office
PDSEC	Plan de Développement Economique, Social et Culturel (Mali)
PEPFAR	President's Emergency Plan For AIDS Relief
PFM	Public Financial Management
PISE	Programme d'Investissement Sectorial en Education (Mali)
PKO	Peace Keeping Operations
PLWHA	People Living With HIV/AIDS
PMI	President's Malaria Initiative
PMP	Performance Management Plan
PMT	Project Management Team
PNCC	Stratégie Nationale Changements Climatiques (Mali)
PNG	Politique Nationale Genre (Mali)
PNIP-SA	Programme National d'Investissement Prioritaire dans le Secteur Agricole (Mali)

PNISA	Programme National d'Investissement dans le Secteur Agricole (Mali)
PPF	Post-Partum Family Planning
PRM	Population, Refugees and Migration
PRED	Plan de Relance Durable du Mali
PRODEC	Programme Décennal de Développment de l'Education (Mali)
PRODESS	Programme sur le Développement Sociale et de la Santé (Mali)
PTF	Les Partenaires Techniques et Financiers
QDDR	Quadrennial Development and Diplomacy Review
RARE	Reseau d'Acteurs pour le Renouveau de l'Education
ROL	Rule of Law
SAI	Supreme Audit Institution
SBCC/SM	Social and Behavior Change Communication and Social Marketing
SD	Service Delivery
SGBV	Sexual and Gender Based Violence
SGI	Security Governance Initiative
SIDA	Swedish International Development Agency
SIRA	Selective Integrated Reading Activity
SPRING	Strengthening Partnerships, Results, and Innovations in Nutrition Globally
STI	Sexually Transmitted Infections
TBD	To Be Determined
TCN	Third Country Nationals
TDR	Traditional Dispute Resolution
TIR	Transition Intermediate Results
TSCTP	Trans-Saharan Counter Terrorism Partnership
TO	Transition Objective
UN	United Nations
UNDP	United Nations Development Programme
UNDESA	United Nations Department of Economic and Social Affairs
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNAIDS	Joint UN Programme on HIV/AIDS
USAID	United States Agency for International Development
USDH	United States Direct Hires
USG	United States Government
USIP	United States Institute of Peace
USPSC	United States Personal Services Contractors
WASH	Water, Sanitation and Hygiene
WB	World Bank
WFP	World Food Programme
WHO	World Health Organization
WPS	Women, Peace and Security

Executive Summary

Working with the government and the people of Mali, USAID has achieved positive results over the last 50 years. However, USAID's continued presence is testament to the fact that Mali's development challenges are deep-rooted and complex. Mali faces a large-scale developmental, governance and security crisis that presents both an urgent emergency and a chronic problem, with repeated and acute food security and humanitarian crises. As a legacy of the March 2012 coup d'état and violent conflict, 135, 000 Malians remain as refugees in neighboring countries, 86,000 Malians are internally displaced,[1] and approximately 1.9 million people required sustained emergency food assistance in 2014. Despite the normalization of democratic institutions following the Presidential and National Assembly elections, the political climate in Mali remains highly uncertain. Armed rebel bandits, illicit traffickers and "terrorist" groups remain active throughout the country, occupying territory in Northern Mali which accounts for almost two-thirds of the country. Now that a peace agreement has been reached, U.S. and international engagement during the initial post-accord period will be critical in helping the Malian government demonstrate immediate and tangible benefits while laying the foundation for an enduring peace.

This Country Development Cooperation Strategy (CDCS) for Mali builds on USAID's earlier work while taking into account the institutional weaknesses and fragility that led to the 2012 coup and ongoing conflict. Importantly, this CDCS applies analysis and lessons learned from previous generations of programming to attempt to tackle, through cross-sectoral approaches and integration, the major obstacles to securing a democratic, resilient, and prosperous future for Malians. Mali's most pressing needs in the North will be addressed through a Transition Objective in the short term while on-going development programming in the southern regions will be brought to scale, country-wide, once a negotiated peace accord and security permit. Through integration of governance and resilience across traditional technical sectors of economic growth, education, democracy, rights and governance and health, USAID/Mali will leverage expertise and resources to target Mali's institutional weaknesses while contributing to ending extreme poverty. Previous attempts at cross-sectoral programming were concentrated on individual projects – this strategy differs in that integration will take place across the entire Mission, demanding a whole-of-mission contribution to tackle Mali's development challenges. This strategy encourages gender integration throughout all program areas, harnesses new technologies and employs best practices in monitoring and evaluation. This approach will ensure the most cost-effective and sustainable investment of American foreign assistance dollars in Mali.

USAID/Mali's projected $600 million in investments for fiscal years (FY) 2016-2020 will seek the following goal: "***Malians secure a democratic, resilient and prosperous future***" through the following four objectives:

1) Stabilization of Conflict-Affected Areas Reinforced (transition)
2) Public Trust in Government Improved (governance)
3) Adaptive Capacity of Vulnerable Communities and Households Improved (resilience)
4) Socio-Economic Well-Being Advanced (prosperity)

The development and validation of the CDCS has been done in consultation with key stakeholders across the Malian government, the international donor community and civil society, the United States Government (USG) in Washington and in Mali. With the contribution of each stakeholder, implementation of this strategy will result in sustainable, broad-based development outcomes and positive impact for Malians.
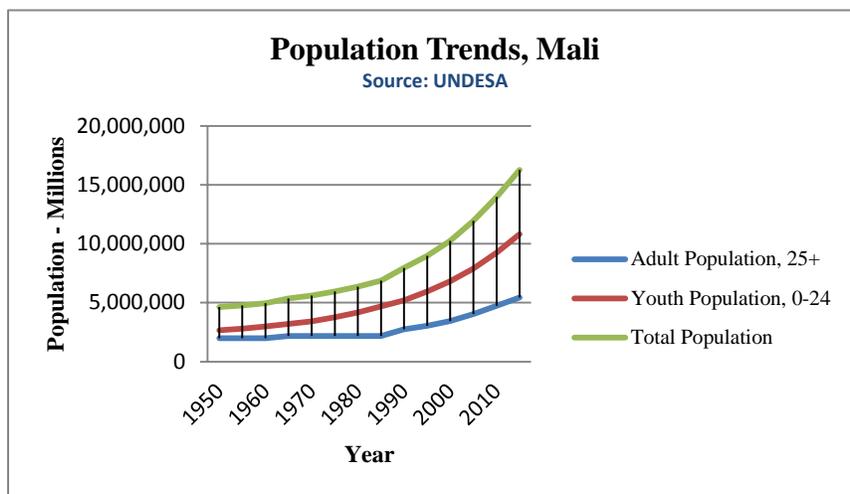
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[1] UNHCR - http://data.unhcr.org/SahelSituation/country.php?id=501, accessed 3/25/2015

I. Development Context, Challenges and Opportunities

With immense security and developmental challenges, Mali is one of the poorest countries in the world. Mali has a population of nearly 16.5 million (2015), Gross Domestic Product (GDP) of roughly $12 billion (2014) and GDP per-capita of $1,700 (2014). With just over 50% of the population living in extreme poverty on less than $1.25/day and a life expectancy of 55 years, Mali ranks 176 out of 187 according to the 2014 United Nation's (UN) Human Development Index. Historically, Malians have faced numerous obstacles such as lack of education and economic opportunities, chronic malnutrition and food insecurity, an inadequate health care system, endemic corruption and weak institutions, and recurring insecurity due to conflict. In the post-coup era, Mali has formed a new government and has received increased focus and support from the international community. This presents an opportunity for Malians to confront these challenges and to forge a new future.

According to the United Nations Department of Economic and Social Affairs (UNDESA), youth (25 and younger) represent 67% of Mali's population.[2] Mali's youth are a source of great dynamism, yet they are particularly underserved by the educational system, are struggling to recover from the effects of violent conflict, and lack the basic skills and abilities they need to earn a living. The vast majority of youth in Mali is thus undereducated and underemployed, and left unaddressed, this could further exacerbate instability and increase vulnerability to recruitment by extremist groups. Lack of access to education and opportunities is particularly severe for female youth, only four in ten of whom have gone to school. While Mali has achieved increased access to education over the past five years, the system faces significant challenges, including high teacher absenteeism, poor educational achievements leading to high levels of grade repetition,[3] lack of evidence-based reading materials, damage and destruction of schools in the North and demand exceeding capacity for southern schools to absorb the influx of Internally Displaced Persons (IDPs) from the North. Thirty-four percent of Malians are literate (21% of women and 38% of men aged 15-49), a figure that drops significantly in rural areas, which represent 65% of the population, and particularly among women.

Population Trends, Mali
Source: UNDESA

The economy of Mali is highly dependent on rain-fed agriculture and pastoral activities. Agriculture accounts for more than 35% of GDP and 80% of livelihoods, but year-to-year growth rates have been highly variable, reflecting vulnerability to the vagaries of weather, policy changes, and external shocks. Mali's potential for irrigated agriculture, livestock production and inland fisheries are significant; however, increased population pressure on land and water resources, uncertain land tenure conditions, climate change, and an educational system that falls short of preparing students for productive jobs in a growing agro-food economy are key challenges. Poor policies that weaken private-sector incentives to invest and weak agricultural extension services further impede progress.[4] Poor policy has also negatively impacted trade and investment. Mali ranks 146 out of 189 countries in the World Bank Group's 2015 ease of doing business report, with *trading across borders* and *starting a business* among Mali's lowest ranking indicators. Despite these trends, there have been improvements in some key infrastructure, for

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[2] Population Trends Graph: http://esa.un.org/unpd/wpp/unpp/p2k0data.asp, accessed 3/19/2015
[3] According to UNESCO data, Grade 5 is repeated 18% in Mali, compared to 3% in the Gambia and 5% in Senegal.
[4] Mali Agricultural Sector Assessment, 2011, Michigan State University Food Security Team.

example, mobile phone subscription rates rose from 3,000 in 1997 to over 23 million in 2014.[5]

Mali's healthcare system is weak and lacks adequate resources, contributing to the country having some of the worst health care indicators in the world. Health practices such as increased immunizations have improved; however, with only ten percent of women reporting use of modern contraceptives, the fertility rate has remained high at over six children per woman (2015). The mortality rate for children under five dropped from 191/1,000 live births in 2006 to 95/1,000 in 2013 and the maternal mortality ratio is 368/100,000 live births in 2013. Due to the conflict, much of the physical health infrastructure in northern Mali has been destroyed, making it difficult to provide health care services. The recent Ebola Virus Disease (EVD) outbreak in West Africa has presented new challenges in Mali, and underlined the weaknesses of the healthcare system. However, with concerted donor support, Mali's response and establishment of the Ebola Operation Center (EOC) demonstrated the Government of Mali's (GOM) ability to coordinate effectively and could serve as a model to further strengthen their response to future threats from infectious disease, as is envisioned by the United States Government's (USG) Global Health Security Agenda (GHSA).

The most recent presidential and Parliamentary elections were deemed free and fair, but only 10% of Parliament is female. Further compounding issues of gender inequality at the highest levels of government, a recent GOM reshuffling resulted in a decline from five to three female ministers. Planned local elections in 2015 will be critical for bringing citizens closer to their government. The GOM has launched several anti-corruption initiatives, including the establishment of a general auditor's office, but enforcement of findings is lacking. Mali ranks 115 out of 175 on the 2014 Transparency International Corruption Perception Index. The Press is considered relatively free for Africa, though financial viability tarnishes independence; freedoms of assembly and association are respected. The Minister of Decentralization has pledged an ambitious goal to increase revenue allocation from the national level to the regions, from its current 12% to 30% by 2020. Ensuring capacity to manage resources effectively will be a priority.

While the GOM is committed to brokering a peace deal and reconciling the country, the process has been slow and the spread of violent extremism will continue to threaten security in many parts of the country. This creates serious consequences for delivering much needed development assistance to conflict-affected areas and commands the need for flexible, responsive programming.

In response to these challenges, USAID/Mali's proposed five year strategy will support the following goal: *Malians secure a democratic, resilient and prosperous future*. Inherent in this goal statement and USAID's strategy is the recognition that Malian women and girls have traditionally faced unique development challenges that have not been systematically addressed. The situation in Mali presents opportunities to advance gender equality and support inclusive development, while at the same time poses new challenges in certain areas such as gender-based violence (GBV). While cultural, political and economic constraints severely limit the potential for rapid change in the situation of Malian women and other marginalized groups, strategic investments can contribute to sustainably improving the ability of women and girls to play active roles in achieving the Country Development Cooperation Strategy (CDCS) goal. The Mission has challenged design teams to mainstream gender activities that promote women and girl's empowerment, women's role in peace processes, and prevention of GBV across all sectors, recognizing that only when assistance is implemented in an inclusive manner can broad-based development goals be achieved.

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[5] Groupe Speciale Mobil Association (GSMA) – www.gsmaintelligence.com/markets/2264/dashboard/ accessed: 9/2015
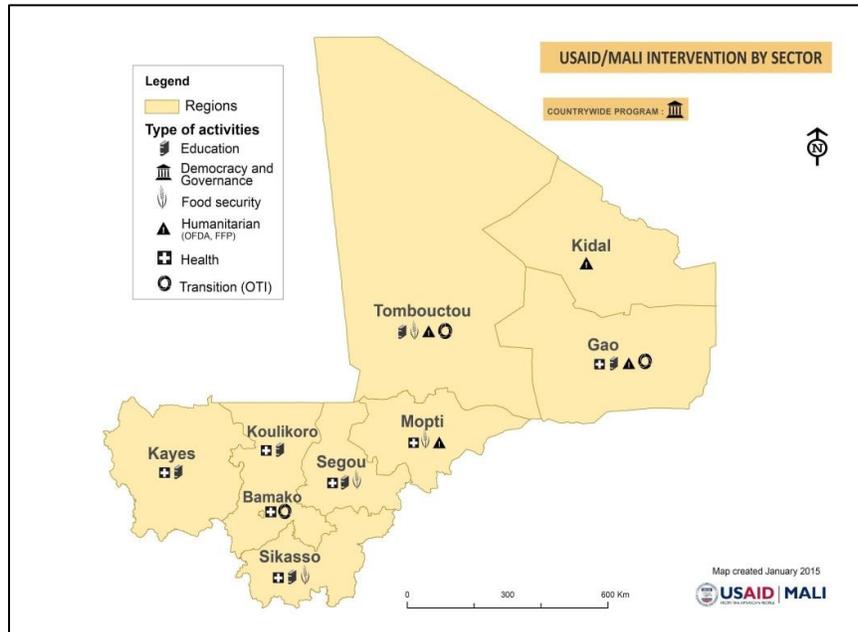
Unique to previous USAID/Mali strategies, USAID will pursue a two-pronged approach that integrates improved governance and resilience across USAID's traditional technical assistance sectors of health, economic growth, and education. Leveraging governance and resilience expertise and resources, the Mission will target Mali's institutional weaknesses and extreme poverty through an integrated approach. At the same time, reduced stove-piping will contribute to increased cost-effectiveness and sustainability of USAID investments. Integrating **governance** into the Mission's prosperity work will reinforce Mission efforts for inclusive development and reduction of extreme poverty through combatting corruption and making local governments more responsive. Integrating **resilience** will ensure that the needs of extremely poor, vulnerable communities, households and people are addressed, increasing their ability to reduce and manage risks, and reducing their dependency on humanitarian aid.

With traditional development assistance to the North hampered due to security and limited access, USAID will pursue a **Transition Objective (TO)** over the next two to three years that will deliver near-term tangible humanitarian and stabilization support at the community level. Programming under the Transition Objective will help to mitigate conflict within and among ethnic groups, support peaceful democratic transition and enhance reconciliation and security through essential public services support, employment opportunities, and conflict mediation for citizens residing in the North, including IDPs and refugees affected by the ongoing conflict and vulnerable to extremism. Males, females, adults, and youth face different challenges in reintegrating into their communities, especially in the case of survivors of sexual GBV. Thus, the Mission will conduct analysis of these constraints when designing specific interventions for IDPs. Recognizing the important role women play in peace processes, the Mission, through Office of Transition Initiatives (OTI) activities, Trans-Saharan Counter Terrorism Partnership (TSCTP) programming, and elections and political processes assistance, will also support and encourage women's participation in community and peace building activities.

Once security permits, USAID intends to scale core **Governance, Resilience and Prosperity Programming** on-going in the rest of the country to areas in the North. This includes strengthening public delivery of health and education services, and fostering economic growth, particularly in the agricultural sector, to boost incomes, nutrition, and employment. Emphasis will be placed on youth and women. USAID will support institutional strengthening in direct partnership with the Malian Government, furthering the GOM's decentralization goals and strengthening the public's trust in government. In addition, through strategic partnerships with the private sector, USAID will scale-up adoption of technology and innovation to boost economic opportunities and prosperity over the longer term.

U.S. Foreign Policy and National Security Considerations

> *...the United States is fully committed to supporting regional counterterrorism efforts and to the wider promotion of stability across the Sahel region... President Obama...announced the **Security Governance Initiative** in August 2014...This initiative will provide tailored support to national capacity-building and security sector governance, including through access to justice, countering transnational threats, and contributing to regional and international security and stability. Across the Sahel, the United States provides assistance to build the capacity of military, law enforcement, and civilian actors through the **Trans-Sahara Counterterrorism Partnership** and other initiatives. We also remain committed to continuing our long-standing efforts to address the serious humanitarian and development challenges in the region. The United States has provided over $275 million in 2014 for humanitarian aid to the region.*
>
> - Secretary of State, John Kerry
> December 11, 2014

USG interests in Mali and the region seek to counter the cross-border threats that pose a risk to global and regional peace and security, public health, and economic growth. President Obama announced Mali as one of six countries to participate in the Security Governance Initiative (SGI), launched to help African countries improve the capacity of security sector institutions to protect civilians and confront challenges and threats that hinder economic growth and development. USAID/Mali will help serve these broad strategic interests by countering violent extremism, mitigating the impacts of climate change and infectious diseases like Malaria, HIV/AIDS, and Ebola, and by expanding educational and economic opportunities for youth in order to address "the underlying grievances and conflicts that feed extremism."[6] Through its continued engagement with defense and development partners, the Malian government, local civic groups, like-minded donors, and a new generation of innovators, USAID/Mali will address these complex development challenges that do not respect political borders.

As stated in the Embassy's Integrated Country Strategy (ICS) for FYs 2015-2017, Mali is emerging from the most serious, multi-faceted challenges it has faced since independence, including a January 2012 rebellion in the North, a coup d'état followed by an attempted counter coup, and loss of the Northern two-thirds of the country to violent extremist groups. Once lauded for over 20 years of democratic stability, Mali's crises have highlighted serious flaws in the country's democratic system and revealed the fragility of Mali's governmental institutions. Located at the center of the Sahel where traffickers and terrorists seek safe haven, restoring stability to Mali will serve as a crucial linchpin as we confront terrorism in this volatile region. French and international forces through the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA), the third largest UN Peacekeeping Mission in the world, seek to protect Mali's territorial integrity while encouraging continued progress in implementing the peace accord and supporting reconciliation.[7]

Against this profoundly weak security backdrop, Mali has begun to rebuild itself and restore democracy with USAID foreign assistance having played a critical role in the rebuilding effort. Following the coup d'état, most development programs were suspended with the exception of development assistance targeting improved food security, elections support and life-saving programs. With concerted USG and other donor support, Mali ushered in a democratically-elected government in September 2013, with President Ibrahim Boubacar Keita (IBK) having received 77% of the vote in an election with an historically high voter turnout. Following the inauguration of IBK, USG legal and policy restrictions were lifted, and all development programming resumed. Malians then elected their National Assembly in November and December 2013, again with historically high, if lesser, turnout. Municipal elections, while having faced delays, are planned for late 2015 and deemed critical for bringing government closer to citizens.

While the IBK Government has made national reconciliation a top priority, continued violence and civilian

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[6] President Obama addressing the UN General Assembly, September 2014,
[7] U.S. Embassy Bamako Integrated Country Strategy (2015-2017), Chief of Mission priorities, page 1.

unrest threaten to derail the peace process. In 2014, Mali was recognized as the most deadly place for UN personnel, with 28 peacekeepers killed between June and October of that year.[8] Assistance interventions targeting vulnerable and perilous regions in Northern Mali in strategic coordination with the Office of Transition Initiatives (OTI), Office of Foreign Disaster Assistance (OFDA), and Food for Peace (FFP) programs, have provided vital security, reconciliation support, and emergency aid.

Successful elections, the securing of much of the formerly occupied territories, and the resumption of foreign aid, however, do not guarantee that Mali will continue on the path toward prosperity. The underlying institutional weaknesses in the governing system that were unobserved, or ignored, by many Malians and international actors before the crisis could easily manifest again if political actors are not held accountable by citizens and donors. As USAID/Mali's 2014 Democracy, Human Rights and Governance (DRG) Assessment (available on www.usaid.gov/mali) noted, the "consensual nature of governing, and the institutional failure to hold politicians accountable for their actions, fostered public perceptions of unchecked corruption and patronage amongst political elites." The end result, as observed in the assessment by journalist Peter Tinti (and former USAID/Mali colleague), "was an incestuous, self-enriching political class in Bamako, a proliferation of state-supported militias tied to business interests in the North and the hollowing out of state institutions." Unless the root causes that led to rebellions and state collapse are addressed, the DRG assessment concludes, "Mali will remain extremely vulnerable to political instability, the continuation of business-as-usual, and renewed conflict."

US Development Assistance to Mali, 2010-2015 [9]
Source: Foreign Assistance Dashboard

Legend:
- Humanitarian Assistance
- Environment
- Economic Development
- Education and Social Services
- Health
- DRG
- Peace and Security

All years are base appropriation, unless otherwise noted.

2012* - Peace & Security is base OCO
2013* - Peace & Security is 12.7 base OCO and 7.2 base appropriation
2015^ - Request amounts

Y-axis: Millions of US Dollars (0 to 240)
X-axis: Fiscal Year (2010, 2011, 2012*, 2013*, 2014, 2015^)

As part of a complex region, the Sahel is plagued by chronic poverty, instability, conflict, and rising extremism. USAID/Mali, working in concert with regional USAID platforms and the USG more broadly, seeks to address development challenges in this fragile and evolving region while working with GOM, civil society, and donor partners to improve stability, decrease extreme poverty, and promote a resilient, democratic society.

The Mission's portfolio will contribute to US foreign policy and human development priorities, as well as USAID *Forward* goals of host-country systems, evaluation, innovation, and financial inclusion. The CDCS will also directly support a multitude of key Washington foreign policy and assistance priorities, including but not limited to: the Global Health Initiative (GHI), the President's Malaria Initiative (PMI), Ending
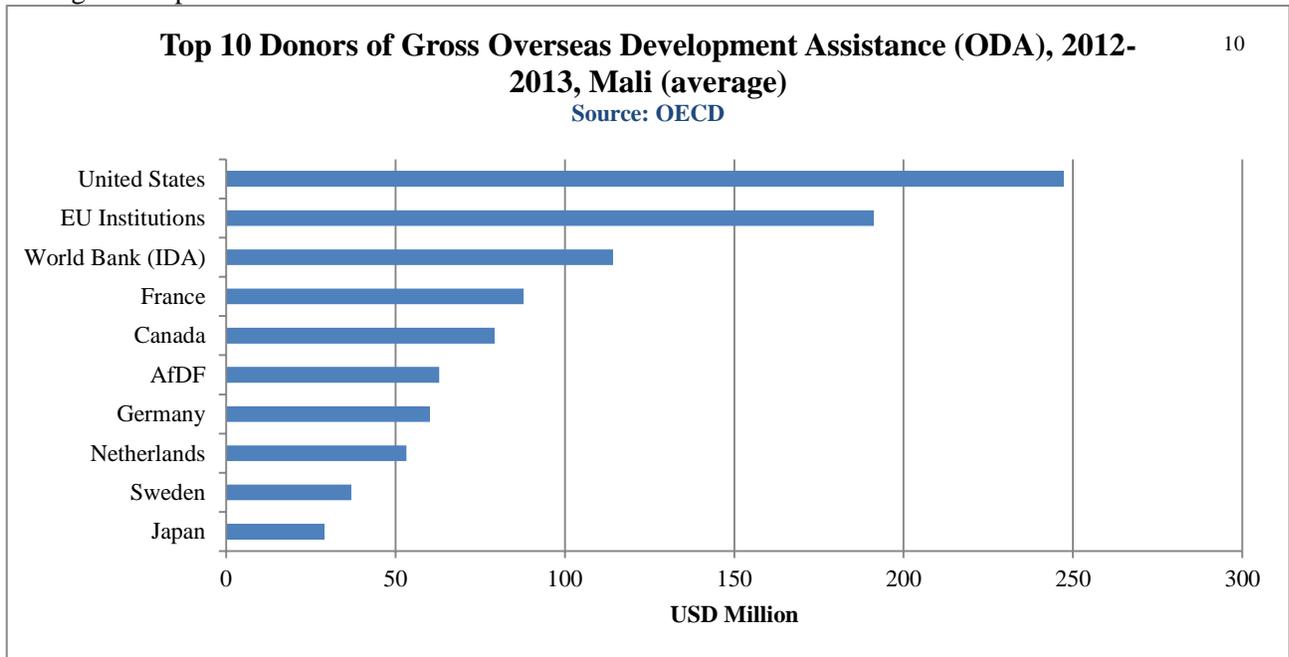
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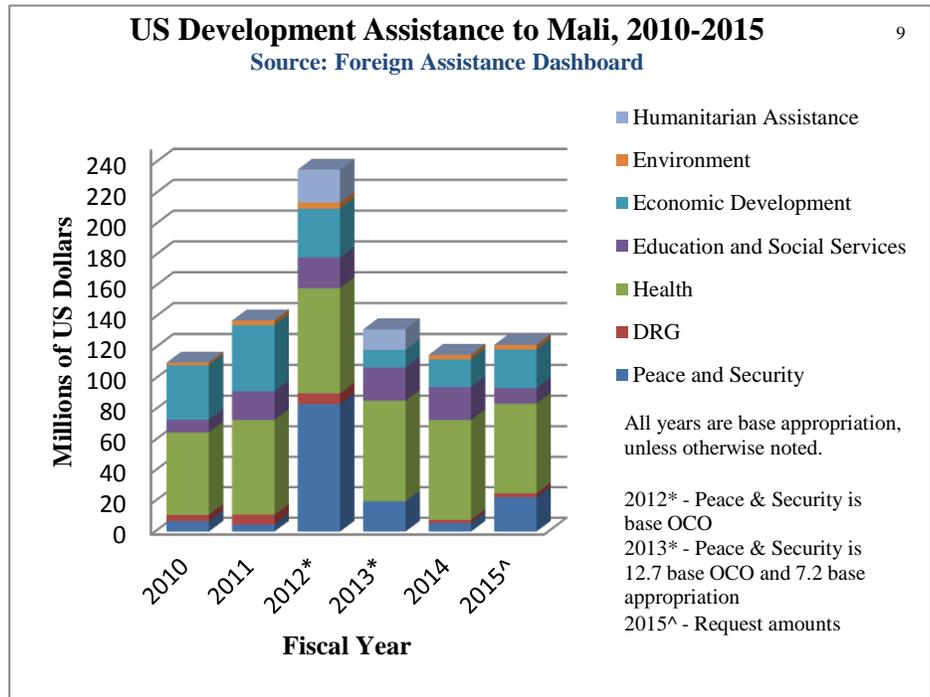
[8] http://www.un.org/press/en/2015/org1593.doc.htm, accessed March 23, 2015.
[9] US Development Assistance table:
http://foreignassistance.gov/web/OU.aspx?OUID=209&FY=2013&AgencyID=0&budTab=tab_Bud_Planned&tabID=tab_sct_Health_Planned#ObjAnchor, accessed 3/24/2015

Preventable Child and Maternal Deaths (EPCMD), the President's Emergency Plan for AIDS Relief (PEPFAR), the Global Health Security Agenda (GHSA), Feed the Future (FTF), the Global Climate Change (GCC) Initiative, Women, Peace and Security, the Trans-Sahel Countering Terrorism Partnership (TSCTP) and the Security Governance Initiative (SGI) (See Annex A).

Government of Mali (GOM) Priorities

This CDCS is supports GOM priorities and takes into account various overarching documents and strategies that guide the international community, including the USG and USAID, at the macro as well as sector levels. On average, the USG is one of the largest single donors in Mali (see chart below). The GOM's well-established collective donor coordination forum, *Les Partenaires Techniques et Financiers (PTF),* coordinates dialogue between technical and financial partners and the GOM. USAID actively participates in five of seven thematic groups, including: Agriculture & Rural Economy, Justice and the Fight Against Corruption, Democratic Process and Civil Society, Education and Health. The PTF vigorously seeks to ensure envisioned investments are in line with Mali's strategic choices and priorities in target sectors. In the drafting of the CDCS, USAID/Mali technical teams and the Front Office consulted all relevant ministries, culminating in an intergovernmental validation workshop held with the Ministry of Foreign Affairs, who is charged with signing obligations on behalf of the GOM. During implementation, technical teams will coordinate with GOM counterparts to involve them in the procurement and administration of awards. Integration of GOM priorities are explained further and in more detail in the multi-sector Development Objective (DO) narratives below. The table on the next page summarizes USAID/Mali's DOs and corresponding GOM guiding strategies and policies.

Top 10 Donors of Gross Overseas Development Assistance (ODA), 2012-2013, Mali (average) [10]
Source: OECD

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[10] Donor List Graphic:
https://public.tableausoftware.com/views/AidAtAGlance_Recipients/Recipients?:embed=n&:showTabs=y&:display_count=no?&:showVizHome=no#1, accessed 3/24/2015

GOM Priorities that Informed USAID/Mali CDCS	
USAID/Mali DOs (FYs 2016-2020)	**GOM Strategic Plans, Policies and Programs**
TO 1: Transition: Stabilization of Conflict-Affected Areas Reinforced	- Action Plan for National Reconciliation, Ministry of National Reconciliation (interim GOM) - Emergency Priority Action Plan (PAPU 2013-2014) - National Gender Policy (PNG 2014-2018)
DO 1: Democratic Governance: Public Trust in Government Improved	- Government Action Program (PAG) Governance Strategy for Mali - Sub-National Governance Strategy (TBD) - Justice Sector Strategy (TBD)[11] - National Gender Policy (PNG 2014-2018)
DO 2: Resilience: Adaptive Capacity of Vulnerable Communities & Households Increased	- National Food Security Plan - National Nutrition Policy - Strategic Framework for Growth & Poverty Reduction (CSCRP/2012-2017) - National Policy on Climate Change (PNCC/2011) - National Investment Plan for the Agricultural Sector - Mali's National Resilience Plan (under development) to inform the CDCS - Plan de Developpement Economique, Social, et Culturel (PDSEC) - National Gender Policy (PNG 2014-2018)
DO 3. Prosperity: Socio-Economic Well-Being Advanced	- Health and Social Development Plan (PDDSS) - Health Sector Development Program (PRODESS) - Growth and Poverty Reduction Strategy Paper (GPRSP/ 2012-2017) - Comprehensive Africa Agriculture Development Program Strategy (CAADP) - Economic Recovery and Development Program (PRED) - Government Action Program (PAG) - Education Sector Investment Program (PISE) III - Ten year Education Development Plan (PRODEC I), and draft PRODEC II - National Gender Policy (PNG 2014-2018)

Gender Gaps

Throughout the development of this CDCS, Mali has experienced significant events that have required USAID to adapt, reorient and find new solutions to Mali's development challenges. A mission-wide gender analysis was conducted at the onset of the strategy formation in 2011. Due to changes in both the security and political contexts, USAID/Mali updated this analysis in 2015 to incorporate changes that have occurred in the operating environments - such as IDPs, the increase in Sexual and Gender based violence (SGBV) and GBV, the impact of conflict and ongoing security concerns on access to education and health services, and most recently, the threat of Ebola. As part of this process, USAID has identified several gaps in equality and access between women, men, boys, and girls, including lesbian, gay, bisexual and transgender (LGBT) persons in the various development sectors in which USAID operates. To this end, USAID's strategy proposes to address these gaps within its traditional development interventions in health, agriculture, economic growth, and democracy and governance, understanding that integrating a gender-sensitive approach to programming will improve the likelihood of success in each sector, resulting in more sustainable and effective development outcomes.

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[11] GOM is in the process to develop these sector strategies and policies.

Overall, the GOM appears to remain committed to fostering gender equality and USAID/Mali continues to promote women's participation in the peace and security, political and civil society processes. The ongoing peace process presents opportunities to engage women, youth and other disenfranchised groups. Since the 2012 Gender Analysis, there has been relatively little change in the general situation of female empowerment or gender equality - where Mali remains near the bottom of most indices:

- Human Development Index (HDI): Mali dropped one spot, from 175th out of 187 countries in 2012 to 176 out of 187 countries in 2013.[12] The HDI takes into account income, life expectancy at birth, the rate of adult literacy and school enrollment, among other development indicators.
- Gender Inequality Index (GII): Mali dropped five spots, from 143rd out of 146 countries in 2012 to 148 out of 152 countries.[13] The GII draws attention to major deficits in human development due to gender inequality, such as reproductive health, empowerment and economic activity.
- Gender Related Development Index (GDI): Mali ranks 143 out of 148 countries.[14] The GDI measures the gender gap in human development in health (male & female life expectancy at birth), education (male & female expected and mean years of schooling), and command over economic resources (male & female estimated earned income). This ranking takes into consideration gender gaps that negatively impact both females and males.
- In addition, there have been multiple cases of kidnapping and rape of women following the April 2012 seizure of control by separatists and jihadists in the North.

These rankings are indicative of the fact that the 2012 conflict in Mali held hostage many efforts to improve these rankings through GOM intervention and targeted development assistance. While traditional values and practices that impact gender equality continue, the consequences of conflict and lawlessness have created additional challenges for the people of Mali. As was concluded in the 2012 gender analysis, key gender disparities include unequal access to financial resources, very limited capacity for women to engage in decision-making in families, low level of female leadership within state structures, and prominent representation of men in elective institutions - as evidenced by consistent underrepresentation of women in decision-making positions: less than 8% of Malian judges are female and only 14 of the 147 (9.5%) Members of Parliament are women. In the security sector, women constitute only 10% of the army, 13% of the police, and 7% of the gendarmerie (which only began to recruit women around 2009). The capacity of Mali to achieve its development goals is severely limited because women and girls are not represented in decision-making positions or presented with avenues to contribute their perspectives. These factors, among others, will continue to negatively affect gender-parity indicators.

In reflecting on how to approach a Mission-wide gender strategy, the Mission has decided to use the GOM's strategy as a framework by which to organize sectoral activities. This is in line with the wider donor community's efforts to feed into the national strategy, coordinate activities, and share information and reporting of gender-related results. The five domains of the Ministry for the Promotion of Women, Children and Families (Ministre de Promotion des Femmes, Enfants, et de la Famille (MPFEF)) in their Strategic

> *We know from experience that **nations are more successful when their women are successful**...This is one of the most direct measures of whether a nation is going to develop effectively - how it treats its women. **When a girl goes to school**, it doesn't just open up her young mind, **it benefits all of us**...Maybe someday she'll start her own business or invent a new technology or cure a disease. And **when women are able to work, families are healthier, communities are wealthier, and entire countries are more prosperous**...If nations really want to succeed in today's global economy, they can't simply ignore the talents of half their people.*
>
> - President Barack Obama
> January 27, 2015

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[12] http://hdr.undp.org/sites/default/files/hdr14-report-en-1.pdf, accessed January 2015
[13] http://hdr.undp.org/en/content/table-4-gender-inequality-index, accessed January 2015
[14] http://hdr.undp.org/en/content/table-5-gender-related-development-index-gdi, accessed January 2015

Action Plan, 2014-2018 include: 1) Political Participation and Female Leadership; 2) Economic Empowerment and Female Entrepreneurship; 3) Women's Rights and the Fight against Gender-Based Violence; 4) Promotion of Family Values; and 5) Promotion and Protection of Children. USAID/Mali will align programs and design activities so that they support these domains and the GOM commitment to gender equality and female empowerment. The Mission has also created a gender working group with implementing partners and re-engaged with the donor-community's Gender Technical Group, in addition to having taken first steps to coordinate more closely with the MPFEF.

Serving as a catalyst/coordinator for gender-responsive actions to other ministries and implementing programs focused on women's strategic interests, MPFEF has remained the leader on gender-related issues in Mali. As noted in the Beijing Report + 20, MPFEF has had successes in advocating for gender inclusive policies and laws in Mali. Despite documented improvements in this area, there remain several obstacles to achieving equality between sexes. A major obstacle for women is the lack of a quota law for women's participation in political bodies. Since 2007, women have not made up more than 15.5% of candidates for any one election. The MPFEF holds as a major goal the adoption of a quota law to encourage and increase participation of women in political processes in Mali.

Complicating development efforts while providing learning opportunities, is the coordinated fight against the spread of EVD and other pandemic diseases in West Africa. As the Mission works to mitigate the negative effects a continued and sustained outbreak would have on Mali's health systems, its workers, and the use of essential reproductive, maternal, newborn, and child health services, USAID recognizes the unique opportunity to take advantage of structures, relationships and communication tools that have been introduced throughout the isolated EVD clusters in Mali. In recognition that gender roles can impact the detection, spread, containment and prevention of EVD and other pandemic diseases because women, men, girls and boys can experience crisis differently, USAID/Mali will continue targeting decision-makers, medical personnel, aid workers and security staff responding to such crises.

The conflict destroyed normal life for hundreds-of-thousands of Malians; however, it also drew attention to the status of women and girls across Mali, thus enabling USAID to capitalize on a renewed sense of vigor as citizens mobilize to demand rights from the State and donor countries re-engage the GOM to pursue development outcomes.

Science, Technology, Innovation and Partnerships (STIP)

New technologies, scientific breakthroughs and ground-breaking innovations provide the basis from which development outcomes can be effectively scaled throughout Mali. These tools are often the result of strong partnerships and USAID/Mali is committed to leveraging existing partnerships and identifying new partners to achieve development objectives. Harnessing technology for greater development impact means ensuring activities account for digital inclusivity and literacy and utilize technologies that can be sustained by Malians without continued development assistance. USAID/Mali will continue using innovative solutions to both solve development problems more effectively and efficiently, both internally as a mission and externally with partners and stakeholders.

As one example, USAID/Mali will continue to promote the use of Geographic Information System (GIS) technology. GIS analysis will be used to inform project design to better define intervention areas. During project implementation all activities will be geocoded, allowing the Mission to identify overlapping zones of interventions and improve coordination among Mission project managers as well as implementing partners. GIS can be used to better connect beneficiaries with the resources and actors needed. In order to facilitate the geocoding process, the Mission will require partners to report on activity locations as part of quarterly reporting requirements. USAID/Mali will further assist partners to understand geographic information collection processes. For those who do not have in-house GIS specialists, specific training will be provided in

order to build this capacity. GIS will be used to strengthen our communication by adding maps into communication materials such as factsheets and program overviews. In addition, maps will be used to influence decisions based on scarce resources - mapping where we have the greatest impact and networks to accomplish our goals. In order to reach more people, web applications such as ArcGis Online and Story Map (combining dynamic maps and multimedia) will be developed.[15]

Number of Mobile Connections, Total Source: # of Connections: m4dimpact Population: UNDESA	**USAID/Mali Tapping the Nascent Mobile Market** USAID/Mali is piloting the use of mobile money to improve transparency and reduce corruption for water payments in the Office du Niger – a large parastatal overseeing one of the most fertile regions for agriculture in Mali. Integrating digital solutions such as mobile money, mHealth and text messaging, among others, will yield better results for development outcomes and more importantly, contribute to sustainable and effective development for Malians. With more than one cell phone connection per person in Mali, mobile solutions and programs will prove important assets in securing a secure, democratic and prosperous Mali.

Additionally, the Mission has opportunities to integrate the use of remote sensing, specifically for agriculture and climate change projects. Today the Agency has access to different types of imagery platforms and continues to invest with other partners in this sector. For example the GeoCenter is working with the National Geospatial-Intelligence Agency (NGA) to provide the Agency's GIS specialists with access to Digital Globe's EV-WHS, an online portal for accessing high-resolution satellite imagery. The Mission's GIS specialist will use these resources to better support programming.

Regarding the new Policy on open data (ADS 579), USAID Mali in collaboration with partners will work to submit datasets to the Development Data Library (DDL). The Mission's data steward will provide guidance to CORs/AORs and partners on their responsibilities for identifying, cataloging, and clearing data for public release.

Lastly, USAID/Mali is proud to launch its Development Outreach and Communications Center (DOC Center), which will encourage the Mission to do a better job of telling its story - highlighting project successes, outreach and interactions with our host country. This effort, coupled with a renewed commitment to engage social media in complement with the US Embassy Public Affairs Office, will better enable USAID/Mali to highlight the important work being done across Mali.

II. Development Hypothesis

USAID/Mali's CDCS development hypothesis is *if traditional development sector assistance is linked to cross-cutting objectives, rather than retaining its historical stove-piped structure, and governance and resilience principles are integrated across sectors, then USAID will be more effective in helping Malians confront their development challenges and secure a more democratic, resilient and prosperous future.* This conviction for the effectiveness of cross-sectoral programming is in line with the 2010 Quadrennial

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[15] Number of Mobile Connections Graph - # of Connections: http://www.m4dimpact.com/data/countries/country-details?iso=MLI, accessed 3/17/2015. UNDESA: http://esa.un.org/unpd/wpp/unpp/p2k0data.asp, accessed 3/19/2015

Development and Diplomacy Review (QDDR) and in support of Agency priorities for cross-sectoral integration into the Presidential Initiatives and across other sectors.

Breaking down silos, USAID/Mali will seek to maximize personnel, expertise, and resources; and properly structure management units and multi-disciplinary teams to cultivate cutting-edge interventions that respond to the complex and multi-faceted development challenges facing Mali as outlined in our multi-sector DOs. The Democratic Governance DO, for example, will seek to combine limited DRG funding with other sector financial resources. Combining and leveraging expertise and resources with other technical sectors and Presidential Initiatives will reinforce inclusive development, and help to improve service delivery, accountability, and increased public trust between citizens and the GOM, particularly in the sectors that are critical to Mali's development and where USAID is making substantial investments: health, agriculture and education. The Resilience DO will integrate a host of health, livelihood and conflict mitigation resources to ensure that vulnerable populations and the extreme poor in targeted areas are supported to build their adaptive capacity to climate change, reduce their depth of poverty, and mitigate their risk to conflict. The CDCS also calls for applying a "resilience lens" to support other

USAID/Mali's PAJE NIETA project helps Malian women learn new skills to support themselves and their families.

project designs and DOs across the Mission, thereby improving prospects for sustainable development impact. USAID investments in health, economic growth, and education sectors will, likewise, be more effective in achieving their results due to the integration of governance and resilience principles. USAID/Mali aims to achieve ambitious, yet attainable, results in advancing democratic governance and reducing extreme poverty in Mali. Both of which are key to long-term stability and security in both Mali and the region.

USAID/Mali will achieve the CDCS goal through one TO and three multi-sectoral DOs. We anticipate with the eventual signing of a peace accord and continued commitment to peace and reconciliation by the GOM, that within two years, current conflict-affected areas will be sufficiently stabilized to allow us to transition the focus of our assistance from relief, recovery and stabilization efforts to long-term development assistance. This will be achieved through five Transition Intermediate Results (TIR) that include supporting conflict-affected communities with short-term necessary humanitarian assistance, emergency health and education services, access to transitional justice, support to peace-keeping operations, and grassroots interventions aimed at peacebuilding, reconciliation, and stabilization.

The DOs will coordinate with and leverage interventions under the TO in order to restore the social contract and provide the foundation for security and long-term development. If local service delivery is more responsive and accountable, administration of justice and respect for human rights is improved, and citizens participation in electoral processes is increased then public trust in government will be improved. If vulnerable communities improve their resilience to climate change and conflict, and their livelihoods are diversified and human capital assets are increased, then their adaptive capacity will be strengthened. Finally, if high-impact health services and healthy behaviors are adopted, poverty and malnutrition reduced, and early grade reading levels improved, then long-term socio-economic well-being will be advanced. Only if progress is made on all three of these DOs and the TO, will USAID/Mali be successful in reaching its goal: Malians Secure a Democratic, Resilient, and Prosperous Future.

While the mission will develop direct outcome and impact-level indicators at the DO level, progress toward the achievement of our goal will be informed by monitoring changes in high-level context indicators.

Illustrative Goal-Level Performance Indicators:

1. Agriculture Sector Gross Domestic Product (2013/$7,276,500,000)[16]
2. Maternal and Child Deaths (2013: Maternal: 368/100,000; Child: 95/1,000)[17]
3. Youth (15-24 yrs.) Literacy (2011/47%)[18]
4. Prevalence of Poverty (2010/42.6)[19] and Depth of Poverty (2010/16.5)[20]
5. Number of Displaced Peoples (2015: 219,311 -- IDPs:86,026; Refugees: 133,285)[21]

Critical Assumptions:

1. Mali will continue to actively pursue resolution with Northern actors and the broader nation, culminating in a signed peace agreement and progress toward national reconciliation.
2. While remote portions of the country will remain insecure in the near term, international and Malian security forces will contain banditry and uncontrolled factions adequately to limit disruption of program activities and beneficiary livelihoods.
3. Refugees and IDPs will continue to return voluntarily; insecurity will not trigger unmanageable refugee flows.
4. Democratic consolidation continues through: the holding of local elections; establishment of more organized and respected opposition parties; active and constructive citizen engagement; and improved press freedoms.
5. The Malian government will take active and concrete measures to combat corruption, increase responsiveness to citizens, improve mobilization and devolution of GOM resources and service delivery.
6. Increasing temperatures, rainfall variability and price volatility will continue to challenge food security for the most vulnerable Malians, likely requiring future humanitarian response and climate change to drive program designs.
7. Sporadic infections of the Ebola Virus Disease will continue to be present in Mali until the West Africa pandemic is quelled but no major outbreak will affect the country; efforts to prevent, detect and respond to infectious disease threats will reinforce the importance of strengthening Mali's health system.
8. While donor financing dropped significantly following the coup d'état, with continued improvements in transparency and good governance, combined with stable security, donor financing will remain constant.

Even with elections and prospects for reconciliation, USAID/Mali does not intend to return to "business as usual" as prior to the coup. Linked to these critical assumptions is the recognition, based on previous experience and lessons learned, that weaknesses in the areas of democracy and security could adversely affect the Mission's ability to achieve key development objectives and that these factors may require periodic re-evaluation. Significant improvements in both governance and security are fundamental for almost any measure of development success, and are paramount for USG resources to be responsibly and optimally invested in Mali. With the Mission's transition and development programs, the CDCS aims to reduce deficits

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[16] http://www.indexmundi.com/mali/economy_profile.html Agricultural Sector GDP is 38.5% of GDP. GDP in 2013 was $18,900,000,000. 38.5% = $7,276,500,000. *Accessed 3/4/2015*

[17] 2012-13 Enquete Demographique et de Sante (EDSM-V) - Demographic Health Survey, Mali - Maternal, P. 207 and Child, P. 194

[18] http://www.uis.unesco.org/Education/Documents/literacy-statistics-trends-1985-2015.pdf, accessed 3/23/2015

[19] The Depth of Poverty is a new measure that will be introduced. So far Mali's Poverty Reduction Strategy Paper (CSCRP) was reporting on the World Bank's indicator Prevalence of Poverty as a proxy, which was estimated at 43% in 2010.

[20] World Bank indicator - poverty gap at $1.25 a day (PPP). Poverty gap is the mean shortfall from the poverty line (counting the non-poor as having zero shortfall), expressed as a percentage of the poverty line. This measure reflects the depth of poverty as well as its incidence (http://data.worldbank.org/indicator/SI.POV.GAPS)

[21] http://data.unhcr.org/SahelSituation/country.php?id=501

in democratic governance and security.

Risks and Vulnerabilities:

1. Governance – The CDCS will seek to ensure that foreign assistance does not absolve the GOM of its responsibility to provide for its citizens or invite a return to the environment of aid dependency witnessed before the coup. The vast and necessary resources provided to Mali to address its vital security, development and humanitarian needs must engender accountability – both of and between citizens and the government, as well as of donors themselves. Therefore, USAID/Mali will seek to integrate principles of good governance and institutional strengthening throughout. USAID/Mali will do this in concert with other donors through respective PTF sector coordination groups and through support for high-level bilateral dialogue between the USG and GOM. The Mission and USG more broadly have various tools and incentives, such as increasing levels of Government-to-Government (G2G) assistance, supporting commitments made by the Community of Democracies, increasing the use of technology platforms to further transparency such as through Mobile Money, and/or leveraging the role of other potential development partners in Mali, such as the Millennium Challenge Corporation (MCC), to incentivize improved governance.[22]

2. Security – Even well before the coup d'état and subsequent unraveling, implementing development assistance in Northern Mali was not easy. The vast territory is sparsely populated, the infrastructure is poor, and insecurity persists due to smuggling, banditry and kidnapping. Personnel under Chief of Mission authority have, for years, largely been prohibited from travelling to Northern Mali, greatly limiting USAID's ability to monitor program implementation. These challenges have heightened with recent events. While emergency and humanitarian efforts continue to operate throughout Mali, including in the North, the current situation is tense and the operating environment is not conducive for long-term development assistance. Nonetheless, the region has significant development needs and is of great import to the USG in terms of security. All Development Objectives contain programs designed to be implemented in secure areas immediately and scaled to Northern regions when the security environment permits. The Transition Objective will lay the foundation and establish necessary relationships for transitioning from humanitarian to development programming in the North when the negotiations are concluded and the security situation permits.

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[22] As noted in the USG Mission's Interagency Country Strategy (ICS), the GOM "has repeatedly articulated regaining MCC eligibility as an important symbol of Mali's return to the broader international stage. (The USG) will encourage them to strive to re-qualify." USAID activities will help the Malians meet MCC compact thresholds on a range of governance and socio-economic indicators over the course of the CDCS. An MCC press release on March 26, 2014 affirmed the Agency's commitment to collaborate with other USG agencies, amongst others, on finding better tools for measuring governance and corruption.

USAID/Mali CDCS Framework (2016-2020)
Malians Secure a Democratic, Resilient, and Prosperous Future

TRANSITION
Stabilization of Conflict-Affected Areas Reinforced
Transition Objective

DEMOCRATIC GOVERNANCE
Public Trust in Government Improved
Development Objective 1

RESILIENCE
Adaptive Capacity of Vulnerable Communities & Households Increased
Development Objective 2

PROSPERITY
Socio-Economic Well-Being Advanced
Development Objective 3

TIR 1.1: Basic living conditions for conflict-affected populations in targeted areas improved

TIR 1.2: Foundation for democratic transition strengthened

TIR 1.3: Access to essential health and education services increased

TIR 1.4: Access to transitional justice increased

TIR 1.5: Stabilization strengthened thru PKO assistance

IR 1.1: Responsive and accountable local service delivery increased

IR 1.2: Administration of justice improved

IR 1.3: Citizen participation in Malian electoral processes increased

IR 2.1: Risk from recurrent climate shocks and stresses reduced (climate resilience)

IR 2.2: Drivers of conflict mitigated (resilience to conflicts)

IR 2.3: Economic resilience improved

IR 2.4: Human capital strengthened (social resilience)

IR 3.1: Use of high-impact health services and healthy behaviors increased

IR 3.2: Poverty and malnutrition reduced

IR 3.3: Early grade reading for girls and boys improved

Anticipated Contributions
◆ OFDA
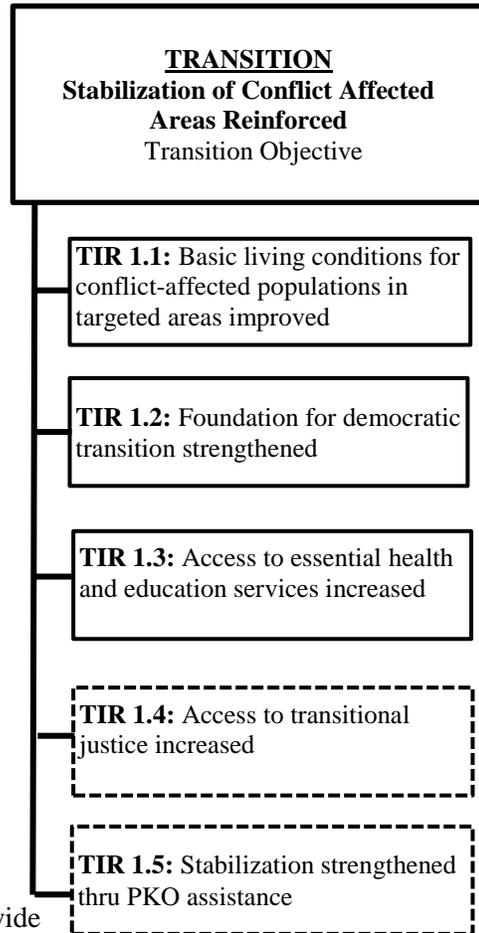● FFP
▲ OTI
■ PRM
⬚ Department of State

Strategy Goal:

USAID/Mali will focus on a TO and three DOs to contribute to the goal: **Malians secure a democratic, resilient and prosperous future.** While embracing the necessary and constructive role that USAID resources and programs play, this goal focuses on encouraging Malians to take ownership, hold each other accountable, and demand a better future. It puts equal weight on both society and the state to peacefully restore the social contract and ensure that steady gains in education, health and food security continue for all Malians.[23] USAID/Mali will achieve this goal through integrated programs that address: 1) immediate relief and stabilization needs **(transition)**; 2) the root causes of the crisis and the binding constraints to long-term development **(democratic governance)**; 3) the emergency needs as well as the root causes of the vulnerability of targeted communities, households, and individuals to both natural and man-made shocks and stresses **(resilience);** and, 4) the socio-economic pillars for sustained well-being: health, economic growth, and education **(prosperity).**

Transition Objective 1: Stabilization of Conflict-Affected Areas Reinforced

Transition Hypothesis: If emergency humanitarian assistance to conflict-affected populations is provided, community-level and national-level reconciliation facilitated, and early stage health and education public services are equitable and strategically coupled with the provision of security, then the foundation for long-term development efforts to be effective will be reinforced.

Achieving a durable peace in Northern Mali will require resolution of conflicts among multiple ethnic groups themselves and with the GOM. Perceptions of neglect of the North's ethnic groups; lack of equitable public service provision, including the rule of law (ROL); corruption; ethnic tensions; a history of past abuses perpetrated by both Malian troops and armed rebel groups; and Northern populations' overall mistrust of the GOM are considered contributing factors to the breakdown between Mali's Northern regions and the rest of the country. At times the peace and reconciliation process has faltered, however, the GOM appears to remain committed to finding a lasting solution that will maintain the territorial integrity of the country and help to foster reconciliation between the different groups operating in the North and the GOM. Ongoing negotiations will clarify governing structures, support for decentralization, and the political roadmap necessary for development to take place. Re-establishment of social and technical services, and reconstruction of social cohesion will represent "normalcy" and that the conditions for development investment have been achieved.

While accounting for only 10% of the country's population, remote and largely ungoverned parts of Northern Mali provide

TRANSITION
Stabilization of Conflict Affected Areas Reinforced
Transition Objective

TIR 1.1: Basic living conditions for conflict-affected populations in targeted areas improved

TIR 1.2: Foundation for democratic transition strengthened

TIR 1.3: Access to essential health and education services increased

TIR 1.4: Access to transitional justice increased

TIR 1.5: Stabilization strengthened thru PKO assistance

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[23] Both the Systems Analysis conducted in late 2013 and the DRG assessment in early 2014 pointed to the break of the social contract as one of the major governance issue in the country.

operating space for Islamic extremist groups, narco-traffickers, transnational crime, and domestic Malian rebel groups. Administering assistance requires unique approaches and accommodations to reach beneficiary populations. Until a durable peace, reconciliation, or negotiated settlement between and among ethnic groups in the North and with the GOM is achieved, USAID proposes to administer assistance through a TO, which will allow for the provision of emergency assistance and initial equitable health and education services through unique approaches that will differ from traditional assistance as provided for the majority of the country. A transition objective will provide USAID with flexibility to adjust programming as events unfold on the ground, with the ultimate goal of achieving an environment in which sustainable development can occur.

In order to provide humanitarian or development assistance, security is an absolute necessity. Mali and governments across the region face security threats, including terrorism and cross-border criminal activity.[24] Current provision of security in the North is now being provided by a mix of actors -- varying from armed groups to French forces under Operation Barkhane, to MINUSMA, the National Movement for the Liberation of Azawad (MNLA), the GOM and the Malian Army. A framework for operating in the North is contingent upon national and local reconciliation, which will also confirm the degree of decentralization of authorities and responsibilities. Assuming sufficient political will by both the GOM and Northern armed groups, the TO envisions that within two to three years, upon completion, a sufficient foundation will be established to be able to transition to the full spectrum of USAID development assistance activities. As in other countries, humanitarian interventions will continue to be provided whenever and wherever assistance is warranted, regardless of the TO outcome.

MALI CONFLICT EVENTS TREND FROM 2011 TO 2014

Data Source : Conflict events data from ACLED (Armed Conflict Location & Event Data Project), Version 1997-2014, www.acleddata.com
Definition of events : A **battle** between two violent armed groups, A **protest** describes a non-violent, group public demonstration, often against a government institution or related to the current conflict situation in the country. **Violence against civilians** occurs when any armed/violent group attacks civilians.

Map Created March 2015

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[24] USG Security Sector Reform Assessment in Mali, November 18-22, 2013.

USAID/Mali is already providing foreign assistance throughout Mali, including the North - transition initiatives, humanitarian relief, and even select development assistance - to both secure and improve Malians' health and livelihoods, and to lay the foundation for more long-term programming. These programs are vital to rebuilding confidence among communities, and when properly coordinated, are paramount to laying the foundation for longer-term development. Support for beneficiaries of the three TIRs will be reinforced by OFDA, FFP, and OTI with the aim of identifying change agents for the future. Contributing to sustainable outcomes, USAID activities have targeted all sectors of Malian society - including specific programs to assist victims of GBV, involve women in the peace process and encourage equal access to economic opportunities and to education throughout the North.

USAID/OTI's Malian Transition Initiative (MTI) also known by the French name, Programme d'Appui a la Transition (PAT-M) is currently working toward three related objectives: (1) to create an increased supply and demand for peaceful resolution of the conflict, targeting national and local-level actors; (2) to restore a sense of normalcy to strategic areas of the North by bringing back certain government services and economic and cultural activities; and (3) countering violent extremism by working to include marginalized populations. OTI is currently scheduled to end in early 2016 and transition management of work in these areas to the Mission is part of USAID's longer-term development strategy for Mali as reflected in Development Objective 2: Resilience.

Expected Results:
As a result of assistance, human suffering in the North will be mitigated through equitable basic health and education service provision; stabilization efforts will help strengthen communities against conflict; and key champions will be identified for furthering future development. Support for the national-level peace process will contribute to reconciliation, and ultimately, a return of security which will allow for administering the full spectrum of development assistance across the North.

Illustrative Indicators (Comprehensive List of Illustrative Indicators is in Annex D):
- Percentage/number of returnees
- Low levels of community conflict remain the norm (survey), or number of community conflicts resolved
- Increasing anecdotal (survey when applicable) perceptions that 'normalcy' is returning[25]

Critical Assumptions:
- Mali will establish and agree with Northern actors and the broader nation, the parameters for reconciliation.
- International actors (donors, negotiators, security) will continue to be strongly engaged.
- GOM will maintain political will to combat terrorism in Mali and the broader Sahel region.
- OTI, OFDA, FFP, Peacekeeping Operations (PKO) and Population, Refugees and Migration (PRM) resources are provided.

Alignment with GOM Plans, Policies, and Programs:
- Action Plan for National Reconciliation
- Ministry of National Reconciliation (interim GOM)
- Emergency Priority Action Plan (PAPU 2013-2014)
- National Gender Policy (PNG 2014-2018)

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[25] Proxy indicators for "normalcy" could include: a) Private Sector (Markets, Banks, Traders, IT providers) provides essential services; b) Movement of people, livestock and commodities is uninhibited by security threats or harassment; c) Basic civil services, i.e.: birth/death records maintained; d) Recourse to protection from crime.

TIR 1.1 Basic Living Conditions for Conflict-Affected Populations in targeted areas Improved through Humanitarian Assistance

Premise: Populations in the North suffer from a lack of basic services and continue to be victims of violence. A chronic crisis marked by food insecurity and a high rate of malnutrition is exacerbated by the volatility of security in the North and center of Mali. This, in turn, has resulted in the continuing displacement of Malians and a loss of livelihoods, assets and shelter. A foundation for durable peace cannot be established as long as livelihoods are disrupted and insecurity prohibits the return to normalcy. Until a durable peace is found, USAID and other humanitarian actors will continue to provide basic life-saving assistance, working with a range of actors in the North.

Development Hypothesis: If emergency humanitarian aid is provided to conflict-affected populations; human suffering and the absence of support to local populations will be mitigated, thus helping citizens to meet their basic needs and laying a foundation for stability.

There are 1.5 million Malians affected by severe food insecurity; 496,000 children under five years are threatened by acute malnutrition, and 3 million people urgently need support for the upcoming farming season.[26] The UN Office for the Coordination of Humanitarian Affairs (OCHA) appeal request for 2014 was the highest out of nine countries of the Sahel region; of $568 million requested in 2014, representing a $100 million increase from 2013; only 20 percent of the funds had been mobilized by mid-2014.[27] May 2014 events in Kidal and January 2015 events in Gao highlight the extent to which security and stability are indispensable prerequisites for improving the people's living conditions, including in the most remote areas.

USAID has and will continue to provide emergency food aid and support for early recovery to vulnerable populations throughout Mali and particularly to the North. Livelihoods and livestock; health and nutrition; psycho-social protection; water, sanitation, and hygiene and other assistance will be provided to the most vulnerable who remained in their communities as well as to those who have returned. In addition, USAID will support IDPs, primarily through the provision of unconditional cash grants and vouchers for health and protection services. This will be led primarily through OFDA and FFP emergency efforts. Successful integration of sustainable development components, such as basic inputs for income generation and vocational training, are included while the focus will be on meeting basic subsistence needs. As conditions permit, close links between TO IRs will promote, where possible, community-level peace building and re-establishment of basic public service delivery, which will align with sub-national service delivery across the country.

Illustrative Indicators (Comprehensive List of Illustrative Indicators is in Annex D):
- Number of people assisted with agricultural input and livelihood activities disaggregated by sex
- Number of households receiving emergency/transitional shelter assistance
- Number and percent of pregnant women attended to comprehensive antenatal clinics
- Number of individuals benefitting from GBV support services by sex

Illustrative Activities:
- Cash-for-livelihood recovery and supplementary feeding program for the most vulnerable (FFP)
- Unconditional cash grants and vouchers for health and protection services (OFDA)

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[26] According to the UN Office for the Coordination of Humanitarian Affairs (OCHA) Press Release 06-17-14.
[27] Humanitarian Actors Demand Substantial Financial Assistance To Boost Food Security, Info-Matin 13 Jun 14 p 10.

- Provision of medical and psychosocial services for survivors of conflict (OFDA)
- Restoration of basic services, such as water and electricity (OTI)

TIR 1.2 Foundation for Democratic Transition Strengthened

Premise: Mitigation of tension within and among ethnic groups and inclusion of Mali's Northern communities in the country's on-going democratic transition are paramount to laying the foundation for an inclusive Mali. Furthering GOM appreciation for the needs of population groups through greater use of public-opinion tools and analysis will contribute to increased understanding, and in turn dialogue and ultimately resolution of the conflict.

Development Hypothesis: If community-level conflicts in the North are mitigated, the population's participation in national level electoral processes sought, and GOM efforts to understand and engage the North in reconciliation are supported, then the foundation for a durable peace can be strengthened.

The Republic of Mali has returned to representative republican democracy following successful presidential and parliamentary elections. This has been followed by progress on holding those accountable who interrupted constitutional rule and the re-engagement of Mali within the international community. Nevertheless, the peace process with the Northern armed groups has stalled due to various issues, ranging from a lack of GOM will, strategic issues, an ill-fated visit by the Prime Minister that reignited armed conflict, ongoing issues with MINUSMA engagement and a lack of unity among the Northern armed groups.

Women, Peace and Security

*The goal of the **National Action Plan on Women, Peace and Security** is as simple as it is profound: to empower half the world's population as equal partners in preventing conflict and building peace in countries threatened and affected by war, violence and insecurity. Achieving this goal is critical to our national and global security.*

Deadly conflicts can be more effectively avoided, and peace can be best forged and sustained, when women become equal partners in all aspects of peace-building and conflict prevention, when their lives are protected, their experiences considered, and their voices heard.

US National Action Plan on Women, Peace and Security
December, 2011

Through OTI, USAID will continue to support Mali's peaceful democratic transition in the North with strategic activities that address key issues for assuring a return of liberty. One aspect of OTI programming will address and focus on the essential role that women can and do play in the peace process. Through targeting activities toward both women and men, USAID will contribute to a more stable and accessible North, enabling sustainable development outcomes. These currently include but are not limited to support to national and local reconciliation and the peace process. Through both development and OTI interventions, Countering Violent Extremism (CVE) programming will focus on assisting grassroots reconciliation and helping to re-stitch the social fabric after the extremist occupation. Through many small activities in local communities, programs will seek to address root causes of violent conflict and extremism. It is important to note that in a conflict environment such as Mali, the issues of "peacebuilding" and "reconciliation" are linked. To build peace requires a reconciliation process, which includes access to justice as well as other initiatives focused directly on conflict mitigation in order to ensure that there is no renewal of conflict.

Lessons learned from previous conflict mitigation and reconciliation activities have noted an understanding by both men and women of the important role women play in either exacerbating or managing conflicts. The Mission is embracing this approach and the US National Action Plan on Women, Peace and Security by encouraging women to play a positive role in peace-building, conflict mitigation

and reconciliation. Working through women's groups and individual women who are leaders in their communities, USAID will support the role of women in mitigating conflict. At the same time, the program will look for opportunities to engage young women and girls so that a new generation of peace-builders emerges. The needs and perspectives of women will be taken into account when developing any sort of peace dividend projects so that women will experience equal access to the country's recovery.

At the same time, gender is an important factor in the role that men, especially young men, play as both perpetrators (actors) and victims of violence. Male youth are prime recruiting targets and driven to join extremist organizations for a variety of economic, cultural, and personal factors. This high-risk group will be a focal point for interventions that are sensitive to the role gender plays in men's vulnerability.

Illustrative Indicators (Comprehensive List of Illustrative Indicators is in Annex D):
- Number of community disputes in targeted areas resolved peacefully (people/ethnic groups aided)
- Number of local organizations, and/or ethnic groups involved in the peace process
- Increased anecdotal evidence of nationwide support for a final peace agreement (surveys)
- Increased and improved contact within and between communities

Illustrative Activities:
- Grassroots reconciliation activities, i.e.: dialogues, community clean up and shared meals (OTI)
- Elections support (OTI)

TIR 1.3 Access to Essential Health and Education Services Increased

Premise: Without basic health and education service provision, gains in human development may be jeopardized and opportunities for youth could be missed. To the extent possible, provision of basic emergency health and education support services for those who remained or are returning home after being displaced by the conflict, are essential from both a humanitarian perspective and for sustaining the institutional infrastructure for basic service provision with the rest of the country.

Development Hypothesis: If restoration of basic health and education services can be sustained, the foundation for development will be nurtured once political reconciliation is achieved.

The crisis in the North caused a massive population movement. As of January 2015, there were 219,311 displaced Malians (IDPs and refugees),[28] many of whom are children.[29] While many of the displaced have returned to the North, they face limited access to education, schools and equipment have been destroyed, and school administration is barely present. The crisis resulted in students missing years of schooling, exacerbated a lack of learning materials, created an exodus of qualified teachers, and traumatized students, teachers, and communities.

As guided by USAID's Global Education Strategy, USAID's emergency education and recovery interventions in targeted communities will ensure that safe and accessible schools and learning spaces are established, and remedial instruction/catch-up programs for children who missed out on school are offered. Programming also will: address school infrastructure; provide teacher training on peace building, psychosocial support, resilience, inclusion, and equity in a post-conflict context; and support social mobilization of women and youth and other community networks to ensure that girls enroll in schools and attend regularly. In addition, USAID will expand opportunities for equitable access to quality education for out-of-school children to provide Accelerated Learning Programs (ALP) with: basic education

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[28] http://data.unhcr.org/SahelSituation/country.php?id=501, accessed 2/24/2015
[29] https://www.iom.int/files/live/sites/iom/files/Country/docs/IOM-Mali-DTM-April-2014-EN.pdf, accessed 2/24/2015

competencies including reading and math, knowledge and skills; adapted appropriate instructional and learning materials to use in ALP by teachers and learners; improved gender and conflict-sensitive instructional practices; and classroom support and progress monitoring. USAID will support safe interventions and develop a measurement framework and index that reflect recent research on the evidence about the key variables that impact school-related safety for children.

In Mali's Northern regions (Gao, Timbuktu and Kidal) and three districts in the Mopti region (Youwarou, Tenenkou and Douentza), health services were largely rendered non-functioning during the rebel occupation. Regional hospitals and district and community health centers were looted of all supplies and medicines. Rehabilitation of these health services continues to be a top priority. The needs include replacing clinical equipment and furniture, refrigerators to store vaccines, and replenishing medicines and related supplies. Many staff, regardless of their origin within Mali, fled the North because their homes were ransacked or they were fearful of being attacked. In efforts to contribute to a return to normalcy, USAID has supported the Ministry of Health through redeployment of staff to these districts. Primarily through support to the Gao School of Nursing, USAID has trained 160 women nurses and healthcare providers to encourage core populations to return to their homes.

In response, USAID will continue to ensure the procurement and distribution of essential health commodities throughout Mali in the areas of maternal and child health, reproductive health and family planning (including fistula preventative care and treatment), nutrition, malaria prevention and treatment, HIV prevention, water, sanitation and hygiene, and nutrition commodities. OFDA will provide humanitarian assistance in the health and protection sectors to a conflict-affected population of over 260,000 people in the Gourma Rharous and Timbuktu districts.

Illustrative Indicators (Comprehensive List of Illustrative Indicators is in Annex D):
- Number of schools rehabilitated/reconstructed, and learners enrolled (disaggregated by sex)
- Number of new entrants to formal or non-formal education (disaggregated by sex)
- Number of health care facilities, with essential health service packages, supported and/or rehabilitated by type (i.e.: primary, secondary, tertiary)
- Incidence of HIV among sex workers and their clients
- Number and percent of pregnant women attended to in comprehensive antenatal clinics

Illustrative Activities:
- Rehabilitate and construct destroyed and looted schools;
- Provide children with remedial instruction and other support to strengthen their reading and academic outcomes, particularly in grades one and two; Re-engage communities in school management by creating and reinforcing school-based associations (school management committees, student mothers association, parents' association);
- Promote community-based efforts to restore access to school, provide safety traveling to/from and while in school, and promote reconciliation and resilience taking into account marginalized groups particularly girls, people with disabilities and minorities;
- Provide psychosocial support to teachers and students to ensure quality teaching and learning, to promote resilience, reconciliation, inclusion, tolerance and conflict mitigation; and
- Build capacity of central and local education administration and Community Based Organizations (CBOs) to effectively support education in crisis and post-conflict environments.

TIR 1.4 Access to Transitional Justice Increased (Joint USAID-State)

Premise: Systematic abuses of human rights that are not adequately addressed are a source of social unrest

and often contribute to renewed violence. The process of acknowledging, prosecuting, compensating for and forgiving past crimes during a period of rebuilding after conflict is commonly referred to as "transitional justice." As defined by the UN, transitional justice includes the full range of processes and mechanisms associated with a society's attempt to come to terms with a legacy of large-scale past abuses, in order to ensure accountability, serve justice and achieve reconciliation.[30] USAID will therefore prioritize the reestablishment of the rule of law after the political crisis of 2012 to help further the reconciliation process and build sustainable peace and a legitimate, well-functioning state.

Development Hypothesis: If credible efforts are made to acknowledge and address human rights abuses committed during the crisis, then stability, reconciliation and transition will be strengthened.

Mali's March 2012 coup d'état, and the subsequent seizure of the country's North by a mix of separatist and Islamist groups, led to a rapid deterioration in Mali's human rights situation, with abuses committed by the coup leaders, rebel groups and the Malian army. These abuses, which exacerbated inter-community and intra-community divisions and further undermined Malians trust in state institutions, have the potential to endanger Mali's long-term stability. One of the key duties of the new government is to see that human rights abuses committed during the crisis are addressed and the perpetrators brought to justice. The Government has already started by bringing charges against those accused of participating in massacres associated with the 2012 coup. There is an urgent need to push forward with these trials while the GOM still enjoys a popular mandate and is motivated to be seen, by both the Malian and international community, as punishing those who committed human rights violations. During this window of opportunity, civil society has a crucial role to play in pushing the GOM to pursue justice and to monitor the process.

Together with the State Department, USAID will work to improve access to justice for citizens who were victims of human rights abuses. USAID activities will specifically focus on strengthening the capacity of Malian civil society groups to advocate for an effective government response to human rights violations committed during Mali's crisis. State department activities will work with justice sector stakeholders to develop the core technical knowledge and skills associated with litigating cases of serious human rights violations.

Support for legal aid will address gender-specific barriers to access, and trainings will include the importance of gender-sensitive interviews and support. Efforts to link traditional justice systems with the official or administrative system will focus on ensuring that traditional justice respects international human rights norms and Mali's own laws in providing women and men with equal standing. Human rights and anti-slavery support will incorporate gender-sensitive programming and ensure it addresses the specific rights and needs of women as well as men.

Illustrative Indicators:
- Number of human rights cases monitored by Civil Society Organizations (CSOs) and covered by media
- Number of human rights abuse cases tried

Illustrative Activities:
- Expand number of legal clinics
- Increase number of mediators or legal professionals

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[30] Guidance Note of the Secretary-General, *United Nations Approach to Transitional Justice*, Pg. 3 para. 2, March 2010

- Identify and document human rights abuses and help victims access justice and social services
- Monitor human rights violations trials

TIR 1.5 Stabilization Strengthened through Peace-Keeping Assistance (Non-USAID but critically linked)

Lack of GOM capacity to provide security, particularly in the vast and sparsely populated Northern region, is a fundamental challenge. Although not managed by USAID, Peace Keeping Operations (PKO) supported by the U.S. Department of Defense (DOD) will contribute to building the capacity of Mali's security forces which will contribute to stabilization and lead to a more permissive environment for scaling up USAID development programming in the North. PKO support will provide logistics, training, and equipment assistance to the UN peacekeeping forces deploying to Mali for stabilization of the country and develop professional, apolitical security forces grounded in strong institutions that respect the rule of law and civilian authority over the security sector.

Illustrative Indicators:
- Increased number of days Malian Armed Forces (MAF) can deploy/sustain itself in the field
- Polling data shows improved public opinion of the MAF

Illustrative Activities
- Civil-military relations seminars in support of a comprehensive Command and Control strategy for the Malian Armed Forces
- Long-term advisory support by U.S. military personnel in the areas of military training and doctrine, inspector general corps and military justice directorate

Development Objective 1: Democratic Governance – Public Trust in Government Improved

Development Hypothesis: If responsive and accountable local service delivery is increased, administration of justice in Mali is improved, and citizen participation in electoral processes is increased, then public trust in government will be improved.

Mali is a severely fragile state whose institutions score extremely low in both effectiveness and legitimacy according to USAID's Office of Conflict Management and Mitigation's (CMM) Fragility Alert Lists. This has resulted in a fractured social contract between the GOM and Malian citizens. A state that is willing and able to provide goods and services to its population and is perceived to be exercising power in ways that are fair, inclusive, transparent, and accountable can be characterized as effective and legitimate. However, when the relationship between state and society is strained and interactions produce outcomes considered illegitimate or ineffective, the state is considered to be highly fragile. The break down in the social contract in Mali has been fueled by four primary factors: 1) illegitimate and ineffective institutions demonstrated by endemic corruption, lack of political will, lack of accountability and pervasive insecurity; 2) weak capacity across all institutions, both governmental and non-governmental; 3) significant challenges facing reconciliation and ensuring lasting peace; and, 4) inadequate civic engagement resulting in the marginalization and apathy of the citizenry.[31] The majority of Malians perceive government effectiveness and accountability through responsive service delivery and government legitimacy through consistent and fair application of the rule of law.
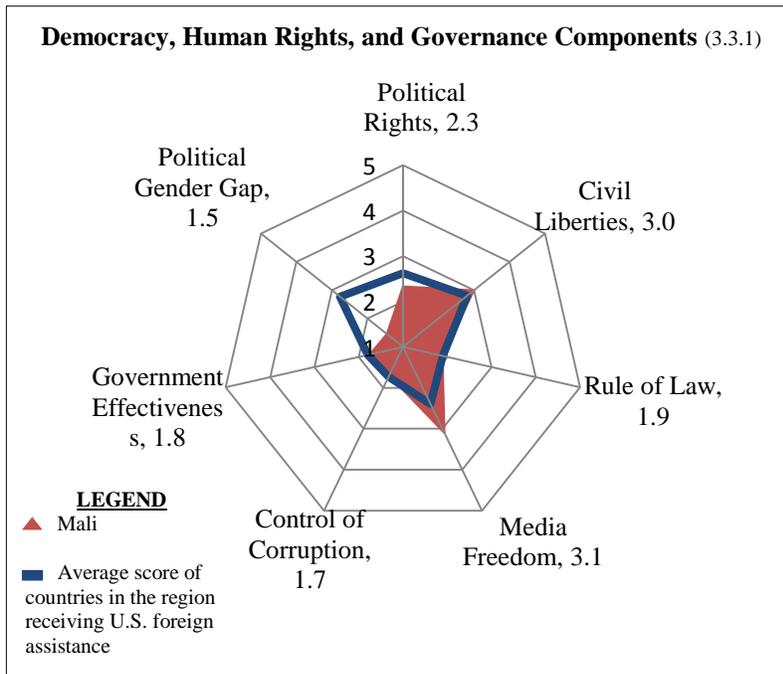
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[31] Mali Systems Thinking Analysis 2014, USAID/Office of Conflict Mitigation and Management.

The Peace, Democracy and Governance (PDG) team will focus on making Mali a less fragile state by increasing the effectiveness and legitimacy of the institutions that comprise the Government of Mali. The objectives of the Women, Peace, and Security initiative play heavily into achieving meaningful outcomes under this project. The majority of Mali's people, particularly women and other marginalized groups, are poorly connected to, or served by, the public sector. Public institutions are weak and lack both material and human resources. Mechanisms for accountability are inadequate, and corruption is a systemic feature that plagues almost all aspects of governance.

The rule of law in Mali is undermined by aggressive political entrepreneurship and a high degree of civil and political disregard for compliance. Access to justice is also problematic for the majority of Malians, and will be particularly important in addressing GBV and priorities for women and marginalized communities. The main problems in the rule of law sector do not stem from the lack of a legal framework, but in the failure to apply and enforce it.[32] Unless these issues are addressed in an inclusive and responsive manner, Mali remains vulnerable to the same problems that led to the 2012 crisis and state collapse.

USAID plans to counteract this disturbing trend by integrating governance into all technical sectors focusing and concentrating its governance efforts into a small number of key population centers, thereby creating islands of stability, accountability, and good governance which can serve as models that can be scaled up and replicated throughout the country. The future DRG program will be centered on public accountability, and will be based on an inclusive approach.

Democracy, Human Rights, and Governance Components (3.3.1)

Political Rights, 2.3
Civil Liberties, 3.0
Political Gender Gap, 1.5
Government Effectiveness, 1.8
Rule of Law, 1.9
Control of Corruption, 1.7
Media Freedom, 3.1

LEGEND
▲ Mali
■ Average score of countries in the region receiving U.S. foreign assistance

Finally, USAID's DRG program will operate under the premise that the current priority that is given to the North must not obscure the need for comprehensive reforms to address the serious governance problems at the heart of the 2012 crisis. While there are pertinent DRG issues related to conflict, peace and reconciliation, and making sure that the voices of women and other actors are being included, the crisis in the North has revealed serious dysfunctions that affect the country as a whole and must be addressed at a national level. Malian democracy, previously hailed as a regional example, collapsed suddenly. The entire country, and not only the North, needs stronger, more democratic governance and economic revival. Prioritizing immediate stabilization – a laudable goal in light of current difficulties and one which the DRG project will support – must not allow a return to

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[32] USAID/Mali DRG Assessment 2014 – available at www.usaid.gov/mali

corrupt and poor governance practices which disadvantage large portions of the population.[33]

Expected Results:
USAID/Mali's Governance objective will improve public service delivery down to the local level in select geographies, and promote a rule of law culture. This will contribute to increasing the effectiveness and legitimacy of, and trust in, the Malian government.

Illustrative Indicators:
● Transparency International Corruption Perception Index
● World Bank Governance Index percentile rankings for government accountability and effectiveness

Critical Assumptions:
● Communal elections take place
● The current government adheres to a reformist agenda
● Local governments show a commitment to combatting corruption
● The peace agreement continues to be valid
● Fighting ceases in the Northern districts and security permits greater GOM service delivery

Alignment with GOM Plans, Policies, and Programs:
● Government Action Program (PAG) Governance Strategy for Mali
● Decentralization Strategy
● Justice Sector Strategy (TBD)

IR 1.1 Responsive and Accountable Local Service Delivery Increased

IR 1.1: Responsive and accountable local service delivery increased

Sub-IR 1.1.1: Civic engagement increased to improve government accountability

Sub-IR 1.1.2: Effectiveness of GOM oversight institutions improved

Sub-IR 1.1.3: Local public service delivery systems strengthened in targeted areas

Premise: Insurgency occurs when governance fails. Therefore the first line of defense against an insurgency is good governance. For the majority of Malians, effective and accountable governance is measured through the provision of government services at the sub-national level. The recent insurgency by Al-Qaeda in the Islamic Maghreb (AQIM) and other armed groups resulted from an opportunistic set of circumstances related to ungoverned spaces in the North coupled with a lack of government service delivery throughout the country that fueled the coup d'état.

Development Hypothesis: If effectiveness of GOM oversight institutions is improved; national, regional, and district public service delivery systems are strengthened; public financial management is strengthened, and the business enabling environment is improved, then responsive and accountable service delivery will increase.

To accomplish this IR, the Mission will work across sectors. While USAID will work throughout the

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[33] 3.3.1 – This chart shows Mali's performance for the DRG sector with several comparators: the average performance of countries receiving $600,000 or more in U.S. foreign assistance or of particular interest (excluding high-income countries). Analysis of the components can reveal specific weaknesses or strengths in the subject country. A score of 5 is great performance and 0 is no performance (for instance, Political Gender Gap score of 1.5 means there is a large gender gap in political circles). Source: Office of U.S. Foreign Assistance Resources (F) Country Data Analytics Package.

country, we will employ slightly nuanced approaches in the South versus the North where GOM presence continues to be weak. Extending beyond the Health, Education, and Water sectors, this IR also encompasses services that affect the private sector such as business licensing. The vast bulk of Malians do not receive services from their government. While the formal apparatus exists to enable greater involvement of the citizenry in their own governance, the incentives for citizens to participate at the sub-national level have not materialized. One principal DG problem stems from inadequate participation in democratic governance by the majority of Malians.[34] Mali has not experienced growth with equity, and the informal barriers to greater participation in some communes have caused the previous decentralization policy to fail. Just 6 months before the 2012 crisis, a previous USAID DRG assessment posited that "the continued lack of participation by the poor remains perhaps the greatest threat to further democratic transition in Mali." In the past, too much focus on supporting decentralization policy, training for elected officials, and on parallel funding through NGOs to deliver services, resulted in bypassing key governmental actors in local development, the municipality or commune.

Over the past decade, USAID has supported Mali's decentralization process, focusing mostly at the lowest administrative level of decentralized government - the commune. Programs showed mixed results and the effectiveness of local government is still limited. Corruption and blockages in the resource flow from Bamako made it difficult for local officials to be responsive to their constituents.

The Government of Mali has demonstrated renewed political will to push forward with the transfer of resources and authority to the local level. A new, separate *Ministry of Decentralization and the City* was created in 2014. Decentralization will be an integral part of a lasting peace accord with armed militants in the North, and the GOM has pledged to transfer 30% of the national budget to the sub-national level from 2018. In addition, the GOM is developing a new decentralization policy.

USAID supports participation of women and marginalized populations in political processes

Part of this policy includes "regionalization," which establishes a new layer of elected officials along with new financial hubs (Regional Development Agencies), with the aim of making each of Mali's eight regions responsible for socio-economic development in their respective territories. The first stage of regionalization calls for elected regional councils by 2015, redefining the role of the regions, and providing the regions with the funds necessary to spur development. The election of more sub-national officials will solidify the concept of a "social contract" whereby citizens vote and pay required taxes, and in turn, local governments invest in key services and public goods such as education, healthcare, security, trash collection, roads and sidewalks, drainage, and parks. The creation of Regional Development Agencies under the authority of regional council presidents is another means of increasing the legitimacy and accountability of local authorities. Regional development plans will no longer be decided in Bamako, but rather developed based on the realities of the regions and implemented by local actors. The new GOM will need assistance to implement these profound changes and to have tools to monitor progress over the next several years.

The Malian decentralization policy also offers expanded opportunities for citizens to play direct roles in controlling, and/or assuring accountability for the provision of education services. Investments in community engagement in the governance and management of schools for more accountability and better learning outcomes have high potential returns in terms of improved education and public trust in

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[34] USAID/Mali DRG assessment 2011.

government. Transparent and sound management of education services, with attention to accountability for inputs and outcomes are symptomatic of responsive and effective governance, and signal a government's efforts to meet the needs of its citizens. USAID/Mali will therefore support civil society and CSOs, including NGOs, to play a crucial role in education, particularly in holding governments accountable for education management and delivery service. They can do this through their watchdog role in policy formation, budget tracking and monitoring. USAID/Mali will work cross-sectorally to mobilize and build the capacities of communities, schools, and CSOs to ensure that the quality of education provided by schools meets the needs of students, schools, households, and communities. This cross-sectoral approach will create positive outcomes across Democracy and Governance, Health, Education, and Economic Growth to demonstrate that if the interconnectivity between sectors is understood, then a solution can be devised to one development problem (such as Governance) that will also create solutions to many other development problems at no extra cost.

The lack of service delivery in rural areas has a disproportionate effect on women because of their location (more women live in rural areas and informal settlements), their traditional roles as caregivers, and their exclusion from decision-making at all levels. Rural women's lives are dominated by demands of collecting water and firewood, and are greatly restricted by the absence of education and health resources. Increasing the quality and quantity of local service delivery will therefore have a significant impact on women and girls, if provided in an inclusive manner.

USAID will multiply this impact through strategic and concerted efforts to engage women in participatory development planning – both by increasing local government capacity to work with all citizens and by supporting women's capacity to advocate for themselves. Women have a unique role to play in development planning; women are the primary users of local services, so they must have a voice in the design of those services. This will bring important new voices in to local planning and help ensure that services meet needs of all citizens. Gender-sensitive budgeting processes will be one tool to help local governments to include women and to meet their needs.

Transparency in the provision of public resources and the formulation of policy is an integral part of a democracy. Government accountability is facilitated by approaches, mechanisms, and practices to ensure that its activities and outputs meet the intended goals and standards. Without information on performance, outputs, and motivations, it has been difficult for Malians to hold their government accountable for its actions. Transparency and accountability serve as a check against mismanagement and corruption by public officials, and serve as the foundation of sound governance which is key to winning and maintaining the trust of Malian citizens, the private sector, and the international community. In addition to being an effective counter-insurgency tool, USAID's support for sub-national service delivery will enable the Malian people to improve their lives in tangible ways, through concrete small-scale development initiatives from the bottom-up. The optic of being able to improve the lives of people in communities through greater engagement in sub-national governance will serve to motivate greater involvement of the social capital that exists at the base but which is not yet well-harnessed to the formal political system.[35]

This IR will work with both civil society and selected local governments to strengthen the link between the citizens and the Government of Mali. Past interventions have been designed to strengthen either the demand or supply of transparency and accountability, meaning that they targeted either civil society or the state, but seldom both ends of the spectrum. Lessons learned over the past several years reveal a growing body of research that suggests sustainable, scalable transformation calls for bridging state and civil

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[35] USAID, "Comparative Assessment of Decentralization in Africa: Mali In-Country Assessment Report," September 2010.

society drivers of change. USAID will bridge the gap between supply and demand side of accountability and reward municipalities who demonstrate a commitment to good governance by building sound systems that connect the sub-national to the national level and provide resources for transparent service delivery. USAID/Mali will also strengthen the fiscal transfer system between Bamako and selected municipalities, working at both the national and sub-national level, ensuring transparent financial flows to the sub-national level and public participation in the resource planning, allocation, and execution process.

Working at both the national level and in selected municipalities to increase transparency, accountability, and responsive governance will serve as a model for the rest of the country reducing corruption, insecurity, and improving government performance.

Sub-IR 1.1.1 Civic Engagement Increased to Improve Government Accountability

This sub-IR will focus on building stronger feedback systems between the government and the citizenry to tackle key barriers preventing effective civic engagement. Barriers include mutual distrust, corruption, poor citizen understanding of rights and responsibilities, apathy given historically poor engagement and service delivery, the politicized nature and lack of independence of some CSOs, and limited capacity of organizations who try to address these gaps.

To improve the quantity and quality of civic engagement in holding government accountable, the Mission aims to: (1) strengthen CSO participation in public policy development, implementation, and oversight; (2) facilitate CSO partnerships with traditional, private sector, and government actors to advance issues of common interest and promote mutual accountability; and (3) inform citizens of their rights and responsibilities and empower them to engage government.

Targeted capacity building will be provided to select NGOs in order to improve organizational, financial, and technical capacity in line with USAID/Forward principles, however, organizational capacity building is not the central purpose of this intervention, and USAID anticipates selecting partners who have some level of pre-existing capabilities as well as experience working on the issues. Additionally, other donors such as the European Union (EU) are supporting CSO capacity building programs. The focus of USAID/Mali activities will be on implementing advocacy, outreach, partnership, and oversight strategies to achieve specific outcomes. As part of its strategic approach, the activity will partner with and address issues of concern to women, youth, and other marginalized populations.

Promoting civic engagement between women and girls and government and traditional leaders will help give voice to issues of gender equality. Cultural constraints on women's activities in the public sphere will require carefully tailored strategies to facilitate this communication. Groups of women have been highly influential in the past when they have engaged on issues of government accountability – providing useful models and entry points for this work. The activity will work to make sure that the interests of women, youth and other marginalized groups (ethnic minorities, descendants of former slaves, LGBT, etc.) are represented. In some cases this will involve specific sub-grants to women-run CSOs while in other cases it will focus on working with organizations that are focused upon monitoring the government's commitment to these issues, and also championing sound gender practices in CSO internal governance.

Sub-IR 1.1.2 Effectiveness of GOM Oversight Institutions Improved

The Mission will support this sub-IR through technical assistance to the Contrôle Générale des Services Publics (CGSP), Mali's Supreme Audit Institution (SAI), to: a) create an appropriately staffed and trained

performance audit department, b) conduct initial audits, and c) comply with transparency requirements by publishing audit reports and sharing them with appropriate authorities.

Currently, the CGSP does not promote accountability at the local level. In addition to organizational deficiencies which prevent it from meeting international SAI standards, CGSP audits are financial (i.e. focused on government accounts) rather than performance-based (i.e. focused on value for money in GOM spending), findings are not followed up on, and usually result in no sanctions. Key decentralized decision makers are free to ignore failed audits and key national level actors have very limited capacity to formally sanction local officials that show evidence of corruption.

Sub-IR 1.1.3 Local Public Service Delivery Systems Strengthened in Targeted Areas

USAID and others have made efforts toward effective governance and have worked to build the capacity of communes to address the needs of the community. Nevertheless, without access to tangible resources needed to deliver government services, their effectiveness has been limited. The international community has likewise made great efforts to install the rural infrastructure needed by communities, but without a strong local governance structure in place this infrastructure often falls into disrepair and neglect. Indeed, complementary and mutually reinforcing governance structures and appropriate infrastructure are needed. Capacity building efforts for local governments must be built around infrastructure investments and other public services that are within the manageable interest of the community.

At the sub-national level, the capacity of regional actors (regional councils, communal councils, ministries, etc.) will be strengthened to strategically assess local basic needs, plan, implement and coordinate activities. USAID will promote information flow between Bamako and the regions (and the regions to the communes) as a means of facilitating regional authorities' participation in planning, budgeting, execution, and monitoring. The areas of emphasis will be in the health and education sectors. Planning, execution and monitoring will be done in conjunction with health and education projects to ensure cross-sectoral activities meet the collective objectives. The role of the region as a mechanism to unite and organize communes will also be strengthened, allowing regions to relay information to communes and increase their involvement in development planning and public service delivery with ministry representatives. This will help reduce the relative isolation of communes, enable them to voice opinions and concerns, and promote good governance practices among them. Regions may prove to be effective channels for communes to address issues with their supervisory authority and provide a first recourse channel for individual communes faced with political or developmental obstacles. Results can feed into national dialogue and help the GOM to improve decentralization policies and practice based on participation and inclusion.

At the national level, the Ministry of Decentralization will require support to improve coordination and performance monitoring. Working through the Ministry of Decentralization, the Ministry of Finance, and other appropriate line ministries (including education and health), communal and regional indices will be introduced as a way of comparing service provision and financial management across communes. The highest-performing municipalities can be recognized as a way to further create incentives for improving local governance.

Women's representation in formal and traditional political structures is minute. Men fill roughly 90% of the leadership positions in local and national executives of all parties. Similarly, less than 10% of positions on communal councils are women and there are very few women mayors or chairs of commissions. Although this is an entrenched long-term problem, building the capacity of women's CSOs will foster women's leadership and expand women's voices onto more powerful platforms. USAID will

also encourage the participation of women in CSOs in general and reduce barriers to their leadership through training and other interventions.

Illustrative IR 1.1 Indicators, Performance Evaluation Questions, Activities and Partners

Illustrative Indicators (Comprehensive List of Illustrative Indicators is in Annex D):
- Percentage of citizens expressing positive opinions of government responsiveness in Afrobarometer surveys
- Local government expenditures on health and education in targeted regions moves closer to overall government target spending for those sectors
- Number of internal control and audit recommendations carried out by ministry senior management increased
- Percentage of females who report increased self-efficacy at the conclusion of USG supported training/programming

Performance Evaluation Questions:
- To what extent has the cross-sectoral approach of this project improved efficiency and effectiveness in government institutions and improved quality of service provision in health, education and agriculture?
- To what extent has the project changed citizens' perception of government performance and accountability and built trust between them at both the national and the sub-national levels?
- What is the most effective intervention or approach in building capacity in public financial management that improves government performance and accountability?
- What mechanisms and strategies can citizens use most effectively to demand accountability from their government officials?

Illustrative Activities:
Current: None
Future:
- Sub-National Good Governance activity focused on improving the management and oversight of government funds being transmitted from Bamako to the local level.
- Civic Engagement activity that aims to support civil society watchdog groups to advocate for citizen concerns and to help hold government officials accountable to their constituents.

Partners:
USG: Embassy Public Affairs Office and Political/Economic Section, State Democracy, Rights and Labor
Donors: Belgium, Germany, EU, World Bank, International Monetary Fund (IMF), Canada, Sweden, and Denmark
Non-State Actors: Civil society anti-corruption organizations, media.

IR 1.2 Administration of Justice Improved

Premise: In parts of Mali, citizens were caught between corrupt elites and powerful extremists promising salvation or material benefits through criminality and political violence. Extremists were able to subvert or destroy the traditional justice system and shut down any official justice process working in areas they control. Thus, USAID sees support for traditional justice as a means of immediate dispute resolution in parts of Mali and linking the formal and informal justice system as a longer-term goal.

Development Hypothesis: Recognizing that critically-minded and informed individuals are the building blocks of an open society, if a rule of law culture is promoted through civic education and traditional and formal rule of law systems are strengthened and linked, then the State will be seen as legitimate and rule of law will be respected in Mali.

> **IR 1.2:** Administration of justice improved

> **Sub-IR 1.2.1:** Transparency of Justice system improved

> **Sub-IR 1.2.2:** Informal and formal rule of law systems strengthened

Both USAID and the UN define the rule of law as referring to "a principle of governance in which all persons, institutions and entities, public and private, including the State itself, are accountable to laws that are publicly promulgated, equally enforced and independently adjudicated, and which are consistent with international human rights norms and standards."[36] This end state requires equal enforcement and equality before the law, independent adjudication of the law, fairness in the application of the law, and avoidance of arbitrariness. Access to justice —the ability of people to seek and obtain a remedy through informal or formal institutions of justice—is a mutually reinforcing component of rule of law. The rule of law requires the separation of powers and participation in decision making. This results framework will use the UN definition of rule of law and agrees that stabilization requires urgent focus toward this end. We also acknowledge that the formal state-administered justice system coexists with informal systems of justice provision and community dispute resolution in Mali.

Rule of law separates societies where citizens feel secure and free to develop their individual potential, from others where people live in fear of the State's arbitrary actions or of criminals enabled or emboldened by corruption and public apathy. The rule of law is also the glue that holds together the various structural elements of a democracy, and it cannot be fully developed without citizen buy-in. It takes more than free and fair elections and competent government institutions to produce economic development, political order, and stability. Citizens and government officials must believe that they have a personal stake in upholding the rule of law and preventing crime and corruption in order to consolidate Mali's democracy. All Malians should expect that laws should be fair and apply equally to all citizens and that every individual has a role in creating and overseeing the implementation of these laws. Public participation in the making of laws and oversight in their implementation, coupled with the demand that both rulers and the ruled be governed by the law, will guard against the arbitrary exercise of state power and against general lawlessness.

While the GOM has pledged to bring justice closer to its citizens, geographical, cultural, and monetary obstacles to accessing courts and tribunals will prevent the

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USAID/Mali's First Ever Human Rights Support Program

In February 2015, USAID and the representative of the Malian Ministry of Justice and Human Rights kicked off the first ever USAID-funded human rights support program in Mali.

The project will work with Malian civil society and human rights defense organizations to monitor and publicize the Government of Mali's implementation of Mali's 2013 Universal Periodic Review (UPR). The project will train 50 members of civil society organizations and 60 Malian human rights defenders to advocate for greater adherence to these commitments by enhancing their capacity to conduct advocacy and subsequently leverage the results of human rights and trial monitoring through intensive tracking of the Government's implementation of the UPR recommendations and impact litigation.

The project will advocate for the rights of victims of human rights violations, increase the public's awareness of Mali's human rights related reforms and contribute to national reconciliation effort by protecting, promoting and advocating for universally recognized human rights in Mali.

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[36] United Nations Security Council, *The Rule of Law and Transitional Justice in Conflict and Post Conflict Societies:* Report of the Secretary General, August 23, 2004, pg. 4, para 6

majority of Malians from accessing the formal justice system throughout the strategy period. Also, local government actors are given authority by law to mediate civil or commercial disputes among citizens.[37] It is therefore likely that informal authorities, particularly family elders, religious leaders, and local governments will remain fundamental to access to justice in Mali and will hear and probably solve the majority of justice problems.[38]

GBV remains a serious issue in Mali. Human rights work will incorporate support for groups working to prevent GBV. USAID interventions will also explore working with the National Police to strengthen the Office of GBV, which was recently launched with limited support from other donors like United Nations Women (ONU Femmes), and the Netherlands who have established two "green lines" through which people can call to inform about GBV crimes.

To this end, USAID will strive to create a "culture of lawfulness" which will create the environment for democracy and the rule of law to flourish in Mali by focusing on the both state and traditional justice systems (the supply side of ROL) and educating the clients of justice services (the demand side of ROL).

Sub-IR 1.2.1 Transparency of Justice System Improved

The State's efforts to promote legal awareness are primarily conducted by the Ministry of Justice, but government efforts have been criticized for a lack of coordination among the ministries and civil society organizations involved. In addition, average citizens do not have access to legal information at the national and community levels. New laws and regulations in Mali are published in the Official Journal. The Journal is published each week by the general secretariat of the government, but it is costly and difficult to access outside of Bamako. The journal is not available online because Malian justice web sites are not functional.

Civil society campaigns have undertaken efforts to inform citizens of their legal rights, but these campaigns are often focused on Bamako and other urban areas in the southern part of the country, and do not always reach the grassroots level or the conflict-affected parts of the country. USAID will support the media and communications departments in targeted justice sector institutions and provide support to civil society organizations focused on increasing civic engagement in rule of law and justice-related issues. These activities will better reach the public and increase levels of transparency of the justice sector.

Sub-IR 1.2.2 Informal and Formal Rule of Law System Strengthened

USAID will strengthen the rule of law by bolstering and extending grassroots efforts to provide average citizens in key locales outside Bamako with legal assistance and dispute resolution to protect their personal rights and increase their economic opportunities. The activity will target both the formal and informal justice sectors by supporting formalized paralegal and judicial training and strengthening the legal knowledge base of a variety of traditional dispute resolution actors.

Many Malians cannot access or do not trust formal legal processes and rely on a wide range of traditional dispute resolution (TDR) actors. While customs and traditions vary significantly across Mali, TDR actors uniformly play an important role in resolving disputes in rural areas. Most have little or no understanding

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[37] Law Creating Units of Local Government article 68 (Law No. 95/034/AN/RM, April 12, 1995; Law Relating to the Creation and Administration of Villages, Fractions, and Neighborhoods article 15 (Law No. 06-023, June 28, 2006)
[38] 2012 *Access to Justice Assessment for Mali,* American Bar Association

of the formal laws and no interaction with formal judicial institutions in Mali. Decisions are based upon customary law, which may include application of religious norms, customary norms, and simple equities with the goal of maintaining peace in the community. TDR actors will be trained on basic legal norms concerning land tenure, family law, women's rights, human rights, commercial law and criminal law, along with basic mediation techniques. All efforts will be made to streamline traditional norms to formal and international norms through these trainings. In addition, efforts will be centered on gender-inclusive and sensitive approaches to TDR. USAID will identify those cases where serious deviations from formal and international norms occur and will work with formal justice sector officials, traditional leaders, and Malian civil society organizations to reach consensus on short and long-term solutions.

Together, these components will result in increased application or consideration of legal norms during the TDR process, which will begin to bridge the gap between the formal and informal systems and increase the level of citizen satisfaction with the process. Where a case is not settled, it may also raise the likelihood of it being referred to the formal court for resolution rather than reverting to extrajudicial means.

Illustrative IR 1.2 Indicators, Performance Evaluation Questions, Activities and Partners

Illustrative Indicators:
- World Justice Project Rule of Law Indicators
- World Bank Country Policy and Institutional Assessments
- Afrobarometer surveys
- Community surveys

Performance Evaluation Questions:
- How have the Justice Institutions in Mali been strengthened and benefited from USAID's Justice Activity?
- To what extent are the management, quality and availability of legal clinics better as a result of USAID assistance?
- To what extent is the public better informed about ongoing legal reforms?
- To what extent have Malian justice institutions increased their openness?

Illustrative Activities:
Current: None
Future: Mali Justice Activity (includes cooperation with AEG), Human Rights Advocacy Activity

Partners:
USG: Embassy Political/Economic Section; Bureau of International Narcotics and Law Enforcement (INL), Department of Defense
Donors: Canada, France, EU, and the Netherlands
Non-State Actors: Traditional justice actors, para-legals, private lawyers, and human rights protection NGOs.

IR 1.3 Citizen Participation in Malian Electoral Processes is Increased

Development hypothesis: If USAID activities encourage increased citizen participation in elections as voters and domestic monitors, then the public's trust in the credibility of the electoral process and in the government will improve.

Elections are typically cast as the ultimate tool of political accountability and expression of citizen

IR 1.3: Citizen participation in Malian electoral processes is increased

Sub-IR 1.3.1: Marginalized/Vulnerable Group Voter Participation Increased

Sub-IR 1.3.2: CSO capability to independently report on elections improved

confidence in the government. For that premise to hold true, participation in political processes needs to be significant and substantive. Malian citizens participated in the 2013 post-crisis elections in record numbers, with turnout of about 46% for the presidential vote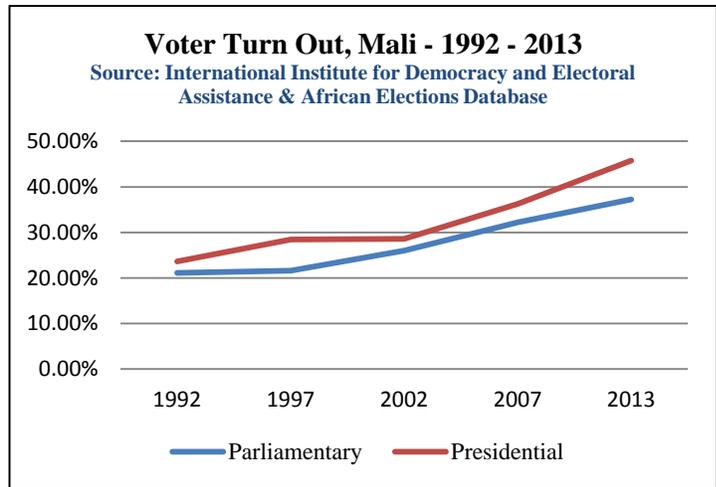 and 37% for the subsequent legislative elections.[39] Most observers felt this reflected citizens' interest in ending the crisis by electing a decisive leader, such as IBK. However many voters are apathetic about the formal trappings of political competition, and turnout is still low. The primary objective for USAID engagement in Mali's future elections will be to consistently increase overall voter turnout with a focus on inclusion of traditionally marginalized groups, including women, youth, minorities, and the disabled. This is consistent with the overall focus on increasing civic engagement. A secondary objective will be to support civil society's efforts to independently observe the elections and report their findings back to the public.

This activity will coordinate closely with the one described in Project Purpose 4: Civic engagement to improve government accountability strengthened. Both activities seek to enhance citizen participation as a means for bringing greater accountability into the system. Although the support for the electoral process will be more narrowly targeted during the elections period the target beneficiaries and local partners will necessarily have some overlap.

As Mali moves further away from the coup crisis, the population's participation in voting and participating in the electoral process may decrease. A short-term (two-year) award with a limited focus on specific tangible results is necessary to build upon the democratic gains established through the 2013-2014 elections and USAID's other contributions to this sector.

Sub-IR 1.3.1 Marginalized/Vulnerable Group Voter Participation Increased

Maintaining and improving upon the surprisingly high participation rates from the 2013 presidential and legislative elections will be achieved through targeting voters via a variety of mechanisms. It is important

Voter Turn Out, Mali - 1992 - 2013
Source: International Institute for Democracy and Electoral Assistance & African Elections Database

that voter education campaigns are able to reach people throughout the country. In a society where illiteracy is high and internet and television penetration is very low, using either face-to-face outreach or popular media campaigns is critical. Civic and voter education messages will be developed in clear, easily understood terms. Wherever possible, messages will be translated into various national languages.

USAID will encourage women's participation through targeted civic education activities using a variety of

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[39] IDEA: http://www.idea.int/vt/countryview.cfm?CountryCode=ML#pres, accessed 3/13/2015 & http://africanelections.tripod.com/ml.html, accessed 3/13/2015

communications strategies and working to make sure that the efforts of the election management bodies facilitate women's participation as voters and candidates. Targeted sub-grants to women's NGOs will allow women to educate each other about how and why to vote and encourage them to take advantage of their rights to decide their leaders. Finally, the project will work to ensure that any domestic monitoring efforts incorporate women and women's groups as observers.[40]

A draft bill currently up for discussion in Parliament proposes a 30% quota for women's positions in all elected offices. If this bill passes it will create tremendous opportunities for increasing the participation of women in public office while also creating challenges to ensure that the newly elected are able to understand their roles, represent their constituents effectively, and carry out their duties. If this bill is successful, planned election activities will provide a great platform to capitalize on this opportunity.

Sub-IR 1.3.2 CSO Capability to Independently Report on Elections Improved

Along with inclusion, transparency is a critical aspect for maintaining the credibility of elections. Domestic observers, whether associated with political parties or NGOs, provide the best value for ensuring widespread coverage. Observation should take place throughout the election cycle in addition to on election-day as the potential for fraud and mismanagement may occur well before election-day. Efforts to make sure that women are recruited to serve as monitors will also be emphasized. Methodologies and technologies employed must be appropriate given the context but can be adapted based on lessons learned from previous elections and best practices from similar countries.

Illustrative IR 1.3 Indicators, Performance Evaluation Questions, Activities and Partners

Illustrative Indicators:
- Number of domestic elections observers trained with USG assistance (disaggregated by gender and region)
- Number of electoral systems and procedures strengthened with USG assistance
- *Freedom in the World* Political Rights sub-score for Electoral Process
- Voter turnout (disaggregated by gender and region)

Performance Evaluation Questions:
- Are previously marginalized communities more engaged in the electoral process? Has voter turnout increased among targeted groups?
- Are election management bodies implementing specific strategies to encourage previously vulnerable groups to participate as voters and poll workers?
- What voter education strategies and tools have been most successful in encouraging youth to vote? For women?

Illustrative Activities:
Current:
- Consortium for Elections and Political Process Strengthening (CEPPS): Activity providing support for the local and regional elections including civic and voter education, and support to local elected officials to provide an orientation and give them the capacity to complete their responsibilities.
- Projet d'Appui au Processus Electoral du Mali (PAPEM): A donor basket fund for elections

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[40] Voter Turn Out Graph: IDEA: http://www.idea.int/vt/countryview.cfm?CountryCode=ML#pres, accessed 3/13/2015 & http://africanelections.tripod.com/ml.html, accessed 3/13/2015

support run by the UN Development Programme (UNDP).

Future:
- TBD: New activity will be put into place in 2017 to prepare for national elections in 2018

Partners:
USG: Embassy Political/Econ Section; Embassy Public Affairs Office
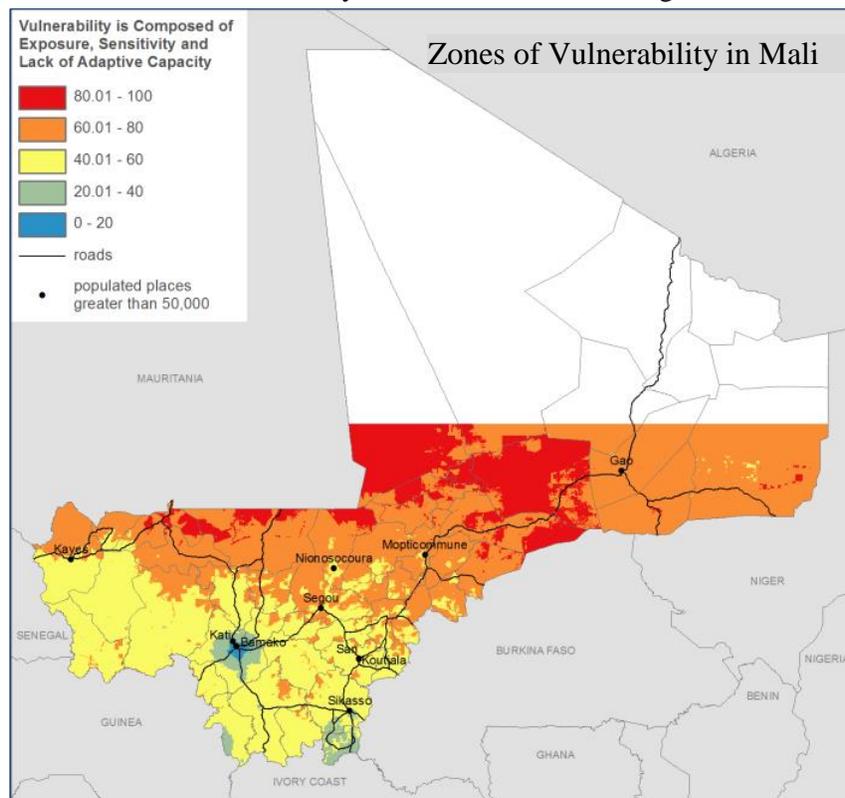Donors: EU is currently the largest donor in this sector. Other donors to the UNDP basket fund include: Sweden, Norway, Switzerland, Denmark, the Netherlands, Luxembourg, Belgium and Canada. Donors have not yet begun to discuss plans for the next election cycle so this list may change
Non-State Actors: Local civil society organizations including domestic monitoring organizations

Development Objective 2: Resilience – Adaptive Capacity of Vulnerable Communities and Households Improved

Development Hypothesis: Within a focused geographic zone for resilience and within projects across the Mission's portfolio, if risks from recurrent climate shocks and stresses are reduced, if drivers of conflicts are mitigated, if livelihoods are diversified and improved and if human capital is strengthened, then the adaptive capacity and ability to reduce/manage risk of vulnerable communities and households will be increased.

USAID defines resilience as "the ability of people, households, communities, countries and systems (social, economic, ecological) to mitigate, adapt to, recover from shocks and stresses in a manner that reduces chronic vulnerability and facilitates inclusive growth." The ultimate goal of USAID resilience-

building interventions is to reduce the repeated infusions of humanitarian assistance to vulnerable populations in areas of recurrent crises. While Mali does not require high-levels of emergency assistance on a cyclical basis, there are vulnerable populations whose stability and growth potential are constrained or hindered by different recurring shocks and stresses (i.e.: droughts, floods, high or volatile food prices, insecurity). In the Sahel region (of which Mali is part), climate variability, primarily manifested through drought is the number one, most recurring stress. Food insecurity is often a result of a climate shock. Droughts and flooding affect the spread of human diseases, health and productivity of

animals, and management of natural resources.[41]

Further complicating the situation, climate change will affect people differently owing to a range of factors, such as age, gender, livelihood, ethnicity, and access to capital. Each of these characteristics affects both sensitivity to and adaptive capacity for addressing climate change and overall vulnerability. Episodes of violent conflict, such as recently experienced in Mali, further erode the physical and economic security of households and communities. And when a state is unable to provide relief or assistance to its society in the face of a major destabilizing shock, climatic or otherwise, it cannot bolster the resilience of its citizens, thus increasing the risk of future conflict.[42]

Resilience activities will be designed to capitalize on local skills, considering cultural norms including gender and the extremely limited resources available to most rural communities in Mali. Mali has one of the highest population growth rates in the world at 3.6%, and an unusually large youth population, with 67% of Malians below the age of 25, half of which is female. This increasing population will put a growing stress on the natural environment and could become a trigger of more conflicts.

Project design and activities will also consider gender and other social factors that influence access to resources and information and affect overall adaptive capacity and ability to reduce and manage risks. According to the gender assessment and addendum conducted for this strategy, women in Mali are more likely to be illiterate and have lower overall education levels. Women and youth are less likely to own, access, and control land directly and make agricultural decisions, limiting their access to credit and ability to implement on-farm/ household adaptive practices and use climate information. Social norms often force women to remain in rural villages, reducing their ability to interact with the outside world or migrate in the event of shocks. Finally, traditional gender roles for women, such as responsibility for gathering firewood and water, preparing food, and caring for children, impose significant time burdens, reducing their ability to pursue educational and income generating activities or participate actively in political processes. Project activities will carefully consider how to communicate relevant information to different groups with different capabilities and needs; how to ensure women and youth are effective voices for addressing different shocks in governance; and how to ensure that any interventions which are analyzed and promoted reflect the needs, abilities, and priorities of all community members.

The resilience objective will integrate and coordinate transition, development and humanitarian assistance activities to target those populations vulnerable to various shocks and stresses caused by climate change and variability, market uncertainty and conflict. The types of interventions that build resilience are not new to USAID or Mali, though the approach to their implementation will integrate humanitarian and development assistance teams to collaboratively conduct problem analysis, planning and implementation of interventions. The resilience interventions include, but are not limited to: building strategic climate information and decision-making systems (which will be built off of the strong Mali Meteo agro-meteorological information program as well as local early warning systems); emergency food and non-food assistance; cash transfers; basic health services; community management of acute malnutrition; improved natural resource management; disaster and economic risks reduction; local conflict mitigation and governance; livelihood support; and inclusive value chain activities. These interventions will need to balance the near-term benefits of building resilience to current climate variability, while laying the groundwork for increased resilience to longer-term, transformative impacts associated with climate change. These interventions will help achieve the intermediate results of the Resilience DO, as well as some that fall under the Prosperity DO.

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[41] See the USAID/Mali 2015 FAA 118/119 Report, Preliminary Assessment of Tropical Forests and Biodiversity
[42] Mali Resilience Program Assessment Challenges and Opportunities, pages 5-8, March 2014.

The Resilience DO team will be responsible for ensuring the layering, sequencing, and integrating[43] of a variety of health and livelihood activities that target the poorest and most vulnerable populations both within the Resilience DO, which will concentrate efforts geographically, and beyond the Resilience DO through providing a "resilience lens" to the work of other DO teams across the Mission. That "lens" is one that seeks to better layer, sequence, and integrate programming across the Mission's entire portfolio to achieve a successful humanitarian aid-to-development transition throughout Mali. Applying a resilience lens more broadly, not just in the geographically- identified Resilience "zone", is essential to mitigate against the risks and threats that can undermine Malian prosperity and the Mission's broader development goals. Particular attention should be paid to understanding local decision-making structures, livelihood strategies, and ways of working with traditionally marginalized groups, such as women and youth. All interventions will need to take advantage of and consider current Malian (and regional) programs, institutions, and priorities.

Regarding specific resilience programming, USAID/Mali with technical support of the resilience team in the USAID/Senegal Sahel Joint Planning Cell (JPC) and from USAID/Washington established an analytical foundation for the resilience approach. Through their analysis, the region of Mopti – in particular, the districts of Tenenkoun, Youwarou, Douentza, Bandiagara and Mopti – was identified as offering the greatest need with the highest potential for resilience programming. These zones represent the intersection of the highest climate vulnerability, population density (Annex 2, maps A1, A2, A3), and the gateway to Northern Mali, while not being as affected by violent conflict currently constraining USAID's ability to operate in those areas. Additionally, these five districts are part of the Feed the Future zone of influence in Mopti, and the health team's nutrition interventions are already underway there.

Expected Results:
USAID/Mali's Resilience DO will achieve increased incomes, improved nutritional status, food availability and access, water supply, hygiene and sanitation for vulnerable people in the target zone. Institutions and communities will be strengthened to manage and reduce risks, including gender-sensitive climate change adaptation. Targeted communities will have increased skills for coping with disasters and conflicts, and resilience to violent extremism; and economic livelihoods, particularly for out of school youth and women, will be diversified and improved.

Illustrative Indicators (Comprehensive List of Illustrative Indicators is in Annex D):
- Global Acute Malnutrition
- Number of Severe and Moderately Hungry Households
- Depth of Poverty
- Number of food assistance caseloads
- Community disputes resolved peacefully

Critical Assumptions:
- Increasing temperatures, rainfall variability and price volatility will continue to challenge food security for the most vulnerable Malians, likely requiring future humanitarian response.

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[43] **Layering** entails examination of on-going humanitarian assistance and development programs and "flexing" them to target the same populations when appropriate. For example, implementing FTF and Health programs into an area with existing FFP MYAPS would be a form of layering. **Sequencing** is when humanitarian assistance is no longer needed and programming can mainstream resilience concerns into development activities. For example, as a FFP program ends FTF could pick up productivity work and linkages to markets, ensuring that the growth component of resilience is continued. **Integrating** seeks to ensure resilience-building activities and vulnerable populations are included in humanitarian and development programs. Integration also speaks to improved hand-off or coordination between humanitarian and development assistance programs.

- Extremist elements will be present and continue to pose a threat, but opportunities exist to mitigate against future conflicts, particularly at the community level.

Alignment with GOM Plans, Policies, and Programs:

USAID/Mali's resilience strategy is fully in line with the GOM's policies and strategies addressing climate change, nutrition, food security, economic growth and gender, including: the National Food Security Plan, the National Nutrition Policy, the Strategic Framework for Growth and Poverty Reduction (CSCRP/2012-2017), the National Policy on Climate Change (PNCC/2011), the National Investment Plan for the Agricultural Sector, and the National Gender Policy. The GOM, along with the Regional Committee for Drought Control in the Sahel (CILSS), the UN Food and Agricultural Organization (FAO) and other donor agencies such as USAID are members of the Global Alliance for Resilience in the Sahel and West Africa (AGIR). Under this framework, Mali and its partners are expected to complete a Country Resilience Plan in 2015. USAID's resilience strategy will inform and be informed by the national resilience plan.

Intermediate Results:

DO 2 has four integrated intermediate results (IRs) that contribute to the higher level DO result.

IR 2.1 Risk from Recurrent Climate Shocks and Stresses Reduced (Climate Resilience)

IR 2.1: Risk from recurrent climate shocks and stresses reduced (climate resilience)

Sub-IR 2.1.1: Disaster risk preparedness and response mechanisms strengthened and effective

Sub-IR 2.1.2: Effective use of climate info for decision-making increased

Sub-IR 2.1.3: Adoption of local solutions increased

Premise: In the Sahel, climate variability (primarily manifested through drought) is the most recurring stress. Rainfall fluctuation and uncertainty is the leading cause of food insecurity in the Sahel region. For the populations living in marginal agricultural and agro-pastoral zones of the Sahel region of Mali, timely and reliable weather/rainfall forecast information is paramount. That information, coupled with increased inclusion of climate change considerations in governance systems and increased knowledge and adoption of water harvesting, soil management and other climate adaptation practices, can improve populations' adaptive capacity.

Development Hypothesis: If high-quality weather and other natural disaster forecasting/warning is provided equitably to and used by the most vulnerable populations, if local governments incorporate climate change adaptation and early warning into planning, and if effective adaptive practices including soil and water conservation are adopted, then vulnerable populations will increase their resilience to stresses of climate variability and change.

As part of the GCC initiative, interventions will improve the adaptive capacity of rain-fed agriculturalists, particularly in the target resilience areas of Mali, to climate change and variability. Activities will focus on testing key adaptive practices, such as: dissemination of information about effective adaptive practices and catalyzing their adoption; reduction of barriers to widespread adoption of adaptation practices considering cultural and gender norms; capacity-building of public, civil society and private sectors to integrate gender-sensitive climate change adaptation into policy and planning; and capacity-building of institutions and stakeholders, including the most vulnerable populations in Mali, to analyze, supply, access, and use weather and climate data (appropriate for all user groups) and predictions for decision-making, local early warning systems, disaster prevention (i.e. emergency preparedness), and response plans.

The further refinement and identification of appropriate resilience DO interventions will require consultation with different user groups (including men, women, and youth) to better understand their capabilities and needs. The design of the GCC program was based on the findings of the analyses conducted as part of the Mali Climate Change Vulnerability Assessment (annex 2, map A1).

Given the high vulnerability of the agricultural sector, there are potentially large synergies between FTF and GCC interventions. The climate change activities will complement and support FTF objectives while still maintaining the unique nature and purpose of adaptation programming. FTF and GCC will work together in the following ways:

- As a point of entry, the GCC activities will provide information and an evidence-base for some of the activities undertaken under the FTF IR: *Improved sustainable agricultural productivity*, specifically related to increased use and dissemination of information for climate-smart agricultural practices. GCC will facilitate the identification and adoption of best practices and technologies for adaptation and aid in overcoming barriers to adoption while FTF interventions will scale-up these activities.

- The lack of literacy and education, especially among women and girls, may be a barrier to collection, dissemination, and understanding of climate information and adoption of adaptive practices. The GCC project will help all vulnerable populations access available education/training resources, and to the extent feasible, improve access to credit provided by the FTF Cereal Value Chains (CVC) project and other resources.

Sub-IR 2.1.1 Disaster Risk Preparedness and Response Mechanisms Strengthened

To strengthen disaster risk preparedness, USAID/Mali will provide weather and market information and provide technical support to national agencies for conducting assessments and developing estimates of the number of people at risk or affected by food insecurity. While continuing to work closely with the Government of Mali's early warning system and coordinating emergency assistance activities with those of the Government and other donors like

Food for Peace Contributions
source: USAID

the World Food Programme (WFP), United Nations Children's Fund (UNICEF), FAO and the International Red Cross Program, USAID/Mali's interventions under this sub-IR will be primarily conducted at the community level. At the local level, the disaster risk and reduction component will mobilize community leadership to systematically assess threats ahead of time and develop risk management strategies based on the nature of the risk.[44]
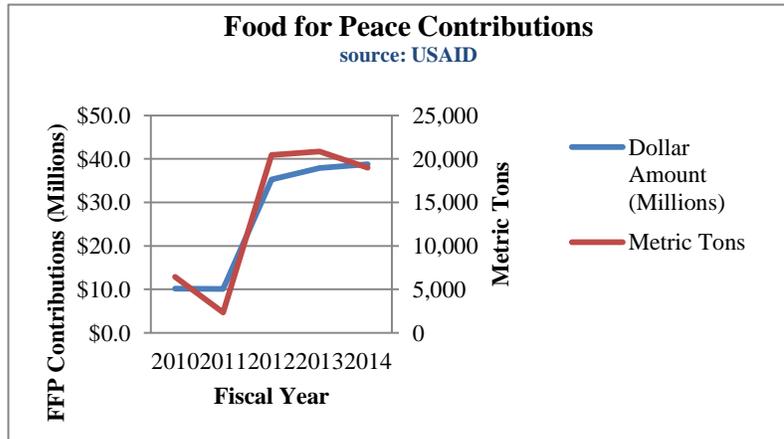
By engaging directly with commune-level governments, interventions will strengthen the Plan de Developpement Economique, Social, et Culturel (PDSEC), increasing the capacity of commune-level

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[44] Food for Peace Contributions Graph: http://www.usaid.gov/mali/food-assistance, accessed 3/19/2015

officials to understand, prepare for, and respond to the likely impacts of climate shocks and stresses. A crucial component of improving disaster risk preparedness is full engagement with civil society. While climate change is a new development sector, a variety of non-governmental organizations have already formed to coordinate civil society activities associated with climate change. Given the limited capacity of the GOM to provide all the necessary services to rural communities, USAID/Mali will increase the capacity of local NGOs to advocate for and build resilience to climate change in targeted geographic areas.

Sub-IR 2.1.2 Effective use of Climate Information for Decision-making Increased

Owing to the large uncertainty in the future trends of inter-annual and intra-annual rainfall patterns, it is not possible to develop climate change adaptation interventions that target a single future climate scenario. Instead, the provision of accurate, appropriate and timely climate and weather information at time scales relevant to agricultural decision-making will help build a robust system to ensure Malians are able to adapt to a wide range of possible future climate scenarios, while also building resilience to current climate variability.

Mali Meteo currently has an agro-meteorological program through which they provide next day, 10-day and seasonal weather forecasts. When these forecasts are

A farmer in Mopti demonstrates how to use a rain gauge to improve outputs

used in conjunction with local rainfall data (typically collected through a local rain gauge) and a detailed cropping calendar developed by the GOM, this program provides farmers with information on what field crop varieties to plant and when. USAID/Mali will help the GOM through Mali Meteo to: (1) identify the information needs of various groups and areas within the country, (2) improve analysis and understanding of historical rainfall/weather data, (3) determine whether climate change and weather models can accurately predict climate and weather factors of importance to agriculture (e.g., onset of the rains and length of dry spells throughout the season), (4) improve the spatial resolution of on-the-ground information, and (5) facilitate producers' access to rain gauges.

Accurate, appropriate, and timely information will only be useful if the right decision makers have access to this information. This requires that the information be communicated in a format accessible to a wide range of stakeholders. Given that many of the most vulnerable populations in Mali including women, girls and youth do not speak French, or Bambara, there is a need to ensure that information is appropriately translated into multiple local languages. Similarly, it is important, especially given low literacy and education rates for both sexes, that agro-meteorological information is translated into terminology that can be understood and assimilated by all targeted populations. Finally, this information needs to be communicated effectively to the targeted populations, taking into account how different segments of the population, such as men, women, and youth, receive information. Mali Meteo, a new agency, needs to raise additional resources and USAID will support them in conducting a market analysis and developing a 5-10 year business plan with a strong risk management approach. This is important to ensure the sustainability of Mali Meteo to provide climate services.

Accurate, appropriate, timely, and accessible information will only be effective if decision makers have the capacity to use this information. This requires that the targeted stakeholders have the capacity and resources to use the information and trust the system communicating this information. There is a need to

work with different user groups within communities to build their capacity to understand how best to use the information, including its limitations, and to understand how the information provided influences decision making. In addition, the Mission will have to identify the best methods to communicate information based on how men, women and youth receive and process this information.

Sub-IR 2.1.3 Adoption of Local Solutions Increased

USAID/Mali will facilitate the identification and field testing of best practices and technologies for adaptation and aid in overcoming socio-economic barriers to their adoption. Effective strategies will be the subject of field demonstrations and dissemination to producers. A vulnerability assessment was conducted to identify the majority of adaptive practices employed in Mali. USAID/Mali will follow this assessment by monitoring and evaluating practices in targeted communities, especially those promoted and supported through FTF programs. This effort will seek to understand the key adaptive strategies practiced by men, women, and youth and how they contribute to overall household resilience. Once strategies have been assessed as effective, they will be communicated effectively to individual stakeholders. This is done through demonstration projects where individual stakeholders can see the benefits first hand. However, the emphasis here will be on catalyzing the uptake of these practices, and not on implementing them on a large scale.

Illustrative IR 2.1 Indicators, Performance Evaluation Questions, Activities and Partners

Illustrative Indicators (Comprehensive List of Illustrative Indicators is in Annex D):
- Number of stakeholders with increased capacity to adapt to the impacts of climate change as a result of USG assistance, disaggregated by sex
- Number of institutions with improved capacity to address climate change adaptation as a result of USG assistance
- Number of people receiving training in global climate change adaptation as a result of USG assistance (men/women)
- Number of communities with disaster early warning/response systems working effectively

Performance Evaluation Questions:
- Are institutions (NGOs, community-based, or governmental) better able to assist individuals in adapting to the shocks of climate change?
- Are institutions themselves better able to adapt to climate change?
- Do men and women implement adaptive practices to climate change linked to improved weather and climate information?
- Are communal disaster early warning systems effective at communicating the threats of climate change and extreme weather events and appropriate responses to them?
- Has the use of climate information been effective in reducing agricultural production risks in the target resilience communities, and if so, how?
- Have mechanisms of disaster risk preparedness and response been developed and used by local governance institutions?
- Which mechanisms have been more effective as risk-reduction strategies?

Illustrative Activities:
Current: GCC; Famine Early Warning Systems Network (FEWS Net)
Future: GCC/Mali Climate Change Adaptation Activity; International Research Institute (IRI) Mali Meteo Capacity-building, FFP/ Development Food Assistance Program (DFAP)

Partners:

USG: USAID/Sahel Regional Mission (RISE)

Donors: Deutsche Gesellschaft fur Internationale Zusammenarbeit/Germany, World Bank, WFP, UNICEF, FAO and the International Red Cross Program

Non-State Actors: ICRISAT; World Agroforestry Centre (ICRAF); IRI Columbia University (New York)

IR 2.2 Drivers of Conflict Mitigated (Resilience to Conflicts)

IR 2.2: Drivers of conflict mitigated (resilience to conflicts)

Sub-IR 2.2.1: Communities' ability to manage local conflicts improved

Sub-IR 2.2.2: Push and pull factors for violent extremism reduced

Premise: Violent conflicts are extreme shocks to communities and individuals causing physical destruction and emotional trauma lasting for years after the end of the conflict.[45] Addressing underlying drivers and strengthening communities' ability to manage conflict will increase resilience. In addition, the same drivers of community-level conflicts in Mali have created fertile ground for extremism. Empowering communities, particularly youth and women, to manage these conflict drivers will also make them more resistant to extremist ideology and recruitment.

Development Hypothesis: If local conventions for the management of scarce natural resources are effectively implemented, if dispute resolution capabilities are fostered, and formal and informal social institutions are participatory and inclusive in their decision making; then intergroup cooperation, early problem solving around grievances, and resilience to conflicts will increase.[46] By responding to community needs through tangible development investments, the activities will also increase the legitimacy of both local and central Malian governments through meaningful civic engagement and help at-risk groups become more resilient against violent extremism.

Conflict restricts or blocks people's access to assets and resources-physical, natural, human, financial, social and political. During conflict, civilians are not only at risk of being killed or injured, but also of having their livelihoods deliberately undermined. Episodes of armed conflicts erode the physical and economic security of households and communities, as well as formal and informal social networks. The destructive impacts of conflicts - reversing economic growth, damaging public health, shutting children out from education, and degrading the physical environment - combine to erode resiliencies in people and communities that leave them more vulnerable to the stresses of any future shocks.

The approach to building resilience to conflicts will cover conflict analysis, conflict prevention, conflict management and peace-building activities. The recurring conflict in the North has primarily been caused by long-standing problems in Mali's governance. The conflict of 2012 was complicated by a series of regional events linked to the revolution in Libya and the subsequent return of heavily armed fighters, as well as the presence of criminal networks and terrorist groups in the Northern regions who were able to thrive because of the weak or non-existent government. While USAID programs under the TSCTP have provided positive messages and opportunities for peace since 2007, there have not been sufficiently concentrated efforts to assist building the government's civilian presence in targeted, strategic areas.

Communities in Mali have faced shocks and stresses that affect inter-communal relationships. Institutions and communities, often interconnected, respond either positively or negatively to different shocks and

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[45] From USAID's *Livelihoods and Conflict Toolkit,* 4.

[46] Theories of Change, Indicator Development in Conflict Management & Mitigation, USAID/CMM (2010), 7.

stresses which, in turn, lead to positive or negative second-round effects. According to USAID's Office of CMM, *negative resilience* perpetuates stable structures that are repressive, violent, or predatory. The implementation of strict Sharia Law in the North, which decreased violence but instilled fear at the expense of the rule of law, is an example. *Positive resilience* is the ability of communities to mitigate, adapt and recover from shocks and stresses, while simultaneously maintaining or enhancing institutional legitimacy. Positive resilience incorporates gender sensitive approaches to longer-term development, ensuring that activities account for the different roles played by women and men in stable, resilient communities.

The ultimate goal of IR 2.2 is to enhance long-term positive resilience. This will be done through targeting networks between and among communities and government institutions; fostering positive behaviors and norms; supporting innovative problem solving; and adopting lessons learned at the community level to address challenges.

USAID interventions under IR 2.2 will address causes of recurrent conflicts related to the use of natural resources, counter violent extremism through grassroots efforts to constructively manage natural resources, and promote reconciliation and CVE using the concepts listed above, as well as through increasing access to justice. These interventions will address both the conflict drivers and the methods that both men and women in communities use to mitigate these tensions without resorting to violence. USAID will support the use of these traditional justice systems as

Peace and Security Components (3.4.1)

Counter Terrorism, 1.7

Combating WMD, 2.7

Conflict Mitigation, 1.5

LEGEND
▲ Mali
■ Average score of countries in the region receiving U.S. foreign assistance

Combating Transnational Crime, 2.5

Stabilization and Security Sector Reform, 3.2

Counter Narcotics, 1.3

useful tools for managing conflicts while at the same time ensuring equal access and supporting linkages to a formal justice system that is increasingly realizing that it must provide local level justice. [47]
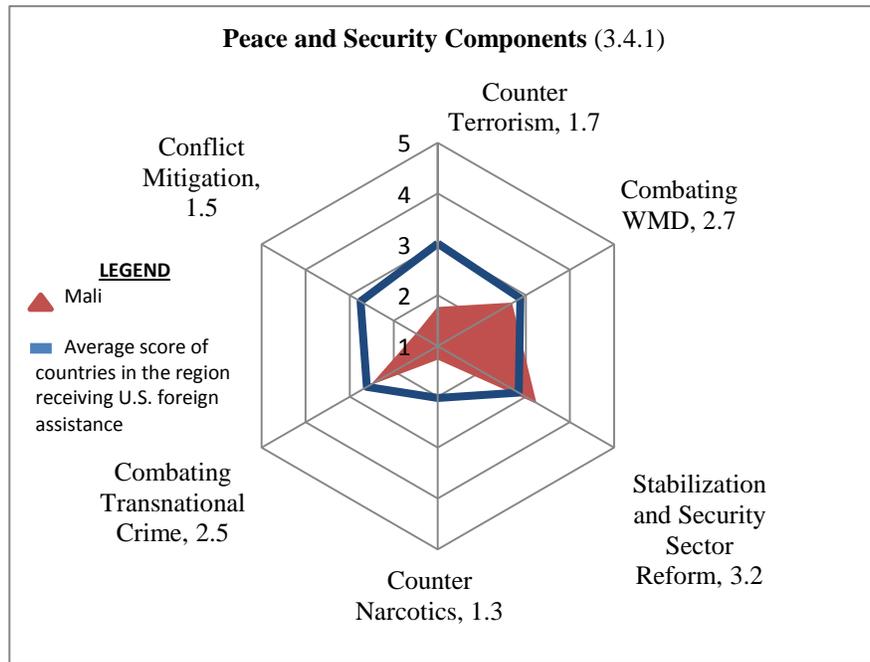
Sub-IR 2.2.1 Communities' Ability to Manage Local Conflicts Improved

Local conflicts related to the use of natural resources will be addressed through approaches that combine the development of local conventions for resource management, local land use plans/maps, the promotion of farmer-managed natural regeneration and land tenure on reclaimed land. The new countering violent extremism program will build Malian resilience to local conflict and radicalization by working with Malian government actors and men and women in local communities to address priority development and

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[47] 3.4.1 - This chart shows Mali's performance for the Peace and Security sector with several comparators: the average performance of countries receiving $600,000 or more in U.S. foreign assistance or of particular interest (excluding high-income countries). Analysis of the components can reveal specific weaknesses or strengths in the subject country. A score of 5 is great performance and 0 is no performance. Source: Office of U.S. Foreign Assistance Resources (F) Country Data Analytics Package.

reconciliation needs and to combat extremism. It is expected that these actions targeted to reduce extremism will in turn reinforce methods for communities to manage conflicts at the local level. The program will operate through flexible sub-grants in targeted communities. Key potential activities would include facilitating the engagement of men, women, and youth in local communities to participate with newly-returned government officials in the design of development projects; completing community-prioritized and gender-sensitive small-scale infrastructure rehabilitation projects; supporting women to act as peace-builders within their communities and networking them with other women in neighboring communities; design or reinforce the traditional mechanisms of conflict management, inclusion of civic/conflict in education curriculum, and assisting youth-led peace dialogue sessions across communities and ethnic groups.

Sub-IR 2.2.2 Push and Pull Factors for Violent Extremism Reduced

The new CVE program will build upon work done under OTI programming. This project will work to increase social and economic connections between neighboring communities in order to build Malian resilience to recruitment by violent extremists. The isolation of certain communities along the Niger River in southern Tombouctou and Gao regions facilitates recruitment by extremist groups such as AQIM. Under the new program, sub-grant activities will include support to festivals, sporting events, and other cultural activities that encourage cross-community interactions; youth dialogues on peace and future visions for Mali; positive messaging campaigns on peace, reconciliation and civic engagement using traditional and new media; cash for work programs that bring together different communities; and the provision of literacy, vocational, and educational training.

A partnership between USAID and local women's organizations encourages grass roots reconciliation activities, such as local dialogues, clean-up days and shared meals in Gao, Mali

Illustrative IR 2.2 Indicators, Performance Evaluation Questions, Activities and Partners

Illustrative Indicators (Comprehensive List of Illustrative Indicators is in Annex D):
- Number of local agreements for the management of natural resources prepared or reviewed/updated with community input
- Number of projects in targeted communities with connector activities designed and overseen by members from previously separated communities with input from local government
- Number of local women participating in substantive role or position in a peacebuilding process
- Percentage of population in a targeted community supporting moderate ideologies countering messaging by extremist groups

Performance Evaluation Questions:
- Which activities and strategies have been most effective on CVE and local conflict resolution?
- Has acceptance of ideologies espoused by violent extremists decreased in targeted communities?
- Have women been integrated into the activities as peace-builders and leaders against extremist ideologies? What has been the effect of their involvement?
- Have previously isolated communities developed productive relations with their neighbors?

- Are returned Government of Mali officials in targeted communities regularly engaged with citizen groups to better understand their concerns? Have these engagements translated into development projects that meet the needs of the community?
- What were the major sources of local conflicts in the resilience zone of influence?
- Have, and if so how, local gender, age and socioeconomic status influenced local conflicts?

Illustrative Activities:
Current: OTI programming designed to secure the political transition includes activities to strengthen local level reconciliation and counter violent extremism
Future: FFP/DFAP; Counter Violent Extremism project designed to follow-on from current OTI programming. Goal is to create positive engagements between members of previously isolated communities, neighboring communities, and the Government of Mali.

Partners:
USG: Embassy Public Affairs Office, DOD
Donors: MINUSMA, France, EU, World Bank, LuxDev
Non-State Actors: Traditional chiefs and religious leaders, women's groups, community journalists

IR 2.3 Economic resilience improved

Premise: Increasing the resilience of vulnerable populations, including women and youth, means providing ample opportunity for those vulnerable populations to mitigate risk and adapt to shocks as they face them. In a very real sense, this means providing a diverse set of tools with which people and communities can respond to destabilizing forces, whether they be economic, political, social, or environmental. By lowering their vulnerabilities to these kinds of forces and improving their livelihoods through diversified income generating activities, on and off the farm, vulnerable communities become more resilient.

IR 2.3: Economic resilience improved

Sub-IR 2.3.1: Access to microfinance increased

Sub-IR 2.3.2: Agriculture livelihoods diversified

Sub-IR 2.3.3: Non-agriculture livelihoods expanded

Development Hypothesis: If economic activities are diversified, if employment opportunities and skill-building opportunities are increased, particularly for youth, and if market risk reduction strategies are strengthened, then the livelihood of vulnerable populations will be improved.

Interventions will aim to create greater opportunities for income generation for both men and women on and off the farm, facilitate access to markets and trade, reduce intra-annual and inter-annual price fluctuations, reduce production risks and provide food-based safety nets when needed. Economic growth opportunities in agriculture, livestock, and fisheries, as well as wage labor, trade and other off-farm employment opportunities will be pursued. Programs will provide various types of assistance including training (i.e. literacy, vocational, technical); access to information, services (e.g. extension, microfinance) and inputs (e.g. seeds, fodder, veterinary services and tools); infrastructural improvement (gardens, irrigated perimeters, fisheries, storage); improved access to credit and markets; and cash grants to (re)start income generating activities in and outside the agricultural sector, food vouchers, food and feed banks, savings and loans systems.

Youth as a whole make up 67% of Mali's population and the vast majority of them are under-educated

and under-employed. This situation is especially critical for female youth whom only four in ten have gone to school. In the southern portion of the country, innovative approaches are needed to offer this generation viable options for gainful occupation and employment. In the North, youth need support to find ways to make a living wage as well as help to recover from the effects of the violent conflict that has taken place. Limited integration of youth into Malian society represents a threat to social stability as 300,000 new youth enter the job market each year, most with little, if any basic life and vocational skills.[48] Therefore, USAID sees support for at-risk youth as critical for livelihoods and mitigating the potential for conflict. Interventions will consolidate the emergency interventions in the Transition Objective (TIR 3 – education/health services for conflict-affected provided) while establishing and strengthening educational opportunities for out-of-school children and youth. Learners will gain skills and knowledge needed to become more self-sufficient and resilient. These interventions will help reduce gender gaps and contribute to USAID's Youth in Development Policy, mainstreaming youth and strengthening youth's basic skills.

Sub-IR 2.3.1 Access to Microfinance Increased

Development Credit Authority
Extending financial services to underserved populations

USAID/Mali's Partnership with the Department of State, the Swedish International Development Association, Bank of Africa and Banque Internationale pour le Commerce et l'Industrie du Mali provides nearly $14 million in loan opportunities for women entrepreneurs and small and medium agro-businesses. Launched in February 2015, this financing agreement extends financing opportunities to traditionally underserved and vulnerable populations, enhancing resilience of these communities.

Since access to finance has been identified as a major constraint to growth and employment creation, USAID/Mali will follow a two-pronged approach. It will focus on building the capacity of new potential borrowers through reaching out to male and female farmers and other actors in the value chain on how to access loans and other financial services, developing business plans, learning financial management, and basic numeracy and literacy training. Meanwhile, micro financial institutions will receive complimentary assistance on how to access capital from the formal banking sector and, along with commercial banks, design more appropriate financial products suitable for targeted vulnerable populations like women, youth and smallholder farmers. Activities will also include establishing and training savings and loans systems, promoting credit programs such as the "warehouse receipt program/storage and marketing credit program", the Freedom From Hunger model of "Credit with Education" and other asset-building lending strategies.

Sub-IR 2.3.2 Agricultural Livelihoods Diversified

The objective of the resilience program, particularly in the focus resilience zone, will be to take advantage of all the agriculture diversification opportunities that exist in that zone. It will promote local agricultural opportunities (including food crops, tree crops, vegetables, fisheries, poultry, etc.), develop and improve rural infrastructures as feasible (irrigation, gardens, fish ponds, warehouses, feeder roads, animal vaccination parks, etc), promote post-harvest handling and processing of products. The on-going CVC program reinforces and establishes viable agricultural cooperatives that provide a full range of services to their members. These cooperatives allow for the possibility of raising credit for collective purchase of inputs, construction and maintenance of warehouses, packaging and selling of produce, and post-harvest handling and transformation. Each piece of this puzzle presents an opportunity for agricultural livelihood diversification. By promoting drought-tolerant seeds, agroforestry, and new soil and water conservation

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[48] The Growth and Poverty Reduction Strategy Paper (2012–17 GPRSP)

techniques, USAID/Mali is helping to further diversify agricultural livelihoods in Mopti, making for a more resilient population. The upcoming FFP/DFAP activity will fill-in the gaps of the CVC activity by including and promoting non-cereal agricultural value-chains.

Sub-IR 2.3.3 Non-Agricultural Livelihoods Expanded

USAID seeks to consolidate the emergency interventions in the Transition Objective (TIR 3 – education/health services for conflict-affected provided) while establishing and strengthening educational opportunities for out-of-school children and youth. Through programs that encourage off-farm employment opportunities for youth and women and strengthen community-based service providers, USAID/Mali recognizes the importance of giving rural Malians the opportunity to diversify their livelihood options outside of agriculture, a key step to becoming more resilient and mitigating risk. In this context, rural-urban migration is ever-important. By supporting increased access to finance, literacy and numeracy programs, and increased opportunities within rural communities, rural households and communities will become more resilient.

Illustrative 2.3 Indicators, Performance Evaluation Questions, Activities and Partners

Illustrative Indicators (Comprehensive List of Illustrative Indicators is in Annex D):
- Number of people assisted through livelihood restoration activities
- Number of people receiving USG assistance in diversified economic activities
- Number of jobs created attributed to USG interventions
- Number of youth (and women) that develop their own micro-enterprises or are self-employed

Performance Evaluation Questions:
- Are people better able to withstand economic shocks because they have a more diversified economic base? Which activities have had the most impact on economic diversification for the most vulnerable households and people?
- Are more people employed as a result of USG support?
- Do more women and youth enjoy a greater degree of economic autonomy as a result of USG support?
- Do women and youth have greater access to assets and the ability to make decisions for their families?
- Do vulnerable people have higher incomes as a result of USG support?
- To what extent have alternative, non-agriculture economic opportunities, as well as on-farm opportunities, been expanded in the resilience focus zone?

Illustrative Activities:
Current:
- Cereal Value Chain
- ICRISAT Scaling Up
- Irrigation Kreditanstalt fur Wiederaufbau (KFW)
- International Fertilizer Development Center (IFDC)
- ICRAF Agroforestry Scaling
- Livestock Collaborative Research Support Program (CRSP)
- Livestock G2G
- The World Vegetable Center (AVRDC)

Future:
- FFP/DFAP
- Development Credit Authority (DCA) Guarantee and Financial Technical Assistance package

Partners:
USG: Department of State
Donors: SIDA
Non-State Actors: Financial Institutions, Community-based and civil society organizations.

IR 2.4 Human Capital Strengthened (social resilience)

IR 2.4: Human capital strengthened (social resilience)

Sub-IR 2.4.1: Nutritional and health status of women and children improved

Sub-IR 2.4.2: Functional literacy and numeracy increased

Sub-IR 2.4.3: Vocational skills increased

Premise: When faced with a shock, people living in poor health, nutrition, hygiene and sanitation conditions and uneducated/unskilled people are more vulnerable and require more outside assistance than those in better conditions. Hence, access to basic social services is an underlying condition for an increased capacity to resist and adapt to shocks (Social Resilience).

Development Hypothesis: If access to quality high-impact health and nutrition, water sanitation and hygiene (WASH) services are ensured, and if people have more diverse income sources, then social resilience will be improved.

Interventions will promote literacy and vocational skills, improve the health and nutritional status, water supply, and hygiene and sanitation related behavior. Illustrative high-impact technical interventions include: the promotion of maternal, infant and young child nutrition from conception to two years of age; essential nutrition actions (breastfeeding, complementary feeding, nutrition care of sick/malnourished children, micronutrients supplementation/Vitamin A, Iron and Folic Acid, Iodized Salt, maternal nutrition); de-worming; integrated community-based management of acute malnutrition; hand-washing with soap; community-led total sanitation, provision of potable water (e.g. wells), and point-of-use water treatment and storage; reproductive health; and disease prevention and treatment (i.e. malaria).

Sub-IR 2.4.1 Nutritional and Health status of Women and Children Improved

In the affected crisis areas, the activities will integrate nutrition-specific and WASH interventions in the health and community sectors and nutrition-sensitive interventions in the agricultural sector. The approach will address both immediate causes of malnutrition such as inadequate dietary intake and prevention of infectious diseases such as diarrheal diseases and the underlying and basic causes of malnutrition. The nutrition-specific and WASH interventions within the community and at the health facility level will target the 1,000-day period ("window of opportunity" the period from conception until the first two years of a child's life) and will include: 1) nutrition-specific prevention activities and integrated community management of acute malnutrition; 2) Community Led Total Sanitation (CLTS); 3) hand washing with soap, water treatment and storage; and 4) the improvement of sanitation and maintenance of community water systems.

The nutrition-sensitive interventions in the agricultural sector include the production and the consumption of quality, diverse foods at individual, household and the community levels. All these interventions will be complemented by the prevention of malaria (distribution of insecticide-treated bed nets), immunization

for children under-five years and the promotion of family planning activities. The interventions will build the capacities of the target population (women of reproductive age, children caretakers, and small farmers with gender equity) to improve the nutritional and health status of women of reproductive age and children less than five years old.

Sub-IR 2.4.2 Functional Literacy and Numeracy and Life Skills Increased

Recent and continued events have severely and adversely impacted the ability of the Malian education system to effectively deliver education services, especially in the conflict-affected areas of the country. Many schools have been destroyed, closed and/or occupied as a result of violence. The conflict has had a disproportionate negative impact on Mali's most vulnerable citizens – youth and women, and caused displacement, missed educational opportunities, increased protection risks, gender-based violence, and eroded local and national government power, hindering communities' ability to ensure youth's well-being. Although active hostilities in the region have lessened, fewer NGOs have been active in restarting schooling, resulting in a high number of over-age students dropping out-of-school or at risk for dropping out and thus at risk of becoming idle and more vulnerable to recruitment into Islamist groups or becoming engaged in generally illicit activities.

USAID/Mali will help mitigate the risks of such adverse context and enhance the capabilities of Malian youth to succeed in spite of the difficult situation they face. Interventions will provide education services in conflict-affected areas to ensure that young women and young men learn to read and do basic math and acquire the skills required to access safe livelihoods. Local capacities will be built to provide life skills training in civic engagement, critical thinking, healthy behavior, GBV prevention, conflict resolution and peace-building techniques. By providing functional literacy and numeracy, and life skills to young women and young men affected by the post-conflict crisis, and improving opportunities to access safe livelihoods, USAID/Mali will build their adaptive capacity to contribute to the peaceful recovery and development of their community.

Sub-IR 2.4.3 Vocational Skills Increased

> **Aminata's Story** – Mali Out Of School Youth Project Improves Rural Livelihoods
>
> Yacouba Kone and Aminata Sanogo have 3 children. Aminata dropped out of school in 6th grade, and Yacouba, her husband, has never been to school. Both began working with the Mali Out of School Youth project in 2012. They have since benefitted from basic education classes, numerous technical trainings, mentoring, and have received guidance in selecting an income generating activity as well as customized starter kits to aid in the launching of their respective micro-enterprises.
>
> Prior to joining the project, Aminata sold cooked beans in order to support her family. She recalls that, at the time, no one was operating a restaurant in the village, and although she hoped to one day start such a business, she lacked the sufficient start-up capital to do so.
>
> Aminata explains: "I always wanted to run a restaurant for a living. That is why when the project gave me the opportunity to select an Income Generating Activity on which to focus my training…all the trainings I got from the Mali Out of School Youth project have taught me to organize my work, plan my shopping, run my kitchen and my restaurant and also attract and maintain customers."
>
> In addition to her professional training and starter kit, Aminata took a loan worth $20 from the village savings and internal lending group in order to invest in her business, which she has successfully repaid.

Upon successful completion of the functional literacy and numeracy, and life skills courses, USAID/Mali will assist out-of-school young women and men to take advantage of workforce readiness, entrepreneurship and livelihoods training. USAID/Mali also will build partnerships with local vocational training providers to increase access to and improve the quality of vocational training for young women

and men. Entrepreneurship capabilities will be developed as a complement to vocational training to give out-of-school youth a critical advantage as they gain both the skills needed to practice a specific trade and the business acumen to launch a microenterprise or increase the productivity of an existing household enterprise. In addition, USAID/Mali will provide workforce readiness skills to youth to build their ability to find - and be productive in - informal or formal sector employment. These skills include both job-seeking skills as well as soft skills (e.g. critical thinking, problem-solving, punctuality, communication skills, workplace ethics, etc.) that employers value. A comprehensive set of services for out-of-school young women and men will be delivered to create sustainable opportunities for livelihood development and employability, and to attract motivated young women and men 15-24 years old affected by the conflict, to take advantage of training opportunities resulting in improved options and rendering them less vulnerable in the long run.

Illustrative 2.4 Indicators, Performance Evaluation Questions, Activities and Partners

Illustrative Indicators (Comprehensive List of Illustrative Indicators is in Annex D):
- Percent of households using an improved drinking water source
- Prevalence of Children 6-23 months receiving a minimum acceptable diet
- Number of communities certified as "open defecation free" (ODF) as a result of USG assistance
- Number of learners enrolled in secondary school or equivalent non-school based settings with USG support (disaggregated by sex)
- Percentage of out-of-school youth who successfully completed entrepreneurship training (disaggregated by sex)

Performance Evaluation Questions:
- To what extent have literacy and numeracy skills trainings been effective in increasing knowledge and promoting positive behavior change relative to health and nutrition?
- Has a nutrition-sensitive agriculture approach had a significant impact on the diversification of women and children's diets?
- Did WASH activities lead to a reduction of diseases (especially among women and children)?
- Has youth unemployment been reduced as a result of USG provided vocational skills training?

Illustrative Activities:
- Assess Youth Labor Market
- Establish accredited Adult Learning Programs (ALPs); train and support ALC teachers; Provide scholarships to youth who successfully completed the ALPs to further their vocational and entrepreneurship training.
- Build relevant life skills (e.g. problem solving, critical thinking, communication skills, etc.), HIV/AIDS, GBV, healthy relationship, responsible decision-making, and peaceful conflict resolution
- Build capacity of local partners to increase youth agro-entrepreneurial skills and self-employment opportunities; Provide training modules focused on improving youth job readiness, vocational and entrepreneurial skills

Partners:
USG: U.S. Department of State (DOS); Department of Defense (DOD)
Donors: World Bank (WB), the French Agency for Development (AFD), the Canadian International Development Agency (CIDA), EU, UNICEF, and the United Nations Educational, Scientific and Cultural Organization (UNESCO)
Non-State Actors: Vocational Training Centers/Schools, Communal Authorities, Private sector

organizations

Development Objective 3: Prosperity – Socio-Economic Well-Being Advanced

Development Hypothesis: *Deepened and sustained investments in health, basic education, and agriculture-led economic growth initiatives, integrated with democratic governance and resilience programs, will serve as the engine of prosperity and sustainable development in Mali.*

DO 3 is a composite of USAID/Mali's primary service delivery programs – Global Health Initiative (GHI), Feed the Future (FTF) and basic education – and will absorb the vast majority of the Mission's programmatic resources. The Prosperity DO's Intermediate Results will be intricately linked with each other and the other DOs (inclusive value chain programs are a driver of resilience in agro-pastoral communities, for example, and climate change adaptability is crucial for economic growth), but they will also be largely independent units. The strategic approaches for each Intermediate Result are structured by Presidential Initiatives and/or Agency strategies; have been developed based on sound evidence, past experience and performance, value for money, and extensive consultations with the GOM and other development partners; and, in the case of GHI and FTF, have been reviewed and approved by an interagency process.

Expected Results:
USAID/Mali's Prosperity DO will lead to increases in agricultural production, producers' incomes, improvements in nutritional status, and a reduction in rural poverty among target beneficiaries and value chains. Approximately 100,000 hectares will be developed and 100,000 beneficiaries will benefit from adoption of new technologies. In the area of health, key results over the five-year strategy period will include reduced maternal mortality and under-five mortality by 30%, reduced infant mortality by 25%, increased modern contraceptive prevalence by 5%, reduced underweight and stunted children under five by 30%, reduced prevalence of wasted children under five by 50% and prevalence of underweight women by 30%. With support for basic education literacy, approximately 440,000 Malian primary education students (or 22% of the target population), will receive reading interventions at the early grades level and 12,000 teachers will improve their reading instruction delivery.

Illustrative Indicators (Comprehensive List of Illustrative Indicators is in Annex D):
- Number of farmers who have adopted improved technologies/management practices
- Value of incremental sales
- Value of private sector investment
- Number of jobs created
- Prevalence of children 6-23 months receiving minimally acceptable diet
- Maternal and Child Deaths
- Youth (5-24 years of age) Literacy

Critical Assumptions:
- The security situation improves, allowing USAID/Mali to implement and monitor activities in the Gao region (health and education); Timbuktu and Mopti (agriculture).
- GOM and development partners will embrace sector objectives (health, agriculture, education) and provide sufficient resources to fulfill GOM commitments and strategic plans.
- The GOM will appropriately and effectively continue to coordinate donor investments.
- The private sector is supportive of FTF programs.
- Funding support from other development partners continue in Mali throughout the CDCS.

● Sufficient and consistent seasonal rainfall will occur throughout all of Mali during the main agricultural growing season

Alignment with GOM Plans, Policies, and Programs:
● Elaborated at the IR level

IR 3.1 Use of High-Impact Health Services and Healthy Behaviors Increased

**IR 3.1:** Use of high-impact health services and healthy behaviors increased

Sub-IR 3.1.1: Use of quality family planning, maternal, neonatal & child health services

Sub-IR 3.1.2: Coverage and use of key malaria interventions increased

Sub-IR 3.1.3: Prevention of HIV/AIDS, STI and other infectious disease increased

Premise: The goal of this investment is sustained improvements in health through increased use of high-impact health services and healthy behaviors to end preventable child and maternal death. This will be achieved through programming in three component areas: 1) delivery of an integrated package of high-impact health services (HIHS) at the community level; 2) social and behavior change communication and social marketing (SBCC/SM); and 3) health systems strengthening (HSS). These three components have shown, through research and best practice, both internationally and in Mali, to be the most effective and efficient in delivering health interventions and in reducing the most common causes of preventable illness and death in Mali.[49]

Development Hypothesis: If high-impact health services are provided at the community level (supply) and coupled with SBCC messages to encourage people to use these services and to adopt healthy behaviors (demand), then this will result in a reduction in preventable child and maternal deaths and sustained improvements in health for Malians.
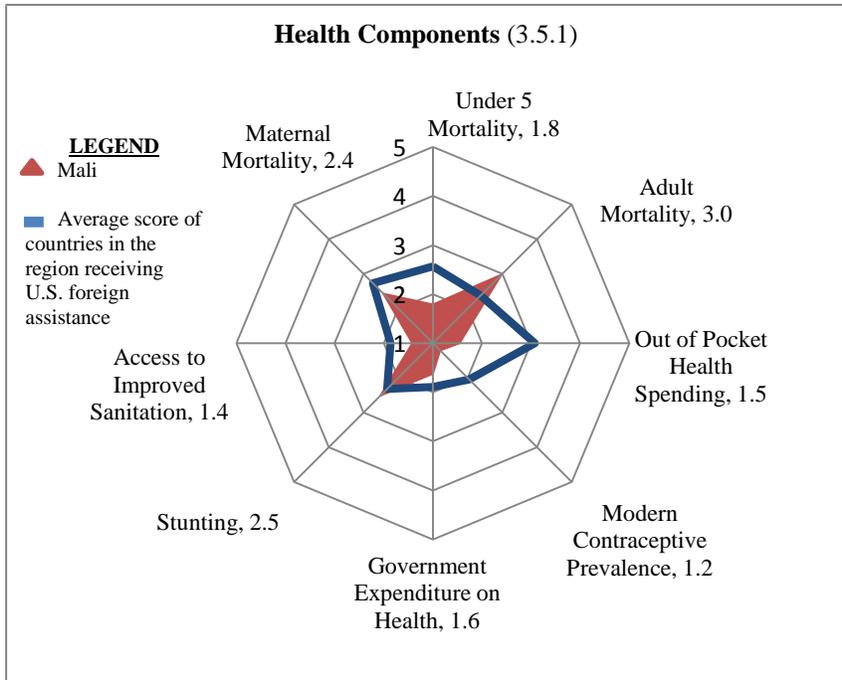
Good health is essential to improved productivity, higher incomes and reductions in poverty in Mali. Mali's poor health status is evidenced by high infant, under-five, and maternal mortality and morbidity, and high fertility. This is costly to individuals, families, and communities, and ultimately to the nation as it tries to respond to the chronic burden of disease and reduced productivity. Mali's poor health indicators are due to low access to and use of high-impact health services and poor health behaviors. Therefore, achieving the USAID/Mali Health IR "Use of High Impact

[49] All these are already discussed and explicitly demonstrated in the Global Health Strategy (GHI) for Mali that was developed in 2011 and confirmed by the Health Portfolio High Quality Evaluation conducted in 2013.

Health Services and Healthy Behaviors Increased" with a particular focus on the health of the most vulnerable groups (infants, children under five, women of reproductive age) will help to improve Malian's health status.

A 2011 external evaluation of the Ministry of Health's (MOH) last ten-year strategy[50] identified several systemic weaknesses that impede progress toward achieving national health objectives. Key findings include: local health systems and SBCC interventions do not provide enough coverage of quality health services, and critical health interventions do not reach the population, especially people who live far from Community Health Centers (CSCOMs); key national and local health systems are not able to provide all of the inputs (commodities, human resources, etc.) needed to support health services at the local level; and the Health Management Information System (HMIS) does not provide accurate and timely data for informed decision-making.

Based on the epidemiology and conditions in Mali, USAID program interventions will address technical areas of: a) maternal, neonatal, and child health; b) family planning and reproductive health; c) malaria; d) infectious diseases including HIV and neglected tropical diseases (NTDs); and e) HSS. The Mali health program will represent a scale-up and intensification of proven approaches to achieve greater impact on national health indicators. It will also include several ways that new interventions can achieve even greater impact, such as a reduced number of partners and better programmatic integration to enhance coordination and efficiencies; consolidated geographic focus and implementation in every district in target regions; inclusion of the private sector providers at the community level; a greater emphasis on local-level governance, transparency, and accountability; and a greater emphasis on health financing. The program will be implemented in peri-urban areas of the district of Bamako and four other regions: Kayes, Koulikoro, Sikasso and in the district of Gao in the North as security permits (TO 1), representing nearly 65% of the total population of Mali.[51]

Alignment with GOM Plans, Policies, and Programs:
The GOM's CSCRP 2012-2017 includes maternal and child health, malaria, social development, nutrition, HIV/AIDS, and WASH with a long-term vision of improving the quality of life of Malians. All health sector activities in Mali by all implementers are governed by the MOH's ten year health strategy and five year implementation plan, called the Health and Social Development Plan (PDDSS) and Health Sector Development Program (PRODESS), respectively. Programs coordinate with a wealth of other development partners, including: 1) Global Fund to Fight AIDS, TB, and Malaria (GFATM) ($60 million/year) on HIV/AIDS and malaria, of which the USG contributes one third of the GFATM's resources; and 2) The United Nations Population Fund (UNFPA) and USAID together provide nearly the entire public sector supply of contraceptive commodities.

Sub-IR 3.1.1 Use of Quality Family Planning, Maternal, Neonatal & Child Health Services Increased

As a focus country for the Ending Preventable Child & Maternal Death (EPCMD) initiative, as well as the Ouagadougou Family Planning Partnership, USAID/Mali aims to significantly decrease the mortality and morbidity of both children under-five and pregnant women in addition to increasing the offering of family

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[50] Evaluation Externe du Plan Décennal de Développement Sanitaire et Social, 1998-2007. Ministère de la Sante et Ministère du Développement Social de la Solidarité et des Personnes Agées. Bamako, Mali. 19 August, 2011.

[51] 3.5.1 - This chart shows Mali's performance for the Health sector with several comparators: the average performance of countries receiving $600,000 or more in U.S. foreign assistance or of particular interest (excluding high-income countries). Analysis of the components can reveal specific weaknesses or strengths in the subject country. A score of 5 is great performance and 0 is no performance. Source: Office of U.S. Foreign Assistance Resources (F) Country Data Analytics Package.

planning and child spacing options. At the country level, the statistics - using Demographic Health Survey (DHS) data - do not compare well to other African countries, however at an activity and USAID target zone level, significant gains have been documented. For example, while country-wide Contraceptive Prevalence Rate (CPR) is below ten percent for both 2006 and 2012 DHS, in USAID focused urban areas; the CPR has increased to 22.6% in 2012. Implementing a strategy that increases demand in targeted zones while augmenting supply with other interventions, USAID/Mali will scale existing interventions with a phased approach covering 60% of the population within the time frame.

Kadiatou's Story:
Overcoming Obstetric Fistula in Mali

Feeling the painful contractions indicating that her third child was on its way, Kadiatou knew she needed to get to a health center quickly. After a delay, she was rushed to the nearest facility where she gave birth. A few days later, she was unable to control her bladder or bowels. Terrified of social exile and humiliation, Kadiatou and her husband kept silent and tried to hide her symptoms.

A consequence of prolonged or obstructed labor, obstetric fistula is an opening between the vagina and the bladder or rectum. In Mali, 3 to 4 cases of obstetric fistula occur for every 1,000 births. Women with fistula face sociocultural stigma and psychological consequences in addition to the physical repercussions. Obstetric fistula is treatable in most cases, but the high cost of surgical repair and limited qualified fistula repair surgeons make it difficult for women living with fistula to obtain the care they need.

Through its Fistula Mali project, USAID is increasing the availability of high-quality fistula care and building capacity for fistula prevention, diagnosis, and treatment. Activities include providing equipment, training fistula surgeons and other health workers, identifying and addressing problems related to quality of care, and raising awareness through community education sessions and radio broadcasts.

After living with fistula for nearly a year, Kadiatou sought treatment at her local health center, which was able to successfully close her fistula.

After healing from her surgery, Kadiatou and her husband became involved in the fight against obstetric fistula. They shared their story in front of regional and national authorities during USAID's launch ceremony for the Fistula Mali project. Kadiatou declared, "I would like to take the opportunity to express all of my gratitude to the USAID project that supported the total cost of my treatment. I thank God that I have my dignity again."

Sub-IR 3.1.2 Coverage and Use of Key Malaria Interventions Increased

Malaria is the largest health programmatic component in terms of funding, which is appropriate as it is also the major cause of deaths in Mali, particularly for pregnant women and children. There are five key interventions. First, USAID/Mali procures and distributes mosquito bed nets to ensure universal coverage, defined as one net for every two persons. The goal for bed net coverage is to meet at least 50% of the demand nationwide. Second, Indoor Residual Spraying (IRS) before the rainy season proves to be highly effective in population dense areas. Based on assessments, Baraoueli, Bla and Koulikoro are the target districts for USAID/Mali's IRS activities. The remaining three interventions are more clinical: Seasonal Malaria Chemoprevention targeting children under five (third), case management using rapid diagnostics treatment (fourth), and prevention of malaria in pregnancy using Sulfadoxine pirymethamine (fifth). Taken together, these interventions have reduced mortality among children under five by 49% in the first three years of intervention as measured in 2014, and is a major contributor to improving child's health overall in Mali. The goal in the next five years is to decrease mortality among children and pregnant women, and also to collaborate with the Global Fund to leverage additional support by the GOM.

Sub-IR 3.1.3 Prevention of HIV/AIDS, Sexually Transmitted Infections (STI) and other Infectious Disease Increased

The primary goals of USAID/Mali under infectious disease are to reduce HIV prevalence among key populations, i.e. men who have sex with men (MSM), female sex workers (FSW), as well as improving the quality of life for People Living with HIV/AIDS (PLWHA). Since our target populations are highly stigmatized and hidden from general health outreach, this program has invested heavily into research, assessment and information collection to understand challenges facing these populations. Data received supported the notion that MSM and FSW are indeed the most vulnerable groups in terms of HIV transmission, and as a result, all interventions are designed to decrease their disease burden in HIV and STI. Looking ahead and based on epidemiology, the program will continue to be heavily focused on key populations, and the goal is to increase the integration of marginalized populations into existing health infrastructure that could have the clinical capability as well as social sensitivity to provide quality service.

With the recent EVD outbreak in West Africa and resulting cases in Mali, USAID will support Ebola preparedness, prevention and response interventions as necessary and as part of a larger USG effort under the Global Health Security Agenda.

Illustrative 3.1 Indicators, Performance Evaluation Questions, Activities and Partners

Illustrative Indicators (Comprehensive List of Illustrative Indicators is in Annex D):
- Number of babies receiving postnatal care within two days of being born
- Number of people tested for HIV and received results
- Number of under-five children receiving a nutritional status assessment
- Number of USG supported health facilities providing life-saving maternal care
- Percentage of households practicing correct use of water treatment technology
- Percentage of population in target areas continuing to practice open defecation

Performance Evaluation Questions:
For FP/RH, MCH and Nutrition:
- Is clinical nutritional treatment enhanced by community gardens?
- Are long-acting and permanent family methods acceptable by communities in rural areas?
- How do different cultural practices enhance or inhibit exclusive breast-feeding practices?
For Malaria:
- What is the efficacy of insecticide-treated bed nets and chemical spray used in different parts of the country? While the program knows the globally approved commodities to be used, their individual performance in Mali varies, and the team has to constantly evaluate each product before and after every raining season.
For HIV/AIDS, STI and other infectious diseases:
- Did the project contribute to increased HIV/AIDS prevention knowledge, attitudes, and practices among the targeted populations.
- As a result, to what extent do the targeted populations have easy and uninterrupted access to prevention commodities and services in the areas of intervention?
- Because the target populations are often hidden, the project always needs to verify what percentage of the targeted populations in the areas of intervention were reached with the comprehensive package of services.
- Lastly as we learn more about our target populations, we need to understand more about how violence, discrimination, rape, trafficking and other potential human rights violations are addressed by USAID programs and by local authorities.

Exact questions will be determined on yearly basis, with the intention of improving performance for all existing activities.

Illustrative Activities:
Current:

- Active Management of Third Stage of Labor (AMTSL) aiming to prevent post-partum hemorrhage; screening and treatment of pre-eclampsia and eclampsia
- Strengthen antenatal care package of service, including malaria prevention and treatment, anti-tetanus vaccination, iron folic acid provision and family planning/birth spacing services
- Post-partum Family Planning (PPF) and fistula prevention and treatment; cervical cancer screening and referrals for treatment
- Anemia prevention and treatment for those suffering from chronic and severe malnutrition; community-based management of acute malnutrition
- Promote Essential Newborn Care which includes breathing, drying, warming, cord care and early exclusive breastfeeding; scale-up Helping Babies Breathe (HBB)
- Provide complete package of child health care, including routine immunization, prevention and treatment of malaria, pneumonia, diarrhea and malnutrition, the latter is done through Vitamin A provision and de-worming
- Nationwide routine bed net distribution through immunization and antenatal care service points and implementation of Seasonal Malaria Chemoprevention to children under five
- Routine HIV testing for pregnant women at health facilities

Future:

USAID/Mali will seek to scale up all existing interventions as a primary focus, and consider modalities for how these activities are implemented, taking into consideration the Mission's objectives in the areas of governance and resilience. Until December 2014, the health program has focused on a vertical, disease-specific approach. Starting in January 2015 with two major health awards, all health activities - Family Planning, Maternal & Child Health, Nutrition, WASH, HIV/AIDS, Pandemic Response - will be more fully integrated. While USAID will continue to work with individual health management units at the national level, activities at the district and regional level will be integrated with the provision of a complete health package. Health Agents and Community Workers will be trained on all key health interventions, and they will be the primary liaison for delivering services at the community level. This responds to the ongoing decentralization effort in Mali where regional and commune committees will play a greater role in funding and setting priorities for services.

Partners:
USG: National Institutes of Health (NIH), Centers for Disease Control (CDC), Office of the Global AIDS Coordinator (OGAC), State Department, AFRICOM, DOD
Donors: World Health organization (WHO), UNFPA, Global Funds for AIDS, Tuberculosis & Malaria, UNICEF, UNITAID, UN Programme on HIV/AIDS (UNAIDS), CIDA
Non-State Actors: Medicins Sans Frontieres, World Vision, and an array of local NGOs

IR 3.2 Poverty and Malnutrition Reduced

Premise: While migration to cities is increasing, 80% of Mali's population still depends on agriculture for their livelihoods. The rural agricultural sector holds the greatest promise for spurring broad-based economic growth, livelihood development, and improved nutrition. Through FTF, USAID/Mali can address high levels of malnutrition by promoting nutrition-sensitive agriculture production and processing and delivering high-impact, evidence-based interventions focused on behavior change communication

techniques to improve child care practices and dietary diversity. Building capacity in education and research, including technical training and degree programs, can ensure that new technologies and best practices are integrated into focused value chain strengthening.
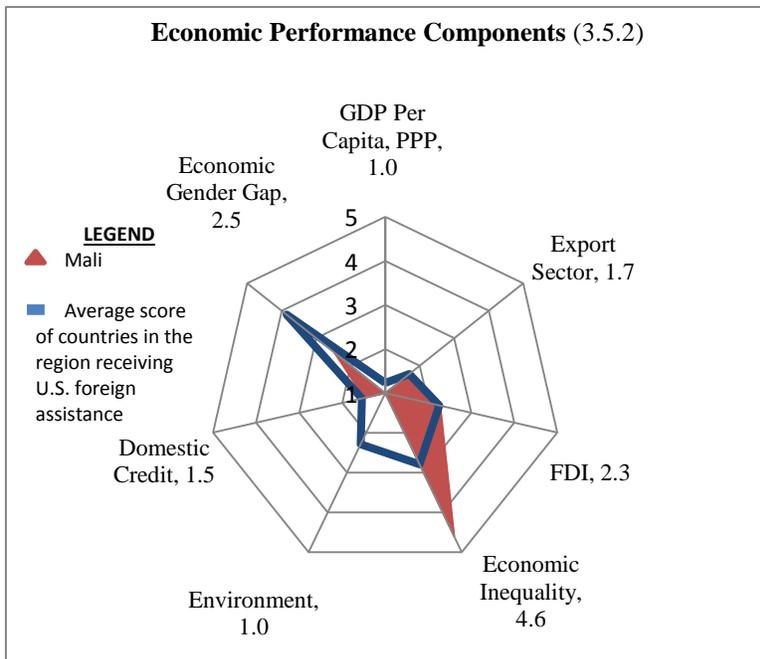
IR 3.2: Poverty and malnutrition reduced

Sub-IR 3.2.1: Inclusive growth in agriculture sector enhanced

Sub-IR 3.2.2: Nutritional status of women and children improved

Development Hypothesis: If USAID interventions result in the increased use of improved technologies, better water management, sustainable agricultural practices, local community engagement and an enhanced enabling environment, then Mali's agricultural potential to feed its population, generate economic growth, and jumpstart regional trade can be fully realized.

While Mali faces many agricultural production challenges, certain comparative advantages enable it to be the largest agricultural producer of the Sahelian region and second only to Nigeria in all of West Africa. Large areas suitable for dry-land agriculture make Mali a leading producer of cereal grains, and the Niger River delta provides rich potential for irrigated agriculture. There remains great potential for expansion of production and value addition. There are vast areas of suitable land for rice production under different production systems and in the *bas-fonds* production system in Sikasso alone, there is the potential for increases in production of some 900,000 tons covering an additional 300,000 hectares that could affect the livelihoods of 170,000 rural households.

Economic Performance Components (3.5.2)

LEGEND
Mali
Average score of countries in the region receiving U.S. foreign assistance

GDP Per Capita, PPP, 1.0
Economic Gender Gap, 2.5
Export Sector, 1.7
Domestic Credit, 1.5
FDI, 2.3
Environment, 1.0
Economic Inequality, 4.6

FTF is a whole-of-government initiative focused on reducing poverty and malnutrition, as measured by stunting. Mali's FTF targets are a reduction in poverty of 15% and a reduction in malnutrition of 20% within the zones of intervention by 2017. Mali's FTF program will launch a new generation of rural entrepreneurs by developing sustainable agricultural and health systems, delivering technology and knowledge, and building local institutional capacity to energize the GOM and spur innovation in the private sector. The initiative targets investments in three value chains: i) millet and sorghum; ii) rice; and iii) livestock, focused on cattle and small ruminants. FTF strengthens value chains at points where they are most constrained, adapts technologies to local conditions; and enhances the ability of public and private delivery, extension and advisory services to disseminate information to Malian producers, processors and other actors.

The Programme National d'Investissement Prioritaire dans le Secteur Agricole (PNIP-SA), the Government of Mali's five year agricultural investment plan is complete. The GOM has confirmed that in the first quarter of 2015, they will adopt a ten year plan – the National Agricultural Sector Investment Plan (PNISA). The PNISA will serve as the framework for all investments in the Agricultural Sector. Both strategies (the PNIP-SA and the PNISA) align/will align with the CAADP - thus the Mission and

other donors will continue to engage with the GOM in the implementation of the CAADP process.

USAID will concentrate its interventions in 113 target communes in three of Mali's eight regions--Sikasso, Mopti, and Timbuktu-- and two communes in the MCC intervention zones in the Alatona region of Segou. The entire zone of intervention covers approximately 2.5 million people, or around 440,000 households, composed predominantly of smallholder subsistence farmers and their families. An estimated 500,000 people in these communes are directly targeted by FTF interventions, with an additional 1.26 million benefiting indirectly. Targeted nutrition interventions will reach up to 600,000 mothers and children under 5 years old, contributing to the overall reduction of under-nutrition by 30 percent in the target areas.

Women make up a substantial portion of the Malian agricultural workforce, and yet systematically receive only a tiny portion of the rewards. USAID/Mali's FTF strategy focuses on three value chains which play an important role in women's lives: rice, sheep, and goats. These three agricultural sectors are traditionally dominated by women, and improvements in these sectors have direct, positive outcomes for women. Additionally, in support of these programs and women entrepreneurs writ large, USAID/Mali has partnered with the Department of State and the Swedish International Development Agency to co-fund a $13.75 million Development Credit Authority, which is a partial loan guarantee program with partners, Bank of Africa and Banque Internationale pour le Commerce et l'Industrie du Mali (BICIM), to encourage lending to smallholder agriculturalists and women entrepreneurs.[52]

Therefore, USAID/Mali can achieve: 1) increases in agricultural production, 2) increases in producers' incomes, 3) improvements in nutritional status, and 4) a reduction in rural poverty among target beneficiaries by implementing the following: improving, diversifying, and intensifying sustainable, climate-smart agriculture; improving natural resources management; developing and strengthening access to inputs, information, and credit to support the selected value chains; building and improving agricultural production and storage-related infrastructures, strengthening markets, including increased regional and international trade; diversifying food production and consumption; improving consumption and other nutrition-related behaviors; and building and improving public-private partnerships.[53]

Mali's **Feed the Future** strategy aims to provide targeted assistance in Mali to:
- Increase average yields of irrigated rice by 33% and lowland rice by 66%;
- Double sorghum yields
- Increase millet yields by 50%

To meet its objectives, FTF Mali is making core investments in four areas:

1) *Technological Advancement:* Advances in development of key agriculture sectors by adapting technologies to local conditions and disseminating these to Malian agricultural producers.

2) *Value Chain Development:* Identifies major constraints to sector development (from farm to market) and means of addressing them in order to raise the efficiency of production and trade, thus raising incomes and reducing costs for consumers

3) *Enabling Environment:* Enables sector and value chain development by empowering selected public and private institutions to plan, develop, implement, and monitor agricultural and food security strategies and policies.

4) *Nutrition:* Targeted nutrition interventions will be integrated into agricultural production and trade (value chain components) to ensure improved nutritional outcomes for Malian populations in geographic regions of emphasis, as well as behavior change communication for improved infant and young child feeding practices.

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[52] 3.5.2 - This chart shows Mali's performance for the Economic sector with several comparators: the average performance of countries receiving $600,000 or more in U.S. foreign assistance or of particular interest (excluding high-income countries). Analysis of the components can reveal specific weaknesses or strengths in the subject country. A score of 5 is great performance and 0 is no performance. Source: Office of U.S. Foreign Assistance Resources (F) Country Data Analytics Package.
[53] Derived from Mali's FTF Strategy (2011) and the Cereal Value Chain Performance Evaluation (2013).

Alignment with GOM Plans, Policies, and Programs:
The GOM has already developed a CAADP five-year investment strategy (CAADP-PNIP-SA). This strategy provides a blueprint for agricultural development in Mali from 2011-2015. It focuses on strategic investments in five value chains: rice, millet and sorghum, maize, inland fisheries, and livestock. USAID/Mali has responded to the GOM's efforts at aligning donors strategically, opting to focus on the millet and sorghum, rice, and livestock value chains. The USG is also active in donor coordination and participates in the Private Sector, Health, Nutrition, Water and Sanitation, Irrigation, and Environment donor groups. USAID/Mali recently coordinated all donor activities and messaging to the GOM as head of the Rural Development Donor Group (Groupe Thematique-Economie Agricole et Rurale). This two-year mandate just came to an end and the Coordinator role has been transferred to the World Bank as of early 2015.

Sub-IR 3.2.1 Inclusive Agricultural Sector Growth Enhanced

USAID/Mali's agricultural growth program continues to increase farm productivity, reinforce and strengthen farm-to-market linkages, and expand economic opportunities for smallholders and vulnerable households, thus enlarging the basis for broad-based economic growth and increased resilience. It comprises FTF, FFP and GCC programs. The FTF strategy focuses on strengthening three major value chains: rice, millet/sorghum, and livestock while integrating activities to improve nutrition. FFP helps vulnerable households improve farming practices, raise nutrition, and adopt resilience strategies (e.g., community-based early-warning systems, savings and loans, youth training, and income diversification). The articulation of these programs integrates cross-cutting objectives of gender equity, natural resource management, and climate change adaptation/resilience.

Sub-IR 3.2.2 Nutritional Status of Women and Children Improved

Nutrition and WASH interventions include: 1) nutrition specific prevention activities and integrated community management of acute malnutrition; 2) CLTS; 3) hand washing with soap, water treatment and storage; and 4) the improvement of sanitation and maintenance of community water systems.

The nutrition–sensitive agriculture interventions include the production of nutrient dense foods and SBCC activities for the consumption of quality, diverse foods at individual, household and community levels. These are complemented by a concerted effort at increasing the production of vegetables at the household level, as well as the consumption of tree-based foods through the promotion of agroforestry systems.

The interventions will build the capacities of the target population (women of reproductive age, children caregivers, community groups, and small farmers with gender equity) to improve the nutritional and health status of women of reproductive age, and children under five years.

Illustrative 3.2 Indicators, Performance Evaluation Questions, Activities and Partners

Illustrative Indicators (Comprehensive List of Illustrative Indicators is in Annex D):
- Prevalence of underweight, stunted, and wasted women and children
- Total quantity of targeted nutrient-rich value chain commodities set aside for home consumption by direct beneficiary producer households
- Value of incremental sales
- Number of hectares under improved management
- Number of people implementing risk reducing practices/actions to improve resilience to climate

change

Performance Evaluation Questions:
- Are value-chain activities and scaling programs sustainably reducing poverty rates and depth of poverty?
- Are value-chain activities and scaling programs sustainably changing nutrition outcomes?
- Are advocacy programs sustainably improving the business environment nationally and regionally?

Illustrative Activities:
Current:
- CVC Program working in millet, sorghum, and rice.
- Livestock for Growth (L4G) working in the value chains of cattle, sheep, and goats.
- Development Credit Authority and related Financial Technical Assistance program, with a focus on agriculture and women entrepreneurs.
- Horticulture Scaling and Strengthening Partnerships, Results, and Innovations in Nutrition Globally (SPRING) programs combining horticulture production increases with nutrition and WASH activities.
- Agricultural Production Scaling Activities, promoting access to improved inputs for farmers, often through Public Private Partnerships.
- Agroforestry Scaling activities, promoting useful trees for economic growth and combating global climate change/desertification.
- Policy and advocacy programs aimed at improving the national business environment, discouraging counterfeiting, and encouraging trade.

Future:
- Investment Catalyst program to encourage private sector investment in Agriculture and Health Sectors.
- Jointly designed and funded Democracy & Governance-Economic Growth program to improve private sector advocacy and reduce barriers to trade.
- Small-scale irrigation program.
- Support for the Programme d'appui au développement durable de l'élevage au Sahel occidental (PADESO) pasture land management program.

Partners:
USG: Department of State, Department of Commerce
Donors: World Bank, KfW Development Bank, Swedish International Development Agency (Sida)
Non-State Actors: ICRISAT, AVRDC, ICRAF, IFDC, Aga Khan Foundation, Catholic Relief Services, Helen Keller International, and a wide range of other NGOs

IR 3.3 Early Grade Reading for Girls and Boys Improved

IR 3.3: Early grade reading for girls and boys improved

Sub-IR 3.3.1: Quality of instruction improved

Premise: USAID's Education Strategy is based on the premise that education is foundational to human development and critical to broad-based economic growth and poverty reduction. Specifically, literacy is a necessary pre-condition for sustainable agriculture and economic growth, healthy populations, a strong democratic foundation, a resilient people, and peaceful coexistence of people with social and cultural diversity. USAID/Mali's strategy furthers

Goals 1 and 3 of USAID's Global Education Strategy: 1) Improved reading skills for 100 million children in primary grades; and 3) Increased equitable access to education in crisis and conflict environments for 15 million learners. Improved literacy will improve the socio-economic well-being of Malians, laying the foundation for economic growth and prosperity.

Development Hypothesis: If USAID/Mali improves reading instructional practices, ensures an adequate and timely supply of evidence-based reading materials, establishes at the classroom-level a continuous assessment system, and builds the capacity of education system actors to improve reading delivery systems, then prospects for prosperity will improve.

Mali has made significant gains in improving access to education over the past five years in terms of increased enrollment, but educational outcomes continue to be some of the worst in the world. Data from the *Education for All Global Monitoring Report 2012* indicate that for educational outcomes such as literacy, school life expectancy, and graduation, only Niger and Afghanistan have poorer results. The 2009 and 2011 early grade reading assessment (EGRA) conducted in Mali indicated that the vast majority of children in second grade could not read a single work of connected text, either in a Malian national language or in French. The 2010 national student assessment results show that only 41 percent of second grade students in Mali perform satisfactorily in reading comprehension, while the results of sixth grade students are 48 percent in French. This suggests that the education system may not be adequately equipping students with the skills they need to contribute to Mali's development.

Education Components (3.5.3)

The Malian education system is faced with high teacher absenteeism and severe loss of instructional time resulting in low quality of teaching and learning as evidenced by the fact that Malian students repeat each grade far more often than their West African counterparts. These challenges are compounded by the lack of evidence-based reading materials and other instructional materials and low teacher qualifications. Results obtained from a study conducted by USAID/Mali show that only 27 percent of professors who prepare teachers for the classroom had been trained to teach basic reading. As part of offering support to each actor in the "value chain," USAID programming will build capacity of professors of teachers in the area of reading instruction.

The goal of this investment therefore is improved reading skills for students in the early grades in formal and non-formal primary education, reaching 20% of Mali's total primary education-level population. This will be achieved in selective geographic areas by improving classroom early-grade reading instruction; building the capacity of education system actors to provide schools with all the requisite elements for successful reading instruction; and increasing parent, community and private support for early grade reading. USAID/Mali education programming will inform a research agenda leading to revised policy, curricula, and/or lesson plans to address identified weaknesses to improve reading instruction. Evidence-based data on student reading skills will be provided to spur more effective efforts
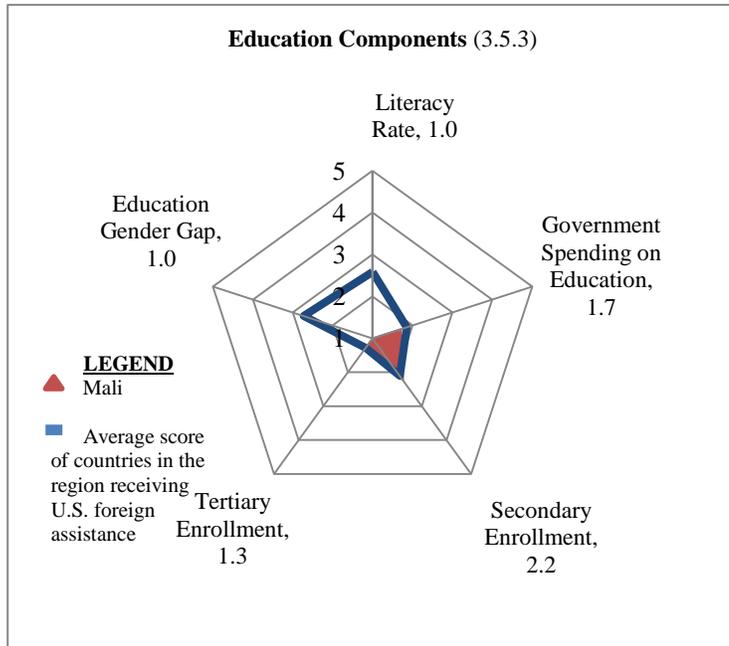
to improve reading delivery systems. [54]

Investments will capitalize on USAID/Mali's extensive experience in supporting improved reading outcomes in the early grades in the pre-coup period from 2008 to 2011. By the end of 2011, USAID/Mali had made considerable progress in supporting the GOM's generalization of the reading/language arts components of the bilingual curriculum for the early primary grades. (Curriculum using mother tongue as a language of instruction has been in the process of being introduced in schools since the early 2000s). Through technical and financial assistance provided by previous programs, USAID had helped the Ministry of Education (MOE) to revise the primary school timetable to incorporate reading as a subject, had revised the teachers' guides for the primary curriculum to include more resources on reading instruction, and had financed the training of trainers in the regional and district level offices of education on the use of the revised curriculum and texts and techniques for reading instruction. Interventions will build upon these successes, most specifically by orienting resources to every level of the education 'value chain,'[55] from the central level actors to those at the community and family levels.
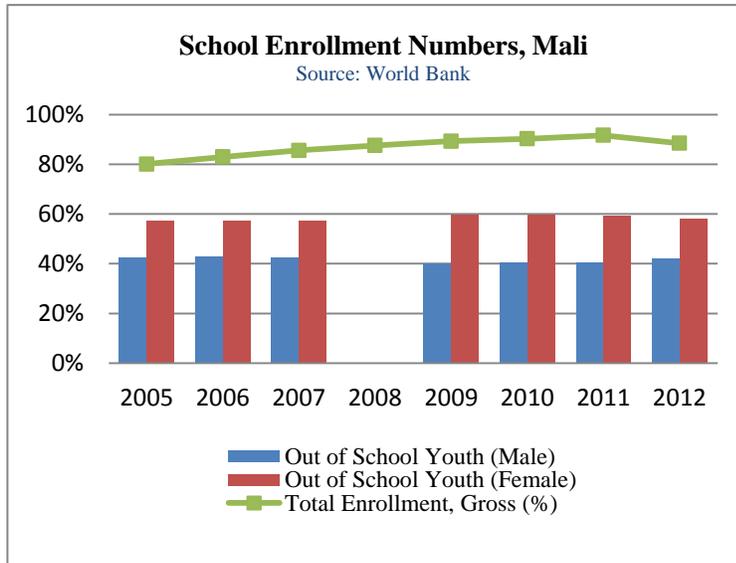
School Enrollment Numbers, Mali
Source: World Bank

Legend:
- Out of School Youth (Male)
- Out of School Youth (Female)
- Total Enrollment, Gross (%)

Gender considerations will be undertaken throughout this investment and will be mainstreamed throughout planning, implementation, monitoring and evaluation. As common practice, gender will be taken into consideration in the hiring of staff, the selection of project beneficiaries where and when appropriate, and in monitoring and evaluation activities. Training opportunities will not only aim for gender parity when possible, but will also take actions to ensure that trainings happen at times convenient for women, are close to home/school communities and do not add additional burdens to their lives. Teachers will be trained to teach how to read using gender active learning pedagogical approaches, and to prevent abuse and exploitation in their schools, and to understand and address the gender-specific needs of students in their classrooms. USAID/Mali will work with the MOE to develop gender-sensitive reading materials void of female/male stereotyped roles and will ensure gender equity in the delivery of training programs. All assessments, monitoring and evaluation will include data disaggregated by sex so that a gender analysis of needs and impact can be done.[56]

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[54] 3.5.3 - This chart shows Mali's performance for the Education sector with several comparators: the average performance of countries receiving $600,000 or more in U.S. foreign assistance or of particular interest (excluding high-income countries). Analysis of the components can reveal specific weaknesses or strengths in the subject country. A score of 5 is great performance and 0 is no performance. Source: Office of U.S. Foreign Assistance Resources (F) Country Data Analytics Package.

[55] An education value chain, as defined here, is the chain of resources flowing from the central government down to the student. It can include physical resources such as learning materials as well as human capital.

[56] School Enrollment Graph: http://data.worldbank.org/indicator/SE.PRM.UNER.FE/countries/ML-ZF-XM?display=graph, accessed 3/17/2015

Alignment with GOM Plans, Policies, and Programs:
Programs falling under the GOM's interim education plan 2014-2016 have explicitly put the development of student's reading skills as one of the priority strategic approaches in addressing the low level of the quality of education. USAID provides significant investments to improve early grade reading competencies in the geographic areas where the WB, through the Global Partnership for Education $41.7 million grant project, is doing school construction to increase access.

Sub-IR 3.3.1 Quality of Instruction Improved

USAID/Mali's Education programs focus on improving early grade reading skills for girls and boys

Current instructional practices are not imparting reading skills among Malian learners and adjustments need to be made for improved reading outcomes among early grade students. To do so, USAID/Mali will support a coherent and integrated teachers' pre-service and in-service training program that focuses specifically on improving students' reading outcomes. To support the pre-service teacher training, interventions will focus on ensuring that student teachers leave the "Institut de Formation des Maîtres" (IFMs) with an evidence-based knowledge and skills necessary to teach basic reading skills in grades one through three. The pre-service teacher training intervention will be developed in conjunction with a school-based in-service teacher training system to provide teachers with innovative hands-on training focusing on the instructional practices needed for increasing students' reading outcomes. USAID/Mali will further support the in-service teaching training with intensive supervision, and coaching supplemented by the use of low-cost technology (i.e. cell phone, pre-recorded audio, etc.). To emulate and sustain good practices of teachers in teaching reading, USAID/Mali will also incentivize, through non-cash means, best performers and best performing schools.

The support to the pre-service and in-service teacher training will result in measurable improvements in the instructional techniques used to teach reading and writing that impact positively the quality of reading instruction in target primary schools. The MOE's teacher monitoring and assessment tools will develop and put in place systems to assess both teacher performance in teaching reading and the quality of reading instruction in target primary schools.

Illustrative 3.3 Indicators, Performance Evaluation Questions, Activities and Partners

Illustrative Indicators (Comprehensive List of Illustrative Indicators is in Annex D):
- Proportion of grade two students whose oral/reading/fluency (ORF) scores meet or exceed expectations for reading fluency (as defined by the national reading standards)
- Percentage of teachers demonstrating mastery of core language arts instructional techniques
- Number of learners receiving reading interventions at the primary level

Performance Evaluation Questions:
- Have teachers' instructional practices in reading instruction in target schools improved over the baseline?
- What is the impact of a focused reading intervention integrated with community engagement for supporting reading outcomes on teacher performance and motivation? What is the impact on

student reading outcomes?

Illustrative Activities:

<u>Future</u>:

- Provide innovative and affordable high-quality durable and consumable evidence-based reading materials to students in Grades 1-2.
- Improve evidence-based reading instructional approaches and practices through innovative high-quality pre-service and in-service teacher training.
- Establish classroom-level continuous assessment system.
- Integrate information communication technology (ICT) in reading activities.
- Build the capacity of education system actors to create sustainable reading delivery systems.
- Develop Public/Private Partnerships to improve reading outcomes.

Partners:

<u>USG</u>: U.S. Department of State (DOS); Department of Defense (DOD); U.S. Peace Corps (PC)

<u>Donors</u>: WB, AFD, CIDA, EU, UNICEF, and the UNESCO

<u>Non-State Actors</u>: Reseau d'Acteurs pour le Renouveau de l'Education (RARE), Oeuvre Malienne d'Aide à l'Enfance du Sahel (OMAES)

IV. Monitoring, Evaluation and Learning

Monitoring, Evaluation, and Adaptive Learning Approach

USAID/Mali is committed to building and implementing a robust and effective monitoring, evaluation and adaptive learning (ME&L) system to support this five-year strategy. The Mission intends to use the ME&L system as a foundation for building strong collaboration with U.S. Government, donor, and host country counterparts, to enhance learning within and across development objectives as well as to allow for flexible adaptation of the strategy to the fluid conditions in the country.

USAID/Mali's ME&L approach will help yield more rapid and positive change through emphasis on coordination and collaboration, systematic collection and analysis of strategic information, and sharing of knowledge. This process of program improvement and reporting will help USAID, its implementing partners, and other stakeholders learn from their experiences to respond to changes in the development environment, build on what has worked, and correct what needs improvement throughout implementation. Monitoring sex-disaggregated data, evaluating results, and using learning mechanisms will contribute not only to the strengthening of project implementation, but also to the achievement of Mission-wide goals and objectives.

The 2012 multifaceted crisis has put the country in a challenging situation for effective monitoring and evaluation of development activities, especially in the conflict-affected areas. Staff currently has limited mobility in conflict-affected areas and the mission is developing sound and innovative systems and mechanisms, including use of technology and third-party resources to overcome these challenges.

To enhance and improve its ME&L systems and capabilities, the mission will establish a five-year M&E Platform, with the primary objective to build the capacity of USAID/Mali staff (A/CORs, M&E specialists) and selected implementing partners to perform high quality performance management. The Platform will also assist the mission with design and conduct of evaluations, assessments, baseline studies and surveys.

Monitoring and Evaluation - Processes and Procedures

USAID/Mali's performance monitoring efforts will track the effectiveness of project implementation as well as measure progress toward project milestones and results. Consistent with CDCS guidance, the Mission will develop a Performance Management Plan (PMP) within six months of CDCS approval. The PMP will be the cornerstone and serve as foundation of the mission's ME&L system.

The process will start with developing indicators that measure results at each level of the CDCS Results Framework and fulfill necessary reporting requirements. These indicators will form the basis of the Mission-wide PMP and will be included in each of the Project-level M&E plans for each DO. In turn, the Activity-level M&E Plans will be informed by the Project-level M&E Plans and will feed into the mission's overall tracking of its progress on DO results. These are essential for the Mission to plan and manage the process of assessing and reporting progress toward achieving its DOs and project outputs and outcomes. Project M&E Plans will be used to strengthen the evidentiary base of the Mission's development hypothesis and project portfolios, assist in learning and adapting in project implementation, and help to achieve high quality, inclusive development results by tracking anticipated results with intended beneficiaries. Although Project-level M&E Plan may include additional indicators deemed necessary to support project management, indicators in the Project-level M&E plan will align with and largely feed in to the Mission PMP.

Consistent with the Standardized Mission Orders on Monitoring and Evaluation, USAID/Mali, with the assistance of the M&E Platform, will develop/refine necessary tools and methodology for data collection and data quality, and streamline processes for implementing an efficient performance management system. In alignment with USAID/Forward, the Mission will seek to build the M&E capabilities within host country partners and reinforce analysis of M&E data for strategic decision-making purposes. One major tool for performance monitoring and tracking that USAID/Mali plans to use will be AIDTracker Plus (AT+), the agency-wide cloud-based management information system that helps manage data related to the Mission's strategy, Projects, and IMs, including indicator management. AT+ allows A/CORs and implementing partners to consolidate all indicator data and implementing mechanism information (e.g., quarterly reports, geospatial coordinates, deviation narratives, DQAs, PIRSs, photos, etc.) into an electronic portfolio. Performance data at all levels of the results framework are tracked in tandem at the project and DO levels. AT+ also contains a robust reporting tool to track indicator performance and spot trends, providing the A/COR and Project Management Team (PMT) with important data upon which to make performance management decisions. Should AT+ be discontinued for any reason by the Agency, USAID/Mali will find an alternative solution and establish a similar web-based database system.

Also, the mission has established a strong GIS unit which will play a pivotal role in the ME&L process. GIS will be used not only in project designs but also in data analysis, mapping and reporting to support strategic management decision-making. It will be a powerful tool at the disposal of A/CORs and Senior Management Leaders, and for the Mission in communicating our activities and results.

Evaluation

USAID/Mali will undertake evaluations at the Activity, Project, and Sector level. The Mission may evaluate additional activities for learning or management purposes at critical, strategic points during implementation. Evaluations will be timed so that their findings can inform decisions such as: exercising option years, designing a follow-on program, scaling up a pilot intervention, creating a country or sector strategic plan, or making a policy decision.

Aligned with the Agency Evaluation Policy, USAID/Mali will identify opportunities for impact evaluation within each of the main sectors/areas of intervention (Health, Economic Growth, Education, and Democracy, Human Rights, and Governance). Performance evaluations will also be conducted. Main illustrative questions for performance evaluations have been identified and presented in Section 3 under each DO, respectively. All evaluations (impact and performance) will be conducted by external parties to USAID and its implementing partners. Evaluations and dissemination of their results will be managed by the Program Office in order to minimize perceived bias and integrity of results.

Wherever possible, USAID/Mali will include customers and partners (e.g., implementing partners, donor partners, host-country government partners, etc.) in planning and implementing evaluations. USAID/Mali staff may participate on evaluation teams when Mission management determines that such participation will facilitate institutional learning and/or staff capacity development, and not represent a bias.

Adaptive Learning - Objectives and Use

The Mission will apply adaptive learning techniques to strengthen the evidence basis upon which decisions about Mission IMs are made, and to ensure that experience and observations inform program decisions. They will facilitate the adaptation of activities to changing conditions and establish new learning about what works and what needs improvement. Effective learning will depend on the production of useful information products in addition to standard evaluation reports and the joint review of M&E outputs in learning forums.

Once the CDCS is approved the mission will develop, as an integral part of its future PMP, a comprehensive Learning Approach & Collaborating, Learning and Adapting (CLA) Action Plan that will enable USAID/Mali to better capitalize on learning opportunities and to better integrate CLA into strategic planning, design, procurement, and implementation.

Potential Impact Evaluation Questions

Feed the Future: *Did USAID/Mali FTF investments in cereal value chain development contribute to increased, broad-based economic growth opportunities and improved food security of the targeted and ancillary beneficiaries?* The findings of this evaluation could be used to both capture the value of USAID investments in Mali and to assess the effectiveness of USAID's value chain approach as a driver of inclusive economic development. It would objectively measure the impact the CVC Activity has had on a variety of stakeholders, including women, while helping USAID/Mali better understand the merits and possible shortcomings of the FTF value chain approach in cereals.

Health: *Did the package of newborn survival interventions have a positive effect on newborn survival rates?* An impact evaluation could be conducted for one aspect of the Service Delivery (SD) activity and will inform the Mission of the effectiveness of the introduction of a package of newborn survival interventions provided by Community Health Workers. The specific aspect of the SD activity to be evaluated would depend on the interventions proposed by the implementing partner; the impact evaluation will be planned and procured during the first quarter of the SD activity start up.

Education: *Did specific interventions under SIRA have a positive impact on targeted student reading outcomes?* The impact evaluation will include comparative analysis of the factors contributing to impact and will be measured at the level of the activity's target schools, academies, and at the national level. The evaluation will examine the strength of the theory of change and causal relations that formed the basis for SIRA's Results Framework.

Governance: *Did the ROL activity's approach have a sustainable impact on reducing corruption along the targeted economic growth corridor in the long-term?* This impact evaluation will measure the effectiveness of cross-sectoral programming and also provide learning on fighting systemic corruption.

Resilience: *Did USAID/Mali's theory of change related to resilience-building result in increased adaptive capacity and reduced vulnerability of the targeted population?* Through an impact evaluation, USAID/Mali will provide a "proof of concept" of resilience-building in the target areas of cyclical shocks and repeated humanitarian assistance in the regions of Mopti and Tombouctou. The impact evaluation will be a test of the underlying hypotheses of the resilience development objective in the CDCS.

USAID/Mali will utilize adaptive learning to facilitate constructive dialogue that can:

- o Improve the quality and substance of discourse, validate strategy and implementation
- o Stimulate suggestions for changes to strategic direction
- o Identify critical knowledge gaps and fill them with existing resources
- o Improve M&E processes
- o Identify opportunities to pilot test innovative approaches
- o Work with partners and other stakeholders to capture and share knowledge gained by experience and observation.

Annex A: CDCS 2016-2020 Presidential and Agency Initiatives and Earmarks Crosswalk

Goal: Malians secure a democratic, resilient, and prosperous future		OFDA	OTI	Women, Peace and Security	TSCTP/CVE	SGI	GCC	FFP	WASH	Resilience	PMI	PEPFAR	GHI	GHSA	FPRH	EPCMD	Education Strategy	FTF	Gender Equality & Female Empowerment	USAID Forward	Cross-sectoral Programming	STIP
TO 1: Stabilization of Conflict Affected Areas Reinforced																						
TIR 1	Basic living conditions for conflict-affected populations improved through humanitarian assistance	◇	◇					◇											◇	◇		
TIR 2	Foundation for democratic transition strengthened		◇	◆															◇			
TIR 3	Access to essential health and education services increased	◇						◇					◆				◆		◇			
TIR 4	Access to transitional justice increased					◆													◇			◇
TIR 5	Stabilization strengthened through peace-keeping operations assistance																					
DO 1: Public Trust in Government Improved																						
IR 1	Responsive and accountable local service delivery increased					◆							◆			◆	◆	◆	◇	◇	◇	◇
IR 2	Administration of justice and respect for human rights improved			◆		◆													◇		◇	◇
IR 3	Citizen participation in Malian electoral processes increased			◆															◇			◇
DO 2: Adaptive Capacity of Vulnerable Communities & Households Increased																						
IR 1	Risk from recurrent climate shocks and stresses reduced	◇					◇	◇		◇									◇	◇		◇
IR 2	Drivers of conflict mitigated			◆	◆	◆				◇									◇			
IR 3	Economic resilience improved		◇				◇	◇		◇								◆	◇	◇		◇
IR 4	Human capital strengthened	◇					◇	◇		◇	◆		◆		◆	◆			◇	◇		◇
DO 3: Socio-Economic Well-Being Advanced																						
IR 1	Use of high-impact health services and healthy behaviors increased							◇	◇		◆	◆	◆	◆	◆	◆			◇	◇	◇	◇
IR 2	Poverty and malnutrition reduced						◇	◇	◇							◆		◆	◇	◇	◇	◇
IR 3	Early grade reading for girls and boys improved							◇	◇								◆		◇	◇	◇	◇

Annex B: List of Required Indicators for Mali CDCS 2016-2020

1 Peace & Security
1.6 Conflict Mitigation and Reconciliation
Number of local women participating in a substantive role or position in a peacebuilding process supported with USG assistance.
1.6.1 Conflict Mitigation
Number of new groups or initiatives created through USG funding, dedicated to resolving the conflict or the drivers of the conflict
2 Governing Justly & Democratically
2.1.3 Justice System
Number of USG-assisted courts with improved case management systems
Number of individuals/groups from low income or marginalized communities who received legal aid or victim's assistance with USG support
2.1.4 Human Rights
Number of domestic NGOs engaged in monitoring or advocacy work on human rights receiving USG support
Number of human rights defenders trained and supported
2.2 Good Governance
2.2.1 Legislative Function and Processes
Number of Executive Oversight Actions Taken by Legislature Receiving USG Assistance
2.3.2 Elections and Political Processes
Number of Domestic Election Observers and/or Party Agents Trained with USG assistance
Number of individuals receiving voter and civic education through USG-assisted programs
2.4 Civil Society
Number of USG-supported activities designed to promote or strengthen the civic participation of women.
2.4.1 Civic Participation
Number of civil society organizations (CSOs) receiving USG assistance engaged in advocacy interventions.
3 Investing In People
3.1 Health
3.1.3 Malaria
3.1.3.1 Treatment with Artemisinin Based Combination Therapies
Number of health workers trained in case management with artemisinin-based combination therapy (ACTs) with USG funds
Number of artemisinin-based combination therapy (ACT) treatments purchased by other partners that were distributed with USG funds
Number of artemisinin-based combination therapy (ACT) treatments purchased with USG funds
Number of artemisinin-based combination therapy (ACT) treatments purchased in any fiscal year with USG funds that were distributed in this reported fiscal year.
Number of health workers trained in malaria laboratory diagnostics (rapid diagnostic tests (RDTs) or microscopy) with USG funds
Number of malaria rapid diagnostic tests (RDTs) purchased with USG funds

Number of rapid diagnostic tests (RDTs) purchased in any fiscal year with USG funds that were distributed in this reported fiscal year
3.1.3.2 Insecticide Treated Nets (ITNs) to Prevent Malaria
Number of insecticide treated nets (ITNs) purchased by other partners that were distributed with USG funds
Number of insecticide treated nets (ITNs) purchased with USG funds (3.1.3-10)
Number of insecticide treated nets (ITNs) purchased in any fiscal year with USG funds that were distributed in this reported fiscal year.
3.1.3.3 Indoor Residual Spraying (IRS) to Prevent Malaria
Number of people trained with USG funds to deliver indoor residual spraying (IRS) (3.1.2-23)
Number of houses targeted for spraying with USG funds
Number of houses sprayed with IRS with USG funds (3.1.3-6)
Total number of residents of sprayed houses
3.1.3.4 Intermittent Preventive Treatment of Pregnant Women
Number of health workers trained in intermittent preventive treatment in pregnancy(IPTp) with USG funds
Number of sulfadoxine-pyrimethamine (SP) tablets purchased with USG funds
Number of sulfadoxine-pyrimethamine (SP) tablets purchased in any fiscal year with USG funds that were distributed in this reported fiscal year.
3.1.5 Other Public Health Threats
Number of Neglected Tropical Disease (NTD) Treatments delivered through USG-funded programs
3.1.7 Family Planning and Reproductive Health
3.1.7.1 Service Delivery
Couple Years protection in USG supported programs
Percent of USG-assisted service delivery points (SDPs) that experience a stock out at any time during the reporting period of a contraceptive method that the SDP is expected to provide
3.1.8.1 Safe Water Access
Number of people gaining access to an improved drinking water source
3.1.8.2 Basic Sanitation
Number of people gaining access to an improved sanitation facility
3.1.9 Nutrition
Number of people trained in child health and nutrition through USG-supported programs
Number of children under five reached by USG-supported nutrition programs
3.1.9.2 Population based Nutrition Service Delivery
Number of health facilities with established capacity to manage acute under-nutrition
Number of children under five who received Vitamin A from USG-supported programs
3.2 Education
3.2.1 Basic Education
Primary Net Enrollment Rate (NER)
4.5 Agriculture
Number of jobs attributed to FTF implementation
Percentage of national budget invested in agriculture

4.5.2 Agricultural Sector Capacity *(Productivity)
Number of hectares under improved technologies or management practices as a result of USG assistance
Number of farmers and others who have applied new technologies or management practices as a result of USG assistance
Number of individuals who have received USG supported long term agricultural sector productivity or food security training
Number of food security private enterprises (for profit), producers organizations, water users associations, women's groups, trade and business associations, and community-based organizations (CBOs) receiving USG assistance
Number of vulnerable households benefiting directly from USG assistance
Value of incremental sales (collected at farm- level) attributed to FTF implementation
Value of Agricultural and Rural Loans
Percent change in value of intra-regional trade in targeted agricultural commodities
Value of new private sector investment in the agriculture sector or food chain leveraged by FTF implementation
Number of hectares of agricultural land (fields, rangeland, agro-forests) showing improved biophysical conditions as a result of USG assistance
Number of private enterprises, producers organizations, water users associations, women's groups, trade and business associations and community-based organizations (CBOs) that applied new technologies or management practices as a result of USG assistance
Number of firms (excluding farms) or Civil Society Organizations (CSOs) engaged in agricultural and food security-related manufacturing and services now operating more profitably (at or above cost) because of USG assistance
4.8.2 Clean Productive Environment
Number of institutions with improved capacity to address climate change issues as a result of USG assistance
Number of stakeholders with increased capacity to adapt to the impacts of climate change as a result of USG assistance
5 Humanitarian Assistance
5.1 Protection, Assistance and Solutions
5.1.2 Assistance and Recovery
Percent of planned emergency food aid beneficiaries reached with USG assistance
Number of internally displaced and host population beneficiaries provided with basic inputs for survival, recovery or restoration of productive capacity as a result of USG assistance
5.2.1 Capacity Building, Preparedness and Planning
Number of people trained in disaster preparedness as a result of USG assistance
Cross Cutting
Capacity Building
Number of awards made directly to local organizations
Percent of mission awards with organizational capacity development objectives or activities that require reporting on capacity development metrics on a regular basis
Gender
Percentage of female participants in USG-assisted programs designed to increase access to productive economic resources (assets, credit, income or employment)
Percentage of participants reporting increased agreement with the concept that males and females should have equal access to social, economic, and political opportunities.
Number of people reached by a USG funded intervention providing GBV services (e.g., health, legal, psycho-social counseling, shelters, hotlines, other)

Annex C: Comprehensive List of Illustrative Indicators

TO 1: Stabilization of conflict affected areas reinforced
Number of NGOs/international partners implementing development programs in the North
Percentage/number of returnees
Low levels of community conflict remain norm (survey), or # community conflicts resolved
Increasing anecdotal (survey when applicable) perceptions that 'normalcy' is returning[57]
Progress continues to be made on a coherent and actionable peace agreement
TIR 1.1: Basic living conditions for conflict affected populations improved
Number of people benefiting from agricultural input activities disaggregated by sex
Number of animals benefiting from or affected by livestock activities
Number of households receiving emergency/transitional shelter assistance
Number of people assisted through new livelihoods development activities by sex
Number and percent of pregnant women attended to comprehensive antenatal clinics
Number of people trained in child protection, disaggregated by sex
Number of individuals benefitting from GBV support services by sex
TIR 1.2: Foundation for democratic transition strengthened
Number of disputes resolved, people/ethnic groups aided by community resolution activities
Number of local organizations, and/or ethnic groups involved in the peace process
Increased anecdotal evidence of nationwide support for a final peace agreement (surveys)
Increased and improved contact within and between communities
TIR 1.3: Access to essential health and education services increased
Number of schools rehabilitated/reconstructed
Number of learners enrolled in primary school or equivalent non-school based settings with USG support (disaggregated by sex)
Number of USG supported schools or learning spaces meeting criteria for safe schools program
Number of health care facilities, with essential health service packages, supported and/or rehabilitated by type (i.e.: primary, secondary, tertiary)
Incidence of HIV among sex workers and their clients
Proportion of children under five sleeping under insecticide treated mosquito nets
Case fatality rates for malaria, diarrhea, Acute Respiratory Infections (ARI), measles, and other, by sex and age
Number of supplies distributed by type (e.g., medical kits, equipment, consumables)
Number and percent of pregnant women attended to in comprehensive antenatal clinics.
TIR 1.4: Access to transitional justice increased
Number of human rights cases monitored by Civil Society Organizations (CSOs) and covered by media

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[57] Proxy indicators for "normalcy" could include: a) Private Sector (Markets, Banks, Traders, IT providers) provides essential services; b) Movement of people, livestock and commodities is uninhibited by security threats or harassment; c) Basic civil services, i.e.: birth/death records maintained; d) Recourse to protection from crime.

Number of human rights abuse cases tried
TIR 1.5: Stabilization strengthened through Peace Keeping Operations
Increased number of days Malian Armed Forces (MAF) can deploy/sustain itself in the field
Polling data shows improved public opinion of the MAF
DO 1: Public trust in government improved
Transparency International Corruption Perception Index
World Bank Governance Index percentile rankings for government accountability and effectiveness
IR 1.1: Responsive and Accountable local service delivery increased
Public satisfaction with local government performance as measured by survey
Percentage of citizens expressing positive opinions of government responsiveness in Afrobarometer surveys
Local government expenditures on health and education in targeted regions moves closer to overall government target spending for those sectors
Number of performance audits using risk based methods increased by SAI
Number of internal control recommendations carried out by ministry senior management increased
Number of USG-supported activities designed to promote or strengthen the civic participation of women
Percentage of females who report increased self-efficacy at the conclusion of USG supported training/programming
Number of Parent-Teacher Association or similar 'school' governance structures supported
Number of town hall meetings and/or other public events in which results of household-based exercises are shared with teachers, parents, and students.
IR 1.2: Administration of justice and respect for human rights improved
World Justice Project Rule of Law Indicators
World Bank Country Policy and Institutional Assessments
Afrobarometer surveys
Community surveys
IR 1.3: Citizen participation in Malian electoral processes increased
Number of people reached by USG (disaggregated for gender and region)
Number of domestic elections observers trained with USG assistance (disaggregated for gender and region)
Number of electoral systems and procedures strengthened with USG assistance
Freedom in the World Political Rights sub-score for Electoral Process
Voter turnout (disaggregated by gender and region)
DO 2: Adaptive capacity of vulnerable communities and households increased
Global Acute Malnutrition
Number of Severe and Moderately Hungry Households
Depth of Poverty
Number of food assistance caseloads
Levels of Conflict
IR 2.1: Risk from recurrent climate shocks and stresses reduced (climate resilience)
Number of stakeholders with increased capacity to adapt to the impacts of climate change as a result of USG assistance, disaggregated sex
Number of institutions with improved capacity to address climate change adaptation as a result of USG assistance

Number of people receiving training in global climate change adaptation as a result of USG assistance (men/women)
Number of communities with disaster early warning/response systems working effectively
IR 2.2: Drivers of conflict mitigated (resilience to conflict)
Number of local agreements for the management of natural resources prepared or reviewed/updated
Number of projects in targeted communities with connector activities designed and overseen by members from previously separated communities.
Percentage of community disputes in targeted areas resolved peacefully
Percentage of women/marginalized groups actively involved in dispute resolution systems
Number of local women participating in substantive role or position in a peacebuilding process
Number of government run community development projects designed in response to concerns raised by members of targeted communities.
Number of individuals from low income or marginalized communities who received legal aid or victim's assistance with USG support
Percentage of population in a targeted community supporting moderate ideologies countering messaging by extremist groups
IR 2.3: Economic resilience improved
Number of people assisted through livelihood restoration activities
Number of people receiving USG assistance in diversified economic activities
Number of jobs created attributed to USG interventions
Number of youth (and women) that develop their own micro-enterprises or are self-employed
IR 2.4: Human capital strengthened (social resilience)
Percent of households using an improved sanitation facility
Percent of households using an improved drinking water source
Prevalence of Children 6-23 months receiving a minimum acceptable diet
Number of households with soap and water at a hand washing station used by family members in USG supported programs
Number of communities certified as "open defecation free" (ODF) as a result of USG assistance
Number of people trained in child health and nutrition through USG supported programs
Number of health facilities with established capacity to manage acute under nutrition
Number of children under five reached by USG-supported nutrition programs
Number of individuals who have received USG supported short-term agriculture sector productivity or food security training
Number of Insecticide Treated Bed nets distributed
Number of children who received Penta 3 by 12 months of age
Number of people trained in Family Planning and Reproductive Health
Number of learners enrolled in secondary school or equivalent non-school based settings with USG support (disaggregated by sex)
Number of youth with improved literacy and numeracy skills (disaggregated by sex)
Percentage of out-of-school youth who successfully completed vocational training (disaggregated by sex)
Percentage of out-of-school youth who successfully completed entrepreneurship training (disaggregated by sex)
Number of local partnerships built in support of the out-of-school youth vocational training
Number of youth who participate in HIV/AIDS and GBV prevention, peace building and life skills awareness activities (disaggregated by sex)
DO 3: Socio Economic well being advanced
Hectares under improved management

Number of farmers who have adopted improved technologies/management practices
Value of incremental sales
Gross Margins
Value of private sector investment
Prevalence of children 6-23 months receiving minimally acceptable diet
Maternal and Child Deaths
Youth (5-24 yrs.) Literacy
Number of jobs created
IR 3.1: Use of high impact health services and health behaviors increased
Number of women educated on exclusive breastfeeding
Number of newborns not breathing at birth receiving resuscitation
Number of babies receiving postnatal care within two days of being born
Number of people tested for HIV and received results
Number of sexually transmitted infections treated
Number of key population using condom with every client
Percentage of PLWHA self-report disclosure of their HIV status
Number of pregnant women using bed nets consistently
Number of under-five children receiving a nutritional status assessment
Number of USG supported health facilities providing life-saving maternal care
Percentage of households practicing correct use of water treatment technology
Percentage of population in target areas continuing to practice open defecation
IR 3.2: Poverty and malnutrition reduced
Prevalence of underweight, stunted, and wasted women and children
Total quantity of targeted nutrient-rich value chain commodities set aside for home consumption by direct beneficiary producer households
Value of incremental sales
Number of farmers who have applied improved technologies
Number of hectares under improved management
Number of people implementing risk reducing practices/actions to improve resilience to climate change
Number of people applying skills or knowledge gained through livelihood development activities
IR 3.3: Early grade reading for girls and boys improved
Proportion of grade two students whose oral/reading/fluency (ORF) scores meet or exceed expectations for reading fluency (as defined by the national reading standards)
Percentage of teachers demonstrating mastery of core language arts instructional techniques
Percentage of teachers demonstrating mastery of core language arts instructional techniques