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Report No: PADHI00602

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED CREDIT

IN THE AMOUNT OF EUR 135.4 MILLION
(US\$ 150.0 MILLION EQUIVALENT)

TO

THE REPUBLIC OF MALI

FOR A

MALI COMMUNITY RESILIENCE AND INCLUSIVE SERVICES PROJECT - MALIDENKO

OCTOBER 23, 2024

Social Development Global Practice
Western and Central Africa Region

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CURRENCY EQUIVALENTS

Exchange Rate Effective August 31, 2024

Currency Unit	EURO (EUR); WEST AFRICAN FRANC (XOF)
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US\$1 =	EUR 0.9025
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US\$1 =	XOF 592
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FISCAL YEAR
January 1 - December 31

Regional Vice President: Ousmane Diagana

Regional Director: Chakib Jenane

Country Director: Clara Ana Coutinho De Sousa

Practice Manager: Pia Peeters

Task Team Leader: Susan Wong

ABBREVIATIONS AND ACRONYMS

ACLED	Armed Conflict Location and Event Data
AM	Accountability Mechanism
AWPB	Annual Work Plan and Budget
CCDR	Country Climate and Development Report
CCR	Communal Reconciliation Committees (<i>Comités Communaux de Réconciliation</i>)
CDD	Community-Driven Development
CLD	Community-Led Development
CRISP	Community Resilience and Inclusive Services Project (“ <i>Malidenko</i> ”)
DA	Designated Account
ERAR	Regional Reconciliation Support Teams (<i>Équipes Régionales d'Appui à la Réconciliation</i>)
ES	Environmental and Social
ESCP	Environmental and Social Engagement Plan
ESMF	Environmental and Social Management Framework
ESMP	Environmental and Social Management Plan
ESS	Environmental and Social Standards
EUR	Euro
FCV	Fragile, Conflict and Violent
FM	Financial Management
FY	Fiscal Year
GDP	Gross Domestic Product
GEMS	Geo-Enabling Initiative for Monitoring and Supervision
GHG	Greenhouse Gas
GM	Grievance Mechanism
GRS	Grievance Redress Service
IDA	International Development Association
IDPs	Internally Displaced Persons
IEG	Independent Evaluation Group
IFR	Interim Financing Report
IPF	Investment Project Financing
LMP	Labor Management Procedures
M&E	Monitoring and Evaluation
MARN	National Reconciliation Support Mission (<i>Mission d'Appui à la Réconciliation Nationale</i>)
MATD	Ministry of Territorial Administration and Decentralization (<i>Ministère de l'Administration Territoriale et de la Décentralisation</i>)
MEF	Ministry of Economy and Finance
MIS	Management Information System
MRPNC	Ministry of Reconciliation, Peace and National Cohesion (<i>Ministère de la Réconciliation, de la Paix et de la Cohésion Nationale</i>)
MSDS	Ministry of Health and Social Development (<i>Ministère de la Santé et du Développement Social</i>)
NDC	Nationally Determined Contribution
O&M	Operations and Maintenance
PCRSS	Community-Based Recovery and Stabilization Project for the Sahel (<i>Projet Communautaire de Relèvement et de Stabilisation pour le Sahel</i>)
PDO	Project Development Objective
PDSEC	Social, Economic and Cultural Development Plans (<i>Plans de Développement Social,</i>

	<i>Économique et Culturel)</i>
PEFA	Public Expenditure and Financial Accountability
PFM	Public Financial Management
PIM	Project Implementation Manual
PIU	Project Implementation Unit
PPSD	Project Procurement Strategy for Development
PRAMS	Procurement Risk Assessment and Management System
RRA	Risk and Resilience Assessment
SCD	Systematic Country Diagnostic
SEA/SH	Sexual Exploitation and Abuse/Sexual Harassment
SEP	Stakeholder Engagement Plan
STEP	Systematic Tracking of Exchanges in Procurement
UNHCR	United Nations High Commissioner for Refugees
VDC	Village Development Committees



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**DATASHEET****BASIC INFORMATION**

Project Beneficiary(ies)	Operation Name		
Mali	Mali Community Resilience and Inclusive Services Project - Malidenko		
Operation ID	Financing Instrument	Environmental and Social Risk Classification	
P505025	Investment Project Financing (IPF)	Substantial	

Financing & Implementation Modalities

<input type="checkbox"/> Multiphase Programmatic Approach (MPA)	<input type="checkbox"/> Contingent Emergency Response Component (CERC)
<input type="checkbox"/> Series of Projects (SOP)	<input type="checkbox"/> Fragile State(s)
<input type="checkbox"/> Performance-Based Conditions (PBCs)	<input type="checkbox"/> Small State(s)
<input type="checkbox"/> Financial Intermediaries (FI)	<input type="checkbox"/> Fragile within a non-fragile Country
<input type="checkbox"/> Project-Based Guarantee	<input checked="" type="checkbox"/> Conflict
<input type="checkbox"/> Deferred Drawdown	<input type="checkbox"/> Responding to Natural or Man-made Disaster
<input type="checkbox"/> Alternative Procurement Arrangements (APA)	<input type="checkbox"/> Hands-on Expanded Implementation Support (HEIS)

Expected Approval Date	Expected Closing Date
14-Nov-2024	30-Nov-2028
Bank/IFC Collaboration	
No	

Proposed Development Objective(s)

The objective of the Project is to improve access to basic services responsive to community priorities in at-risk areas.

Components

Component Name	Cost (US\$)
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Provision of essential village infrastructure and services	102,000,000.00
Provision of essential commune infrastructure and services	18,000,000.00
Restoring trust and reconciliation through inclusive planning and facilitation	15,000,000.00
Project management	15,000,000.00

Organizations

Borrower:	Ministry of Finance		
Contact	Title	Telephone No.	Email
Implementing Agency:	Ministry of Reconciliation, Peace and National Cohesion		
Contact	Title	Telephone No.	Email
Sidiki Traore	Secretary General	02231234567	sdktra@yahoo.fr

PROJECT FINANCING DATA (US\$, Millions)

Maximizing Finance for Development

Is this an MFD-Enabling Project (MFD-EP)? No

Is this project Private Capital Enabling (PCE)? No

SUMMARY

Total Operation Cost	150.00
Total Financing	150.00
of which IBRD/IDA	150.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Development Association (IDA)	150.00
IDA Credit	150.00

**IDA Resources (US\$, Millions)**

	Credit Amount	Grant Amount	SML Amount	Guarantee Amount	Total Amount
National Performance-Based Allocations (PBA)	150.00	0.00	0.00	0.00	150.00
Total	150.00	0.00	0.00	0.00	150.00

Expected Disbursements (US\$, Millions)

WB Fiscal Year	2025	2026	2027	2028
Annual	15.00	40.00	65.00	30.00
Cumulative	15.00	55.00	120.00	150.00

PRACTICE AREA(S)**Practice Area (Lead)**

Social Sustainability and Inclusion

Contributing Practice AreasEnvironment, Natural Resources & the Blue Economy;
Water; Governance; Fragile, Conflict & Violence**CLIMATE****Climate Change and Disaster Screening**

Yes, it has been screened and the results are discussed in the Operation Document

SYSTEMATIC OPERATIONS RISK- RATING TOOL (SORT)

Risk Category	Rating
1. Political and Governance	● High
2. Macroeconomic	● Substantial
3. Sector Strategies and Policies	● Moderate



4. Technical Design of Project or Program	● Moderate
5. Institutional Capacity for Implementation and Sustainability	● Substantial
6. Fiduciary	● Substantial
7. Environment and Social	● Substantial
8. Stakeholders	● Moderate
9. Overall	● Substantial

POLICY COMPLIANCE

Policy

Does the project depart from the CPF in content or in other significant respects?

☐ Yes ☒ No

Does the project require any waivers of Bank policies?

☐ Yes ☒ No

ENVIRONMENTAL AND SOCIAL

Environmental and Social Standards Relevance Given its Context at the Time of Appraisal

E & S Standards	Relevance
ESS 1: Assessment and Management of Environmental and Social Risks and Impacts	Relevant
ESS 10: Stakeholder Engagement and Information Disclosure	Relevant
ESS 2: Labor and Working Conditions	Relevant
ESS 3: Resource Efficiency and Pollution Prevention and Management	Relevant
ESS 4: Community Health and Safety	Relevant
ESS 5: Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	Relevant
ESS 6: Biodiversity Conservation and Sustainable Management of Living Natural Resources	Not Currently Relevant
ESS 7: Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities	Not Currently Relevant
ESS 8: Cultural Heritage	Not Currently Relevant
ESS 9: Financial Intermediaries	Not Currently Relevant



NOTE: For further information regarding the World Bank’s due diligence assessment of the Project’s potential environmental and social risks and impacts, please refer to the Project’s Appraisal Environmental and Social Review Summary (ESRS).

LEGAL

Legal Covenants

Sections and Description

Schedule 2. Section I. A. 2: The Recipient shall, not later than three (3) months after the Effective Date or any later date as agreed by the Association, establish and thereafter maintain throughout Project implementation a steering committee, with composition, mandate and resources satisfactory to the Association, as further detailed in the Project Implementation Manual.

Schedule 2. Section I. A. 4: The Recipient shall, not later than three (3) months after the Effective Date or any later date as agreed by the Association, establish and thereafter maintain throughout Project implementation an implementation unit under the auspices of the General Secretariat of MRPNC, with resources, with competent staff in adequate numbers and with terms of reference, qualifications, and experience satisfactory to the Association.

Schedule 2. Section I. A. 7: The Recipient, through the Project Implementation Unit, shall not later than three (3) months after the Effective Date or any later date as agreed by the Association, establish and thereafter maintain throughout Project implementation, regional units in each of the target regions as defined in the Project Implementation Manual, with resources, with competent staff in adequate numbers and with terms of reference, qualifications, and experience satisfactory to the Association.

Schedule 2. Section I.A. 6 (a): Not later than one (1) month after the Effective Date or any later date as agreed by the Association, the Recipient shall recruit an environmental safeguards specialist and a social safeguards specialist, all under terms of reference, and with qualifications and experience satisfactory to the Association.

Schedule 2. Section I.A. 6 (b): Not later than three (3) months after the Effective Date or any later date as agreed by the Association, the Recipient shall recruit a gender specialist, a security management specialist, and a grievance management specialist, all under terms of reference and with qualifications and experience satisfactory to the Association.

Schedule 2. Section I.A. 9 (a): The Recipient, through the Project Implementation Unit, shall, not later than four (4) months after the Effective Date or any later date as agreed by the Association, recruit social and technical facilitators to support communities to identify, prioritize, prepare, implement and monitor Subprojects, including facilitating the establishment and/or strengthening the capacity of the Comité de Développement de Village, Comité de Développement de Fraction and Comité de Développement de Quartier, respectively.

Schedule 2. Section I.A. 9 (b): The Recipient, through the Project Implementation Unit, shall, not later than four (4) months after the Effective Date or any later date as agreed by the Association, recruit a commune-level facilitator who shall be responsible for overseeing the social and technical facilitators and coordinating Project activities at the commune level.

Schedule 2. Section I.A. 10: The social, technical and communal facilitators shall report to the Mission d’Appui à la Réconciliation Nationale (“MARN”) which shall be converted into a permanent mission by the Recipient, not later than twelve (12) months after the Effective Date or any later date as agreed by the Association, and which shall closely collaborate with the Ministère de la Santé et des Affaires Sociales.

ESCP: Establish the grievance mechanism at national level no later than 3 months after the Project Effective Date and thereafter maintain and operate the mechanism throughout Project implementation.



ESCP: Adopt the ESMF prior to Project approval, and thereafter implement the ESMF throughout Project implementation.

Conditions

Type	Citation	Description	Financing Source
Effectiveness	Article IV, 4.01	The Additional Conditions of Effectiveness consist of the following: (a) the Recipient has prepared and adopted a Project Implementation Manual in form and substance acceptable to the Association; and	IBRD/IDA
Effectiveness	Article IV, 4.01	(b) the Recipient has recruited a Project coordinator, a procurement specialist and a financial management specialist, all under terms of reference, and with qualifications and experience acceptable to the Association.	IBRD/IDA



I. STRATEGIC CONTEXT

A. Country Context

1. **Despite its abundant natural resources, rich cultural heritage, and young population, Mali faces numerous economic and social challenges related to high poverty levels, political instability, insecurity and conflict.** In 2023, Gross Domestic Product (GDP) growth stabilized at 3.5 percent (0.6 percent per capita), below expectations due to lower agricultural output and an electricity crisis. Growth is projected to weaken slightly to 3.1 percent in 2024. The country's economic outlook is subject to risks from armed conflict and rising insecurity, a persistent electricity crisis, and climate-related shocks. Over the last three decades, Mali's economy has experienced little structural change. Agriculture and low-productivity services dominate the economy; manufacturing remains limited and concentrated in agro-industries and cotton ginning. Exports are dominated by gold and cotton and vulnerable to commodity-price and climatic shocks.¹
2. **At the national level, the incidence of poverty in Mali increased by 3.4 percentage points from 42.1 percent in 2018 to 45.5 percent in 2022 due to multiple shocks related to prices, the COVID-19 pandemic, climate, and conflict.** This increase represents an additional 1.4 million people living in poverty over this period. Similar upward trends are evident in the poverty gap and poverty severity, indicating a worsening condition for the poorest segments of the population. While there are geographical disparities, regional analyses indicate that the incidence of poverty has risen in both rural and urban areas.²
3. **Fragility, conflict, and violence have escalated since 2012, with a nearly four-fold increase in fatalities and a six-fold surge in violent events.** Mali has been plagued by armed insurgencies and terrorist activities, particularly in the north and more recently, in the center of the country.³ Despite a 12-percent decrease in fatalities in 2023, conflicts intensified along with climatic shocks, leading to a severe humanitarian and food insecurity crisis affecting 7.1 million people in 2024.⁴ Across the country, the number of fatalities has been on the rise in 2024, with over 2,700 deaths from violence recorded by the Armed Conflict Location and Event Data (ACLED) organization between January and August of this year; of these fatalities, 1,325 were civilians.⁵ Conflict-affected areas suffer from access constraints for residents and humanitarians and forced displacement, exacerbating vulnerability. Intercommunal violence in Mali is multifaceted, driven by a combination of ethnic tensions, resource competition, weak governance, and the influence of extremist groups. By July 2024, the number of internally displaced persons (IDPs) was estimated at 330,713.⁶ In addition to insecurity, fragility risks

¹ World Bank, "Macro Poverty Outlook for Mali: April 2024 (English)," *Macro Poverty Outlook*, (Washington, D.C., April 2024).

² World Bank, "Poverty, Shared Prosperity, and Equity Update – Mali," (Washington, D.C., 2024).

³ World Bank, "Mali Economic Update: Resilience in Uncertain Times - Renewing the Social Contract," (Washington, D.C., April 2022).

⁴ United Nations Office for the Coordination of Humanitarian Affairs, "Mali Country Site 2024 Humanitarian Overview," <https://www.unocha.org/mali>.

⁵ Armed Conflict Location & Event Data Database, <https://acleddata.com>. ACLED defines political violence as "the use of force by a group with a political purpose or motivation, or with distinct political effects. This includes battles, protests, riots, remote violence and violence against civilians perpetrated by state or non-state actors."

⁶ United Nations High Commissioner for Refugees (UNHCR), Mali Country Data Site reported as of September 26, 2024, <https://data.unhcr.org/en/country/mli>.



include the perception of social injustice – defined as inequality, marginalization, low state presence, and limited public service provision – in regions deeply affected by violence incidence and the rise of extremist groups.

4. **Mali is extremely vulnerable to climate change and the country is already facing acute climate-related challenges from higher temperatures and more frequent extreme weather events.** Climate-related hazards in Mali include floods, droughts, and crop pests. These hazards, a natural occurrence in Mali, pose serious constraints on development and food security, and their intensity and frequency are likely to increase under a changing climate. Climatic changes are already a significant threat to the country's development and the food security of its inhabitants, due to erratic rainfall, increased crop pests and rainfall shortages during critical growing periods, as well as desertification over the last 50 years.⁷ In 2020 alone, some 6.8 million people were affected by droughts in Mali.⁸ Mali has limited capacity to deal with the impacts of climate change, ranking 180th out of 187 countries in the Notre Dame Global Adaptation Initiative Index for climate vulnerability in 2022.⁹

B. Sectoral and Institutional Context

5. **Significant gaps in governance and service delivery in Mali have eroded citizens' confidence towards institutions.** Mali ranks low on most of the World Bank's Worldwide Governance Indicators. It is in the bottom 15th percentile globally, scoring poorly on government effectiveness, control of corruption, quality of regulations, and upholding and enforcement of the rule of law. This affects public trust in the state's capacity to protect them, provide justice, and deliver services.¹⁰ With nearly half of the population under the age of 14 and the country's total population expected to double by 2035, there are high expectations for a better future in which young Malians, both women and men, have an opportunity to have their concerns heard and contribute to the economic, social and cultural life of the country.
6. **Access to basic services remains low and unevenly distributed, with areas affected by conflict especially impacted.** Mali is in the bottom decile of the Human Capital Index (2023), due to lower-than-average survival to age five, expected years of schooling and learning-adjusted years of schooling, and learning.¹¹ While multidimensional poverty declined by about 10 percentage points between 2014 and 2018, and access to some basic infrastructure services improved during this period, the COVID-19 pandemic erased gains in poverty reduction over the past decade.¹² Access to and the quality of basic services remains uneven. In 2022, 83 percent of households nationally had access to basic drinking water services but the service quality varies; 50 percent had basic sanitation; and 17 percent had basic handwashing facilities including soap and water.¹³ Growing insecurity has meant

⁷ World Bank, "Natural Hazard Statistics: Mali," Climate Change Knowledge Portal, 2024; Luc Tucker, "Climate Vulnerabilities and Food Insecurity in Mali," International Monetary Fund Selected Issues Paper (SIP/2023/054) (Washington, D.C.: International Monetary Fund, 2023).

⁸ World Bank, "Natural Hazard Statistics: Mali."

⁹ Notre Dame Global Adaptation Initiative, "Country Rankings, 2024," <https://gain.nd.edu/our-work/country-index/rankings/>.

¹⁰ World Bank, "Mali Systematic Country Diagnostic," (Washington, D.C., August 31, 2022).

¹¹ World Bank, "Human Capital Country Brief - Mali," <https://thedocs.worldbank.org/en/doc/64e578cbeaa522631f08f0cafba8960e-0140062023/related/HCI-AM23-MLI.pdf>

¹² World Bank, "Mali Systematic Country Diagnostic."

¹³ World Bank Group Corporate Scorecard, 2024; World Health Organization/ United Nations Children's Fund Joint Monitoring Programme for Water Supply, Sanitation and Hygiene.



that in February 2024, 1,917 schools (20 percent of those monitored) affecting 574,100 students and 13 health centers affecting 91,572 users in a subset of the country were closed. Mali's education system faces low enrollment, poor outcomes, a lack of teachers at the basic and secondary levels, and a growing school-age population. In terms of health outcomes, Mali suffers from persistently high maternal and child mortality rates, high adolescent fertility rates, low basic child immunization coverage, malnutrition and a relatively high burden of infectious diseases. A critical shortage of health workers has left many regions without qualified medical care.

7. **Weak public service delivery is worsened by inequality in its distribution.** For instance, in 2018-19, the southwest had approximately three to six times more schools per 1,000 inhabitants than the rest of the country. The Kidal and Mopti regions were below the average while Koulikoro and Bamako were above. In the energy sector, only 10 percent of rural households were connected to the electricity grid, compared to 56 percent of urban households.¹⁴ The remoteness and insecurity of the northern and central regions increase the costs of public investments even though they are intended for less densely populated areas. Moreover, insecurity in the North has led to the halting of major projects which aimed to make up for the development gap compared to the rest of the country. In these areas, the absence of basic services and a feeling of exclusion fuels distrust in the state and the engagement of disillusioned populations with extremist armed groups.
8. **Challenges in local governance limit the state's ability to maintain a positive presence across the territory, thereby exacerbating grievances against institutions.** One of the means to address those issues is decentralization, ongoing for several decades as part of the broader governance reforms in the country. These efforts include the creation of communes, the transfer of certain administrative responsibilities and financial resources to local entities, and the promotion of local democracy through elected local councils. However, the process has faced challenges, including limited capacity at the local level, insufficient financial resources, and political instability.
9. **To address some of the aforementioned challenges, the Government plans to embark on major efforts to improve services in newly stabilized areas in the North and prevent further destabilization of vulnerable areas in the South.** In November 2023, the Malian army regained control of Kidal, a town in the north that has been a rebel stronghold since 2012. The government's capture of this area and others is considered pivotal and provides a welcome opening to allow essential services to be delivered. Non-state armed groups have carried out nearly weekly attacks in the center of the country (the former Ségou and Mopti regions) and further south. While these areas remain under state control, improving essential services to the population including in rural areas is crucial to preventing further destabilization. In January 2024, transitional president Assimi Goïta created an inter-Malian dialogue body to achieve peace, after formalizing the end of the Agreement for Peace and Reconciliation in Mali. The Government is hoping to use this critical period and a new round of peace dialogues to deliver a "peace dividend" and critical services to communities in these vulnerable areas and encourage the return of the displaced population.
10. **The Ministry of Reconciliation, Peace and National Cohesion (*Ministère de la Réconciliation, de la Paix et de la Cohésion Nationale*, MRPNC) will be the lead implementing agency for this project, working in close coordination with an inter-ministerial committee.** Since the project is closely linked with the Government's National Reconciliation Strategy – and involves delivering to newly stabilized

¹⁴ World Bank, "Mali Systematic Country Diagnostic."



and at-risk areas of the country and also requires a multi-sectoral approach to service delivery – the MRPNC was appointed by the Council of Ministers to lead this project.

11. **The Government’s aspirations for this project are to give communities a say and a central role in building a “new Mali”.** To realize the government’s vision to build national reconciliation, peace and stability in the country, the project will facilitate a system to address some of the root causes of conflict and adopt an inclusive and participatory approach to deliver essential public services. This community, “people-centered” approach will not only include local communities but most importantly will strengthen the role of local institutions, civil society organizations and stakeholders involved in and affected by the decision-making process. This is considered a new approach in Mali whereby communities and vulnerable groups will partner with Government and be at the heart of the planning and decision-making of service delivery.
12. **This proposed project is complementary to other operations in the World Bank Mali portfolio in terms of its scale and geographic focus on fragile, at-risk rural areas in six regions of northern and southern Mali, as well as its community-driven, multi-sectoral approach to delivering services especially at the village level.** For example, the Community-Based Recovery and Stabilization Project for the Sahel (PCRSS, P173830) covers central Mali, while this proposed project covers the northern and southern regions. The Government is planning that PCRSS and this project will slowly form the foundations of a community platform for fragile areas of the country in need of basic services. See Section II.E. and Annex 2 for an illustrative list of relevant projects financed by the World Bank and other development partners.

C. Relevance to Higher Level Objectives

13. **The Government’s National Reconciliation Strategy (2022-2025) calls for a new approach to build national reconciliation and social cohesion in Mali.** The strategy seeks to make the state more present at the local level, strengthen coordination with various actors, build the capacity of local actors, and ensure that there is greater participation, dialogue and inclusion of communities – especially youth, women and vulnerable groups – in decision-making processes. This project is also aligned with Mali’s national development strategy and Mali Vision 2063 which is currently being developed and calls for more inclusive socio-economic development and improved basic services for all Malians.
14. **The project is aligned with the World Bank Country Engagement Note for FY2025-2026 which is currently being prepared.** The 2022 Mali Systematic Country Diagnostic (SCD) takes stock of three challenges: a fraying social contract; inadequate job creation; and lagging human capital outcomes. The SCD recommends working with a critical mass of reforms and filtering those interventions with a “social contract” lens to improve the sustainability of reforms. The SCD update proposes three pathways forward: (i) rebuild the capabilities of the social contract (state capacity, nonstate actors’ capacity, and bargaining interface); (ii) invest in human capital accumulation, especially for women and vulnerable groups; and (iii) strengthen the ability of the private sector to create more and better jobs. This proposed project primarily addresses the first pathway of rebuilding the social contract between the state and people by delivering a package of community-prioritized services quickly and effectively to newly stabilized areas. The project will also contribute to the second pathway of human



capital development, in coordination with World Bank-financed health and education projects to deliver essential services in the target project areas.

15. **The project is aligned with the World Bank's twin goals of ending extreme poverty and boosting shared prosperity on a livable planet, as well as the goals of the World Bank's Western and Central Africa Region Priorities 2021-2025 "Supporting a Resilient Recovery".** The strategy's transformational goal one is especially relevant of "Rebuilding trust between citizens and the state to create a new social contract", through support for effective and inclusive service delivery, empowering women, and boosting climate resilience. The World Bank strategy focuses on a "People-Centered Approach" which includes mainstreaming citizen engagement in development programs and making people partners in the design and delivery of public services. The strategy also emphasizes the importance of remaining engaged, even in difficult fragile contexts.
16. **The project is also aligned with the World Bank's Strategy for Fragility, Conflict, and Violence (FCV) 2020-25 and the recommendations from the July 2021 Mali Risk and Resilience Assessment (RRA) Update.** The World Bank's FCV strategy recommends remaining engaged during conflict and crisis situations to preserve hard-won development gains, protect essential institutions, and build community resilience and preparedness. The Mali RRA found that the emergence of violent conflicts in the Sahel is associated with exclusion, perceptions of injustice and marginalization, low trust in state institutions, and the absence of basic services. The update recommended reinvesting in neglected or marginalized territories with multisectoral projects supporting the deployment of services and virtuous governance systems with a focus on territorial and social inclusion.
17. **The project will be fully aligned with the goals of the Paris Agreement on both mitigation and adaptation as well as Mali's updated Nationally Determined Contribution (NDC, 2021)¹⁵.** Subproject activities will include climate-resilient infrastructure to reduce risk from extreme events and adapt to gradual climate variations. Mali's NDC commits to reducing Greenhouse Gas (GHG) emissions by 31 percent for energy, 25 percent for agriculture, 39 percent for land use and forestry, and 31 percent for waste sectors by 2030 as compared to the business-as-usual scenario, and to making the economy green and resilient to climate change. Mali's Country Climate and Development Report (CCDR, 2022)¹⁶, the National Climate Change Strategy and associated National Climate Action Plan, highlight key areas of attention, including the adverse impacts of climate change, climate hazards and impact on infrastructure; promoting climate financing; integrating climate into sectoral and subnational policies; incentivizing private sector engagement; and outlining adaptation and mitigation measures that align with the proposed project activities. Mali is integrating climate change into its policies and planning processes, notably in the implementation of sector strategies and Mali Vision 2040, the Strategic Framework for Economic Recovery and Sustainable Development, its National Environmental Protection Policy, and, since 2011, in the National Policy on Climate Change.¹⁷

¹⁵ Nationally Determined Contribution (NDC) Partnership, Country Action – Mali (2021), <https://ndcpartnership.org/country/mli>.

¹⁶ World Bank, "G5 Sahel Region Country Climate and Development Report," CCDR Series (Washington, D.C., 2022). <http://hdl.handle.net/10986/37620>

¹⁷ Ibid



II. PROJECT DESCRIPTION

A. Project Development Objective

PDO Statement

18. **The objective of the Mali Community Resilience and Inclusive Services Project - Malidenko¹⁸ (CRISP) is to improve access to basic services responsive to community priorities in at-risk areas.** The Government aims to deliver a package of critical services requested by communities in two types of geographic areas: (i) communes affected by the conflict that have recently come under control of the state in northern Mali (Kidal, Tombouctou, Taoudeni); and (ii) fragile communes where improved services will contribute to preventing an escalation of tensions in the south (Nara, Nioro, Kayes). The Government is particularly interested in assisting areas in the northern and southern regions where a large part of the population has fled due to violence and conflict and where it is expected that improved services and economic opportunities will contribute to the gradual return of the displaced. It is estimated that the project will cover approximately 850 villages across 57 communes in these six regions of the country. The 57 communes were chosen based upon relative security and accessibility, balanced distribution across the regions, and population size. The geographical targeting within these regions will remain flexible given the uncertainty of the security situation.

PDO Level Indicators

19. **The key results of this project will be:**

- People with access to project-built infrastructure and services (Number of people, disaggregated by gender and youth)
- Share of people in project villages reporting that selected subprojects reflect their needs (Percentage, disaggregated by gender and youth)

B. Project Components

20. **The project will use a community-driven development (CDD) approach that has proven effective in providing basic services quickly in uncertain and fragile environments, and thus helping to repair the link between the state and citizens.** This approach emphasizes social inclusion and active community participation, especially of marginalized and vulnerable groups, in planning decisions, management of investment resources and implementation of subprojects, in partnership with local authorities. The CDD model is widely considered an appropriate approach to establish presence in conflict areas, increase community involvement in programming, encourage community ownership

¹⁸ “Malidenko” is the Malian name for the CRISP Project, meaning “in the interest of the people”. For the purposes of this document, “CRISP” will be used to refer to the project.



of projects, and foster social cohesion.¹⁹ This project will strengthen community resilience and social cohesion by capitalizing on community structures, local knowledge and relationships with traditional leaders, and the desire for peace and reconciliation. Finally, supporting small-scale infrastructure projects and agricultural livelihood activities not only delivers essential services but provides an opportunity to create employment opportunities for poor people in the targeted project areas and have a multiplier effect on communities. Moreover, to avoid or reduce the potential damages from climate hazards in the country (floods, droughts, and crop pests), this project will include capacity building in climate-related issues, climate screening of all activities, and climate-resilient infrastructure. The remainder of this section provides an overall presentation of the project components (paragraphs 21-23), followed by a description of the climate resilient measures and their associated costs (paragraphs 24-26).

21. The project will be composed of four components:

- a. **Component 1. Provision of essential village infrastructure and services (US\$102 million equivalent).** This component will finance socio-economic infrastructure and agricultural livelihood activities at the village level. This would involve, for example, construction and rehabilitation of productive small-scale infrastructure, such as tertiary access roads; improved water access and sanitation; small-scale irrigation; off-grid electrification; education (classroom extension and rehabilitation) and vocational training; and health center extension and rehabilitation activities. Agricultural livelihood activities would include the development of market gardens; agricultural processing equipment and storage; agricultural service packages; market infrastructure; and livestock and fish farming activities. Village subprojects would cost an average of US\$60,000 and villagers can choose from a closed menu of activities, receiving two cycles of assistance during the life of the project.²⁰ Two cycles per village will allow the Government to maximize impact and allow villages to learn from the experience of the initial cycle. Investment planning and implementation of these subprojects would focus on the active and inclusive participation of communities to strengthen social cohesion and ensure a better match between the investments financed and the real needs of the population. All infrastructure will be constructed and maintained with climate and disaster resilience and disability-accessibility in mind.
- b. **Component 2. Provision of essential commune infrastructure and services (US\$18 million equivalent).** This component will finance more substantial investments at the municipal level, with the criterion that they benefit several villages. Investment selection will leverage existing local commune development plans (*Plans de Développement Social, Économique et Culturel – PDSEC*) where available, and support their updating and preparation where they are not, thereby supporting local government and decentralization processes. Community level priorities will be

¹⁹ World Bank, "World Bank Group Engagement in Situations of Fragility, Conflict, and Violence," (Washington, D.C., 2016). For recent, general overviews of CDD impacts, see: "A Learning Agenda for CDD in Response to Complex Development Challenges", Barron, Fernandes, Winkler and Woolcock, 2024 (forthcoming); Katherine Casey, "Radical Decentralization: Does Community-Driven Development Work?," *Annual Review of Economics* 10 (2018): 139-163; Cyrus Samii, "Revisiting Community-Driven Reconstruction in Fragile States," WIDER Working Paper 2023/26 (Helsinki: UNU-WIDER, 2023); Susan Wong and Scott Guggenheim, "Community-Driven Development: Myths and Realities," World Bank Policy Research Working Paper 8435 (Washington, D.C.: World Bank, 2018).

²⁰ Estimates of unit costs for similar investments were prepared by the sectoral ministries on the inter-ministerial preparation committee. The government would like to keep the village-level menu limited for the first subproject cycle to better manage the requests coming from communities. The project will revisit the menu of investments after the first cycle and adjust as needed.



integrated into the commune-level plans. Investments at the commune level could include: the rehabilitation of transport connectivity; water and sanitation infrastructure; electrification; markets, health and education centers as well as initiatives to improve natural resource management and resilience to climate change. Support will be for an open menu of investments with a list of ineligible investments (a negative list) detailed in the project implementation manual. Municipalities will receive one allocation of US\$225,000 on average. Commune-level investments will be aimed to target all accessible villages in the commune to ensure equity, foster inter-community cohesion and avoid harm due to fueling perceptions of exclusion. The project will assist local government with inclusive planning and management to optimize overall impacts on access to services and socio-economic outcomes at the commune level.

- c. **Component 3. Restoring trust and reconciliation through inclusive planning and facilitation (US\$15 million equivalent).** This component will finance social and technical facilitation. Social and technical (engineer) facilitators will be hired, trained and supervised by the project at the commune and regional levels to work with communities for the planning, design and management of subprojects under Components 1 and 2. These facilitators, hired locally where possible, will also ensure that the most vulnerable groups, especially women, youth, internally displaced persons and persons with disabilities, participate fully in the planning and decision-making for subprojects. Focus groups will be held with traditional leaders, women and other vulnerable groups to ensure their inclusion in the process. General assemblies at the village level will be open to all community members to discuss how they wish to develop their community and prioritize their needs. Village Development Committees (VDCs) composed of elected representatives of the community will help to execute the decisions of the General Assembly and manage the subprojects. This inclusive approach is essential if the objective of the Malian state, through this project, is to restore trust and revitalize the social contract with citizens. For commune-level investments planned under Component 2, facilitators will work with mayors and municipal councils to ensure an equitable distribution of development benefits, thus preventing territorial and inter-group exclusion. Technical advice provided as part of this component will also help strengthen the commune-level planning exercises to improve technical quality and climate-informed decision-making and ensure active participation of the community in the identification of their needs and the selection of investments. Over the course of the project, the facilitators will work to integrate village planning as inputs directly into the production and updating of the commune development plans/PDSEC.
 - d. **Component 4. Project Management (US\$15 million equivalent).** This component will finance the operational costs of the project, including staff, technical assistance, monitoring and evaluations, the management information system, training, travel, fiduciary and environmental and social risk management, establishment of a grievance redress mechanism, equipment, and other management costs.
22. **Components 1 and 2 are designed so that the public works will optimize the use of local labor and generate employment.** Contracts will contain a provision to employ local labor and, through the social mapping exercise, identify the poorest and most vulnerable groups to receive employment. The Government aims to maximize the impact of project resources by allocating 80 percent of the overall project budget to investments directly at the village and commune levels (Components 1 and 2) to provide essential services and generate local employment.



23. **Building local institutional capacity and village development committees.** Interventions aimed at strengthening institutions are essential to address fragility and ensure effective service delivery. An important aspect of a more inclusive and community-led approach will be strengthening the role of VDCs. VDCs are local community organizations, composed of men and women (at least 30 percent) and elected by the community with the mandate to coordinate and promote economic, social and environmental development at the village level. The establishment of VDCs is anchored in the law relating to Associations²¹ and a recent Inter-ministerial Order²² establishing the procedures for managing grants awarded to these committees. VDCs work in coordination with village general assemblies to ensure that the voices of villagers and especially women and marginalized groups are included in development activities.

Climate-Resilience Interventions:

24. **The project's interventions described above are consistent with the recommendations of the Sahel Region CCDR,** calling for: (i) at the local level, building inclusive institutional processes that support climate action in a conflict-sensitive manner and promote social cohesion and the inclusion of all groups, including marginalized ones; (ii) broadening the range of stakeholders for climate action to include local stakeholders and civil society organizations to construct more resilient communities and societies; and (iii) building the awareness and capacities of communities, local institutions, and social intermediaries to deploy locally-led climate resilience and climate-smart local development.²³
25. **Components 1 and 2 will provide support for climate resilient infrastructure as called for in the CCDR.** "Climate resilient" refers to infrastructure and services that are planned, designed, built, and operated in a way that anticipates, prepares for, and adapts to changing climate conditions and disaster risks. It can also withstand, respond to, and rapidly recover from disruptions caused by these climatic conditions and hazards (e.g., floods, drought, etc.). A set of criteria defining what constitutes 'climate-resilient' infrastructure and services will be provided in the PIM. Component 1 will: (i) strengthen climate resilience of tertiary access roads, through incorporating measures, such as using locally available materials, upgrading design standards, and improving culvert capacity²⁴ in tertiary access roads (estimated 50 percent of activity cost); (ii) build or rehabilitate water, sanitation, and hygiene investments, such as community boreholes and water supply systems, specifically aimed at responding to water scarcity due to climate-exacerbated droughts; (iii) incorporate measures to improve efficiency of water intake, transport and delivery and, potentially, solar-powered pumps into building or rehabilitating communal irrigation systems (50 percent of activity cost); (iv) finance solar energy lighting for facilities and streets, as part of off-grid electricity (50 percent of activity cost); v) adopt designs that enhance the resilience of schools and health centers/posts to withstand extreme events, e.g., natural cross-ventilation systems by appropriately sizing and locating windows/ventilators to reduce the incidence of heat-related diseases, raising the height of building floors and designing water flow systems on sloping sites to protect buildings from extreme floods (70 percent of activity cost); (vi) build or rehabilitate market infrastructure with the objective of improving livelihoods and increasing resilience to climate shocks; and (vii) promote income-generation activities that aim to support community-based organizations to introduce climate-resilient inputs to local

²¹ No. 04-038 of August 5, 2004, as amended

²² Inter-ministerial Order No. 2024-2759/MATD-MRPCN-MSDS-MEF-SG of August 15, 2024

²³ World Bank, "G5 Sahel Region Country Climate and Development Report," CCDR Series (2022)

²⁴ that do not expand or promote expansion into areas of high carbon stocks or high biodiversity areas.



agricultural value chains, and adopt agricultural practices aimed at enhancing the resilience of women, youth, IDPs, and other vulnerable groups to climate shocks. Component 2 will provide similar measures with those reported in categories ii)-vi) above; in addition, it will introduce climate resilient approaches (e.g., drainage improvements) into the rehabilitation of transport connectivity to protect against intense floods (50 percent of activity cost) and will improve natural resource management in order to increase resilience to climate change (e.g., soil conservation, afforestation). Environment and social screening for each subproject will identify climate risks and mitigation measures.

26. **Furthermore, Component 3 will provide climate awareness and disaster-risk management training to facilitators, local authorities and communities to improve climate-related local planning and integrate climate resilience standards into the subprojects.** The local plans including PDSECs will be updated and prepared to be climate-smart and able to withstand the risks of increased temperatures, flash floods, and droughts. Project investments will be planned taking into account the need to enhance resilience of community infrastructure to current and future disaster and climate-related risks and impacts, and to support adaptation (and mitigation, where possible).

C. Project Beneficiaries

27. **Project beneficiaries will be community members in the targeted, at-risk six regions, 57 communes and 850 villages.** As described earlier, the project includes dedicated measures to facilitate the inclusion of vulnerable groups including poor women, youth, IDPs and persons with disabilities. An estimated 1.84 million Malians living in at-risk areas will have access to improved services.

Table 1: Project coverage areas

Regions	Number of Communes	Number of Villages	Estimated Population
North			
Tombouctou	15	407	703,534
Kidal	8	100	100,921
Taoudeni	10	120	334,894
South			
Kayes	14	85	346,120
Nioro	6	88	219,485
Nara	4	50	132,162
Total	57	850	1.84 million

Source: Ministry of Territorial Administration and Decentralization, National Institute of Statistics

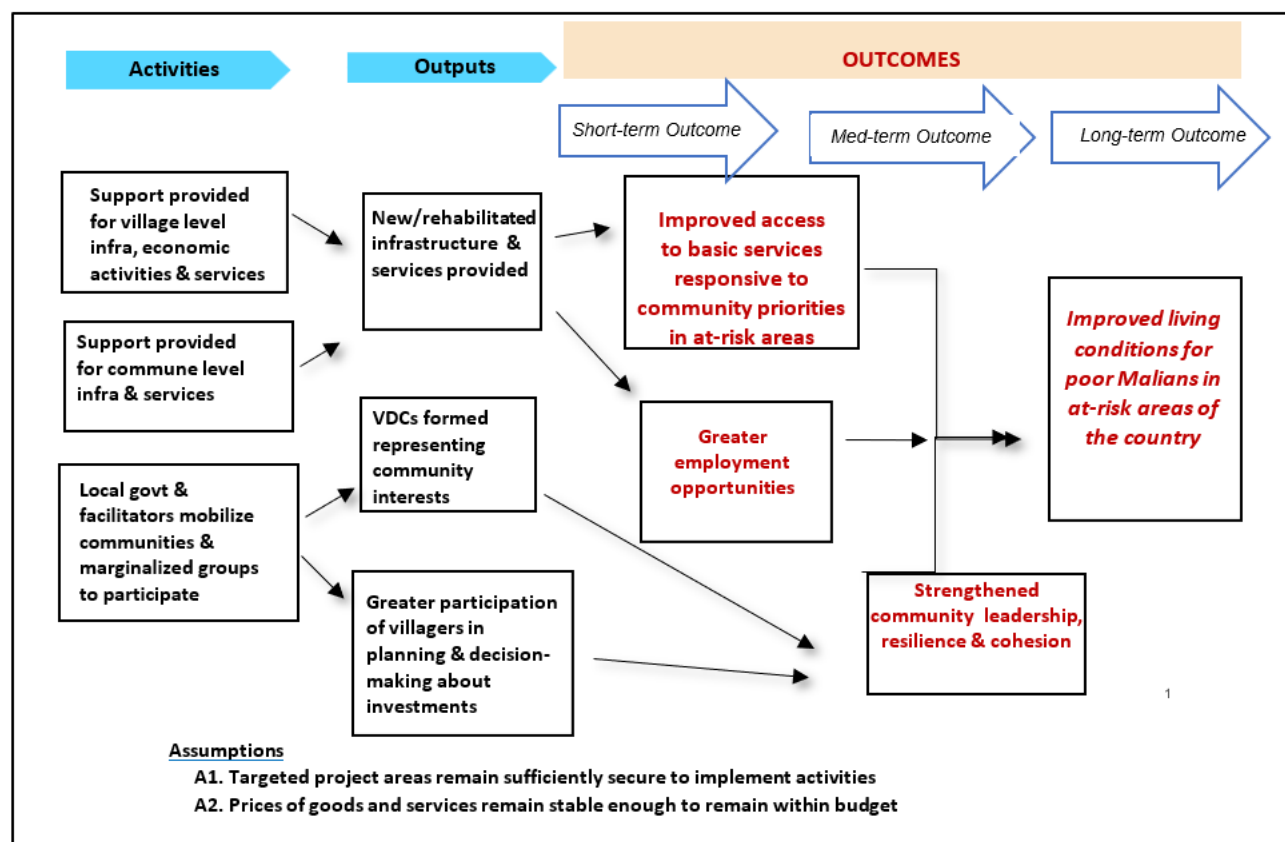
D. Results Chain

28. The theory of change for CRISP (Figure 1) focuses on providing basic socio-economic infrastructure, economic activities, and social services to populations in at-risk areas of the country, thereby improving access, generating employment and building community leadership, resilience and cohesion.

E. Rationale for World Bank Involvement and Role of Partners



Figure 1: CRISP Theory of Change



29. **The World Bank can provide critical financial and technical support to the Government of Mali through this project.** As this is a multisectoral operation, the World Bank is able to mobilize its support from other sectoral projects to help the Government in providing a range of essential services, be they in health, education, water, sanitation or other to communities in these newly secured and fragile areas of the country. The World Bank's health and education projects, such as the new Advancing Resilience and Inclusive Health Systems for Everyone in Mali Project (P503776) and the Mali Improving Education Quality and Results for All Project (P164032), will be especially important to deliver an integrated and coordinated package of assistance in common areas of operation. For example, the project can help mobilize and raise community awareness of important health issues or girls' education needs. CRISP will also fill service delivery gaps not addressed by other projects. For instance, CRISP could if needed provide electrification in terms of solar panels, or additional water and sanitation resources for schools or health clinics. Synergies will also be explored with Social Protection's approach to community mapping of the poorest and most vulnerable, to share common targeting methodologies and information for the country's existing social registry. Furthermore, at the commune level, CRISP activities will build upon the local government capacity-building efforts completed by the Mali Deployment of State Resources for Better Service Delivery and Covid-19 Response Project (P164561) and continue to strengthen commune level governance, improve local accountability and management of resources, and enhance PDSECs to be inclusive and reflective of community needs. CRISP commune-level facilitators will have the responsibility to ensure that there is close communication with commune authorities and that village plans are included in updated PDSECs. The World Bank also supports the Community-Based Recovery and Stabilization Project for



the Sahel (P173830) at MRPNC which will follow a similar approach to CRISP to provide services at the commune and village levels in the central region of the country.

30. **The World Bank has experience in CDD programs around the world, especially in FCV settings.** As of June 2023, the World Bank was supporting 375 active CDD/Community-Led Development (CLD)²⁵ projects in almost 100 countries with approximately US\$45.2 billion in Bank funding (around 10 percent of all World Bank financing) and an additional US\$11 billion of borrower or other donor co-financing. The portfolio includes 27 of the 37 countries (73 percent) on the list of Fragile and Conflict-Affected Situations. Within the West Africa Region, Mali can learn from several projects, including the regional Community-Based Recovery and Stabilization Project for the Sahel (P173830), the Gulf of Guinea Northern Regions Social Cohesion Project (P175043), the Guinea Support to Local Governance Project (P167884), and the Senegal River Valley Development and Resilience Project (P179449). These CDD/CLD projects deliver essential basic services in FCV situations and have been proven to include especially disadvantaged groups.
31. **There are several similar but smaller projects that work in these six regions of Mali focusing on fostering social cohesion and providing multi-sectoral local support in fragile areas of the country.** See Annex 2 for a sample of projects. CRISP provides a tremendous opportunity for development partners and the Government to harmonize development activities at the commune and village level in these 57 communes, coordinate local development planning, and avoid duplication. For example, with the village and commune development plans (PDSECs), the project will leverage technological solutions to digitize these local plans which will then be accessible to partners interested in financing other local priorities stemming from the CDD process. This common platform would avoid repetition in local consultations and planning by a plethora of non-government actors financed by various partners.

F. Lessons Learned and Reflected in the Project Design

32. **A key design feature of this project is to emphasize social inclusion and participation of communities in decision-making.** According to the United Nations-World Bank Pathways for Peace report, recent research has further consolidated global understanding of the causal logic linking inclusion to peace. First, inclusion builds legitimacy by providing key actors and groups with the opportunity to participate in decision-making. Actors who are included in peacebuilding and/or state-building efforts are more committed to its success and less likely to attempt to undermine it. Furthermore, inclusion can create deeper and more sustained justice by offering marginalized groups the opportunity to generate institutional responses to address structural causes of inequality. Overall, the scholarly consensus affirms that greater political, economic and social inclusion is likely to generate more enduring peace. The best way to prevent societies from descending into crisis, including but not limited to conflict, is to ensure that they are resilient through investment in inclusive and sustainable development. For all countries, addressing inequalities and exclusion, making institutions more inclusive, and ensuring that

²⁵ CLD is an umbrella concept covering a wide range of projects focused on community-level development and CDD is one defined approach within CLD (Barron et al., "A Learning Agenda for CDD").



development strategies are risk-informed are central to preventing the fraying of the social fabric that could erupt into crisis.²⁶

33. **Service delivery does not have a direct relationship with violence reduction but it affects state legitimacy and the ability of the state to mediate conflicts.** The way in which services are delivered and the inclusiveness and perceptions of fairness in service delivery matter as much as – and perhaps more than – the quality of services delivered.²⁷ Exclusion from access to power, opportunity, services, and security creates fertile ground for mobilizing group grievances to violence, especially in areas with weak state capacity or legitimacy. Inclusive decision-making is fundamental to sustaining peace at all levels, as are long-term policies to address economic, social, and national aspirations. Fostering the participation of young people and women as well as of the organizations, movements, and networks that represent them is crucial.
34. **According to the World Bank's Fragility and Conflict Strategy, civic engagement and community-driven development approaches are essential in FCV settings.** In fragile situations where the state has limited capacity, the focus on how to engage citizens in overseeing service delivery and creating mechanisms to reinforce their participation is critical to improve service delivery and social cohesion. The voices of the poor and most vulnerable need to be heard, and how the socio-political context impacts the distribution of services must be well understood. Delivering services effectively and inclusively is central to rebuilding the social contract and improving the legitimacy of the state. While security and justice are known to be the most relevant services to address fragility, the provision of social services and how they are delivered are key to maximizing inclusion and building trust.²⁸
35. **In FCV settings such as Mali, a simple project design is essential for quick results, transparency and successful implementation.** The World Bank's Independent Evaluation Group (IEG) calls for simpler and more pragmatic project designs in FCV settings, including by encouraging teams and clients to make more realistic estimations of results and risks from the outset. Simpler projects often yield better outcomes, as they tend to be more straightforward to implement, monitor and evaluate. Additionally, the IEG's evaluations suggest that projects with less complexity facilitate better stakeholder engagement, understanding and transparency, which are crucial for successful implementation and sustainability.²⁹ One lesson learned from the Mali PCRSS Project is the need to simplify its implementation approach and shift some responsibilities from the national level agency and NGO-led procurements to a CDD approach in line with the national reconciliation strategy. These design changes are expected to expedite service delivery, enhance disbursements and strengthen community engagement. IEG evidence also underscores how capacity building is critical to the sustainability of public service delivery in FCV settings. This Project has incorporated a simple, straightforward design and has built in capacity building for local governments, VDCs and communities.

²⁶ United Nations and World Bank, "Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict" (Washington, D.C., 2018).

²⁷ Ibid.

²⁸ World Bank, "World Bank Group Strategy for Fragility, Conflict and Violence: 2020-2025 Concept Note," (Washington, D.C., 2019).

²⁹ World Bank Independent Evaluation Group (IEG), "Results and Performance of the World Bank Group 2021," (Washington, D.C., December 2021).



III. IMPLEMENTATION ARRANGEMENTS

A. Institutional and Implementation Arrangements

National Level:

36. **The Ministry of Reconciliation, Peace and National Cohesion (MRPNC) is the appointed implementing ministry for CRISP.** The Ministry will chair an inter-ministerial Steering Committee composed of representatives from 12 different ministries and other relevant agencies. The members of the Steering Committee include the Ministries of: Economy and Finance (MEF) (including the General Directorate of Public Debt, and National Directorate of Development Planning); Territorial Administration and Decentralization (*Ministère de l'Administration Territoriale et de la Décentralisation*, MATD); Health and Social Development (*Ministère de la Santé et du Développement Social*, MSDS); National Education; Transport and Infrastructure; Agriculture; Energy and Water; Defense and Veterans Affairs; Security and Civil Protection; Urban Planning and Housing; Environment, Sanitation and Sustainable Development; Livestock and Fisheries; and Food Security Commissariat. Other relevant entities include: the governors or their representatives; the presidents of the regional councils of the six regions; the Center for Peace and Unity; representatives from the National Reconciliation Support Mission (MARN, *Mission d'Appui à la Réconciliation Nationale*); Northern Mali Development Agency; Management and Reparation Authority for Crisis Victims; National Commission for Disarmament, Demobilization, and Reintegration; the National Integration Commission; and the National Coordination Center for Early Warning Mechanisms. These are the same ministries and agencies that have been actively involved in designing and preparing CRISP. The Steering Committee will provide the overall strategic direction for the project, review and approve the annual work plan and budget, ensure alignment between local priorities and national and sector plans, and meet at least twice annually to review progress.
37. **The Project Implementation Unit (PIU) for CRISP will be housed within the General Secretariat of the MRPNC.** The General Secretariat will ensure close synergies with the PIU of the World Bank-financed PCRSS Project (P173830) which works in the central region and is also under the General Secretariat. Close coordination will also be ensured with other structures in the ministry, notably the MARN, which together with the MSDS will support the project's facilitation arrangements. The MARN is a temporary mission with a mandate to promote national reconciliation until 2028, but a decree is under preparation, expected by January 2025, to make it a permanent national structure. The PIU will be composed of approximately 20 key staff, including a Project Coordinator, Deputy Coordinator, and core staff specializing in: financial management; procurement; environment and social (ES); CDD; grievance redress; monitoring and evaluation (M&E); management information systems; security; and gender.

Regional Level:

38. **The PIU will establish regional antennas in each of the six target regions to support project implementation.** The regional offices will be responsible for planning, implementation, monitoring and oversight of the project in their regions. The regional staff will include a Regional Coordinator and staff specializing in: financial management, procurement, ES, CDD, and M&E, plus a security focal person.



Commune Level:

39. **Communes are the lowest official administrative division in Mali, responsible for organizing and coordinating local development initiatives.** At the commune level, investments are harmonized under PDSECs, providing a development vision for each commune. Under the project, communes will manage inter-village investments as part of Component 2, selected from the existing or updated PDSECs. In addition, communes will oversee and support the implementation of community-led investments under Component 1, by delegating the management of eligible subprojects to VDCs. A tripartite convention between the PIU, commune, and VDCs will define the modalities for VDC subproject implementation, reporting, funds management, and the responsibilities of all parties. Communes will be responsible for: (i) supporting VDC initiatives; (ii) reviewing and approving community development action plans; (iii) facilitating coordination among local stakeholders; and (iv) ensuring the selected subprojects are aligned with commune priorities. The VDC will provide semi-annual financial reports to the commune and the project's regional antennas. In addition, the approved VDCs' community development action plans will be integrated into PDSECs.

Village Level:

40. At the village level, communities will be represented by VDCs which will manage Component 1 investments. The VDCs' mandate is to promote the social, economic, and cultural development of their villages. They are responsible for mobilizing the community around shared initiatives, identifying community priorities, deciding upon and implementing local development initiatives. VDCs establish community development action plans, which include local needs and preferences, and are approved by commune councils and integrated into local development plans. VDCs' statutes and internal regulations define their composition, organization, operation, and management procedures. VDCs are led by an executive office (*Bureau du VDC*) elected via a community general assembly for a three-year renewable term and composed of approximately six members, namely: (i) the president; (ii) the secretary; (iii) the treasurer; (iv) two community mobilizers, and (v) the infrastructure officer, with a mandatory quota of at least two women. Other sub-committees supporting the VDCs include: Community Auditors responsible for the verification of the nature and quality of expenses in line with approved plans; the Community Grievance Management Committee responsible for the uptake, investigation, transmission and resolution of local grievances; and the Technical Implementation Committee composed of three members responsible for technical supervision of subproject investments.
41. **Facilitation Arrangements.** A network of social and technical facilitators will support communities to identify, prioritize, prepare, implement, and monitor their subprojects. An average of ten villages will be assigned to each social and technical facilitator with some variation depending upon distances, security conditions, and local languages. They will help establish VDCs where they do not exist or strengthen existing ones through the delivery of capacity-building activities to effectively implement subprojects and promote inclusion. There will also be one commune technical and social facilitator who will oversee the work of the social and technical facilitators and coordinate the work at the commune level to ensure that there is good coordination and communications with commune authorities, sectoral ministry workplans, updating of PDSECs, and to support commune-led investments under Component 2. The project will work closely with deconcentrated technical services



to support the implementation of local subprojects. Social, technical, and communal facilitators will report to the MARN in close collaboration with the MSDS. The project will leverage existing Regional Reconciliation Support Teams (*Equipes Régionales d'Appui à la Réconciliation*) and Communal Reconciliation Committees (*Comités Communaux de Réconciliation*) under the MARN to ensure that facilitation activities contribute to broader reconciliation and social cohesion activities.

B. Results Monitoring and Evaluation Arrangements

42. **The project will maintain a rigorous monitoring and evaluation system.** For monitoring, staff at the national and regional levels will conduct regular monitoring and reporting of project activities. In coordination with Geo-Enabling Initiative for Monitoring and Supervision (GEMS), facilitators will use an application software that follows the entire project cycle for facilitators to report the progress of activities. These activities will be open-source and publicly available. At the community level, the VDCs will have a subcommittee for community monitoring and grievance redress to regularly monitor and report upon project progress. The project will also explore the use of community scorecards to measure beneficiary satisfaction with project activities.
43. **The project will conduct several evaluations to measure impacts and document important lessons learned.** The project will conduct an evaluation/survey to measure access to services, income generation, satisfaction with the project, and perceptions of social cohesion and reconciliation, among other topics. The project will examine the feasibility of identifying a control/comparison group for an impact evaluation. In addition, the project plans a technical audit of the subprojects at mid-term and final to examine the quality of the infrastructure, climate resilience, utilization of services and economic impacts.

C. Sustainability

44. **Sustainability is ingrained into the project in several ways.** Importantly for Mali's future, the Government is developing a system of governance for inclusive development to deliver services to its people. The Ministry of Reconciliation's institutional capacity will be strengthened at the national and regional levels to deliver services directly to communities. The Ministry plans to use technical and social community facilitators who can in the future assist with other development projects as well. This common pool of trained facilitators and staff will allow the Ministry to share experiences across targeted villages and communes and other development projects in the country. At the village level, communities will be able to plan, prioritize, and monitor their local infrastructure and services. VDC members will be trained on project management, monitoring, financial management and procurement, and operations and maintenance (O&M). Strengthening local capacity, which includes strengthening the role of local institutions and actors to sustain development outcomes without external assistance is crucial for community resilience and building community capacity to respond to economic and climatic shocks. Should CRISP's model of inclusive development be successful, the Government plans to scale up the model in other at-risk areas of the country.
45. **Infrastructure will also be built to be climate-resilient and sustainable.** Infrastructure technical designs used for the subprojects will be based on the technical standards by the various sectoral ministries and two rounds of technical audits will check on the quality, climate resilience and



sustainability of the infrastructure. Each infrastructure project must have an Operations and Maintenance plan. The participation and inclusion of local communities and marginalized groups in the planning, decision-making and management of their selected priority infrastructure will help foster community ownership and sustainability of investments.

46. **For public economic productive investments and agricultural livelihood activities, they will need to meet specific economic and financial profitability criteria to ensure their sustainability over time.** Technical support will be provided by the project to ensure that beneficiaries are equipped with appropriate management and business tools to sustain their investments.

IV. PROJECT APPRAISAL SUMMARY

A. Technical, Economic and Financial Analysis

47. **Technical Analysis.** The design builds upon the Government's desire to put people at the center of development and deliver basic services directly to poor communities in at-risk areas of the country. It also builds upon lessons learned from other development projects in Mali and globally using a community-driven approach and ensuring that capacity is built at the national and local levels for sustainability purposes.
48. **The proposed operation is aligned with the goals of the Paris Agreement on both mitigation and adaptation.** *Assessment and reduction of mitigation risks:* Mali is a low GHG emitters globally, both in absolute and per capita values. The proposed activities at community level such as the rehabilitation of climate-resilient community roads and construction of clean water systems have a negligible impact on the country's GHG emissions and are not likely to have an adverse effect on the country's low-carbon development pathway, as articulated in the NDC. Some activities will likely contribute to limiting or reducing GHG emissions through carbon sequestration, such as natural resource management activities (e.g., terracing, soil conservation, afforestation). *Assessment and reduction of adaptation risks:* Mali is highly vulnerable to direct climate impacts from droughts and floods as well as indirect impacts, such as disruptions of business, and reductions in agricultural productivity and labor productivity. The CRISP puts a strong emphasis on building community resilience to climate and disaster risks. For instance, the project will promote the implementation of climate-resilient community infrastructure and enhance awareness among local government officials and community members of current and future climate change risks, drivers of vulnerability, and the measures they can take to proactively respond to climate-related shocks and stressors and adapt to climate change. Through these climate-resilient measures, the residual adaptation risks are reduced to an acceptable level.
49. **Economic Analysis.** Given the project's CDD approach to selecting village and community infrastructure subprojects and income-generating activities, the economic and financial analysis is conducted on a typology of investments to assess the viability of project outcomes. An economic analysis is performed on a single infrastructure subproject for a selected number of subprojects using a social discount rate of six percent. A financial analysis is performed on a typical kit of income-generating activities using a private discount rate of 12 percent. The time horizon for the economic and financial analysis is 20 years. Additionally, a sensitivity analysis is applied to evaluate the viability of project outcomes under less favorable scenarios.



50. **The results of the economic and financial analysis reveal that the project interventions are viable under the baseline scenario, as well as under less favorable scenarios, with the net present value of project interventions assessed to be positive and the internal rate of return assessed to be above the social and the private sector discount rates.** The table below presents the results of the economic and financial analysis for the infrastructure subprojects and income generation activities.

Table 1: Results of Economic and Financial Analysis for Infrastructure Investment Subprojects and Agricultural Livelihood Activities

	Unit Cost	Net Present Value	Internal Rate of Return
Component 1: Provision of essential village infrastructure and services			
Classroom expansion and rehabilitation	US\$60,000	US\$125,563	26.1%
Health center expansion and rehabilitation	US\$70,000	US\$645,077	63.2%
Development of a 10-hectare village irrigation perimeter	US\$75,000	US\$182,491	28.8%
Agricultural livelihood activities	US\$42,000	US\$29,179	19.1%
Component 2: Provision of essential commune infrastructure and services			
Rehabilitation and construction of tertiary road infrastructure	US\$245,000 (5 km stretch of road)	US\$249,176	16.9%
Construction of a livestock market	US\$128,000	US\$2,276,082	116.1%

Source: Based on World Bank staff calculations.

51. **The public sector plays a vital role in multiple aspects to support poor Malians in these fragile areas of the country.** The project investments seek to increase access and quality of public infrastructure and basic services (for example, education, health, water, energy, socioeconomic, connectivity infrastructure) among these populations, including highly vulnerable groups such as women and youth. The project will also support the fostering of an enabling environment for private sector development through improved infrastructure (for example, roads, irrigation, warehouses), value chain development, and the creation of business opportunities. These interventions have positive externalities and important multiplier benefits, which justify the Government's role in providing these essential services.

B. Fiduciary

(i) Financial Management

52. **A financial management (FM) assessment of the MRPNC including the MARN was conducted in July 2024.** The objectives of the assessment were to determine whether the implementing entity has adequate FM arrangements in place to ensure that the funds will be used efficiently and economically for the intended purposes and that the entity is capable of correctly and completely recording all financial transactions related to the project.



53. **The main findings 2024 are similar to those outlined in the 2021 Public Expenditure and Financial Accountability (PEFA) and other public financial management (PFM) assessment reports.** Despite the strong policy and legislative frameworks and systems, including detailed procurement and financial management procedures, the Government of Mali faces some effective implementation challenges of the policies. Compliance with internal control rules and the effectiveness of internal audits needs to be improved according to the last PEFA.
54. **The overall FM residual risk for the project is rated Substantial considering the project design and the country context.** The PIU will be able to manage the World Bank's funds once the following measures are implemented before and after the project's effectiveness. A detailed FM Action Plan to enhance the FM arrangements for the project is included in Annex 1. Some key mitigation measures include:
- ***Elaboration of a Project Implementation Manual (PIM).*** Before the project becomes effective, the PIM will detail the roles and responsibilities of all involved stakeholders, as well as the Project implementation mechanism. The PIM also will describe the governance and oversight arrangements, including FM procedures required for the project and the CDD approach such as staffing, budgeting, accounting, reporting, funds flows, procurement and disbursement arrangements. Detailed mechanisms will be put in place at the institutional and management level for subprojects to ensure satisfactory control of financial management risks.
 - ***The recruitment of the FM Officer*** preferably familiar with World Bank or other international development partners' FM procedures, before effectiveness.
 - ***The following actions are part of the FM action plan:*** (i) the recruitment of one principal accountant and seven assistant-accountants covering the six regional offices; (ii) the installation of computerized accounting software at the central and regional level; (iii) the recruitment of an internal auditor (consultant) to conduct ex-post reviews of the project transactions no later than three months after effectiveness; (iv) the recruitment of an external auditor (firm) to audit annual financial statements; and (v) the recruitment of an audit firm no later than six months after effectiveness to carry out the internal audit function twice in the year.

(ii) Procurement

55. **Procurement will be carried out in accordance with the World Bank's "Procurement Regulations for Investment Project Financing (IPF) Borrowers" (Procurement Regulations) dated September 2023 and the Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants dated October 15, 2006 and revised in January 2011 and as of July 1, 2016, and other provisions stipulated in the Financing Agreements.** All procuring entities and bidders and service providers (i.e., suppliers, contractors, and consultants) shall observe the highest standard of ethics during the procurement and execution of contracts financed under the project in accordance with paragraph 3.32 and Annex IV of the Procurement Regulations.
56. **The CRISP PIU will be responsible for all procurement activities envisaged under the project, including those of the regions, communes, and communities.** The PIU coordinator holds the authority for decision-making during the procurement process. The coordination of procurement



activities at all levels will be ensured by the Procurement Specialist who will be recruited for the project. All project procurement prior review documents should be submitted to the World Bank by the PIU.

57. **Regional Level.** At the Regional level, the PIU will establish regional antennas in each of the target six regions to support project implementation with assistance of a competitively recruited Procurement Assistant in each region.
58. **Commune and Village Levels.** At the commune and village levels, communities will implement subprojects according to simplified procedures (procurement with community participation) accepted by the World Bank. The communities' management teams who will carry out the implementation of subprojects will be assisted by recruited social and technical facilitators to identify, prioritize, prepare, implement, and monitor their subprojects.
59. Consistent with the above procurement arrangements, the procurement assessment of the MRPNC has been completed in accordance with the World Bank Procurement Risk Assessment and Management System (PRAMS). **The assessment rated the procurement risk as Substantial. It will be reassessed as Moderate if the identified constraints are addressed.** Annex 1 contains a full summary of the completed procurement assessments and suggested measures to address the inadequacies and risks identified. The main risks identified are: (i) administrative routines may result in procurement delays, potentially affecting project implementation; (ii) procurement in fragile areas with few bidders can restrict competition and possibly increase prices and collusion risks; (iii) insufficient capacity can lead to poor contract management and administration of big contracts; and (iv) poor filing of documents may lead to loss of documents. There is also limited procurement capacity in communes, given that most of the local governments neither have the capacity nor human resources to implement complex activities. Procurement activities to be carried out by communes are however simple and similar to their own procurement activities. Also, the assessment of the communes did not reveal any major concerns except the absence in the procurement documents of provisions compliant with the World Bank's Anti-Corruption Guidelines, the World Bank's right-to-sanction, and the World Bank's inspection and audit rights.

C. Legal Operational Policies

Legal Operational Policies	Triggered?
Projects on International Waterways OP 7.50	Yes
Projects in Disputed Area OP 7.60	No

60. **OP 7.50 has been triggered.** The Policy OP/BP 7.50 applies because some of the proposed investments will take place on the Niger River, Senegal River, Taoudeni Aquifer, and Iullemeden Aquifer systems which are international waterways. The Government of Mali requested that the World Bank notify the riparians. In accordance with the Policy, other riparian countries were notified and during the notification period, only the Government of Algeria responded asking for



additional information. The World Bank responded providing the requested additional information. In response, the Government of Algeria expressed its reservation about the project based on the information available at this stage and requested to be kept fully informed of the project's implementation, particularly with respect to activities concerning water withdrawals from shared aquifers. Based on the outcome of the notification process and the assessment that the project will not cause appreciable harm, the project is being processed under paragraph 8 (c) of OP 7.50. The Western and Central African Regional Vice President gave his approval to finalize project preparation on October 11, 2024.

D. Environmental and Social

61. **The Environmental and Social risk is rated as Substantial.** The project relies on strong community engagement in both planning and implementation of its activities to improve the quality of life through access to basic socioeconomic infrastructure and services, based on selection processes whereby affected communities participate. This will in turn contribute to rebuilding trust among communities that have been marginalized or neglected for a number of years in areas where the state has not had an effective presence.
62. **The environmental risk is rated Moderate, while the social risk is Substantial.** The Sexual Exploitation and Abuse and Sexual Harassment (SEA/SH) risks for this project have been rated as Moderate. The overall substantial ES risk rating is mostly due to the highly complex social context in the project areas, which are remote and rural and to a large extent remain insecure and vulnerable to conflict in both North and South. The relevant Environmental and Social Standards (ESS) are ESS1, ESS2, ESS3, ESS4, ESS5, and ESS10. The main environmental risks are related to the small-scale civil works in Components 1 and 2 that may have negative ES impacts. Given their nature and scope, project activities are not expected to result in any significant loss of sensitive or protected areas (biodiversity, cultural heritage, etc.). The inherent impacts of the activities such as: (i) minor deforestation, (ii) soil erosion as well as temporary and limited disturbance of flora and fauna during infrastructure construction or rehabilitation, (iii) dust and gas emissions from site equipment, and (iv) the risk of accidental spills of fuels and lubricants, will be taken into account in the site-specific environmental and social management plans to be prepared based on ES screenings. Key social risks relate to social cohesion and potential social conflicts related to who benefits from the activities and who and how the activities are managed given the high expectations from both local authorities and the population. Land acquisition that would lead to physical resettlement is not financed through the project. Armed attacks/terrorist attacks near project sites are also a possible contextual risk in Mali. The PIM will include security-related arrangements.
63. **To ensure that the ES risks of the activities are properly managed, and to ensure properly conducted screening processes once activities have been proposed for consideration, an Environmental and Social Management Framework (ESMF) will be finalized prior to project approval and included as part of the PIM.** This ESMF will include screening sheets, model Environment and Social Management Plans (ESMPs) and good practice notes for each type of subproject. Site-specific ES screening will be done at the same time as the subproject technical designs are finalized and before construction begins. The ESMPs will be required before civil works commence, and any necessary mitigation measures will be incorporated into the tender documents. The ESMF will also include a waste management plan, a health and safety plan, an SEA/Health and Safety action plan, and a list of



exclusions for the types of subprojects that will not be financed. In addition, the PIM includes all good practice notes and ES procedures including SEA/SH procedures, health and safety of workers during construction and operation phases, incidental findings procedures, ES screening of subprojects, etc. and will be distributed at the local level (commune and village) during project implementation. To manage the mostly local workforce, Labor Management Procedures (LMPs) were prepared and disclosed.³⁰

64. **A Stakeholder Engagement Plan (SEP) helped identify the key stakeholders and how to address their communication needs, as well as their views and questions about the project.** The SEP was prepared and disclosed³¹ and will feed into the Component 3 and the PIM to inform how to best use the facilitators, for instance in the grievance mechanism (GM) process. The GM will be used as a communication and project management tool to gather real-time feedback and comments, as well as complaints, to inform implementation and any need for changes in how activities are carried out. The GM has multiple intake channels for complaints (in-person, in writing, CDD application through the facilitators, toll-free number) and it aims to solve issues at the lowest level possible, within clear timelines. An Environmental and Social Commitment Plan (ESCP) has also been prepared jointly with the Borrower and disclosed.³²
65. **Citizen engagement.** The project incorporates citizen engagement elements throughout the project cycle including community socialization and consultations, regular VDC meetings, community monitoring activities and the GM. The project includes surveys and perhaps scorecards to measure if community needs are being met. Feedback from the surveys and scorecards will be used to improve implementation. Citizen engagement indicators for the GM, beneficiary satisfaction and participation in the entire project are included in the Results Framework.

Gender

66. **Gender-based inequality in Mali is high with a ranking of 155th out of 170 countries on the Gender Inequality Index.**³³ Inequality is the result of a number of multi-dimensional and interrelated factors including socio-cultural norms that prevent women from engaging in public spaces to a lack of representation in local government and lack of access to social services. Women's educational attainment is among the lowest in the world,³⁴ resulting in low literacy levels, which is a significant barrier to participation in local development processes. Gender-based violence is also widespread across the country and women seeking justice following incidents of violence often face social pressures and rights violations.
67. **Regarding voice and agency, an absence of women from decision-making processes has prevented women from reaching their full potential as agents of change in the development process.** For example, women in Mali hold fewer high-profile public positions than men, lag men in public office

³⁰ LMP was disclosed in-country and on the World Bank website on September 24, 2024

³¹ SEP was disclosed in-country and on the World Bank website on September 24, 2024

³² ESCP was disclosed in-country and on the World Bank website on October 1, 2024.

³³ United Nations Development Programme, "Gender Inequality Index" (2021).

³⁴ Only around eight percent of women over 25 having completed lower secondary education. Luc Tucker, "Fragility, Demographics, Gender Inequality: Mali," International Monetary Fund Selected Issues Paper (SIP/2023/054) (Washington, D.C.: International Monetary Fund, 2023).



representation, and are underrepresented in appointed positions as government officials. At the local level, traditional leadership and local committees are generally composed of men. Despite widespread recognition that increased female participation in public roles offers wide-ranging benefits in Mali,³⁵ including rebuilding social cohesion among communities, the underrepresentation of women in these spaces is a missed opportunity and translates into a lack of prioritization of the most vulnerable women and their development needs.

68. **Women in Mali have an important role to play in building social cohesion and trust in their communities and need to have the opportunity to actively participate in local development planning processes to influence investment decisions.** The empowerment of women in Mali can help to unlock the country's growth potential and build a "new Mali".

Gender-related Key Actions

69. **The project will address the gender gap in women's voice and agency by including actions to support women's participation in the planning process as part of *Component 3: Restoration of trust and social cohesion through participatory and inclusive planning*.** The project will include quotas for the inclusion of women in VDCs to create permanent pathways for women to play their role. VDCs will engage local women's groups to respond to their needs and increase their participation in the local development planning process. With a focus on participation and inclusion, financing of investments will be conditioned on the integration of the needs of women (and other vulnerable groups) into the local development plans' annual prioritization process. Services provided will match the prioritized needs of women. Women will also be encouraged to apply for employment and labor opportunities created by the project and subproject activities. In particular, it is expected that women will benefit significantly from the project's agricultural livelihood services since women represent a substantial portion of the agricultural workforce in Mali. Sixty-five percent of female employment is in the agricultural sector.
70. **Social and technical facilitators will be recruited, trained and supervised to support an inclusive approach to the local development planning process.** Social facilitators will assist VDCs to reach out to women's associations and women's groups and encourage them to participate in meetings and determine what are their top priorities for village-level investments. The training of facilitators will include a focus on empowering women to assume leadership roles in VDCs and actively engage women and other vulnerable groups in the planning and implementation process. Facilitators will also provide training and capacity building to relevant commune and village bodies (including men) on gender equality and identification of women's specific needs. In addition, facilitators will explore opportunities to engage the community in awareness-raising sessions and other activities on gender equality. The RF includes gender-disaggregated indicators including:

Gender-related Indicators:

- Percentage of women who are VDC members – target 30 percent.

³⁵ Participation by women in peace negotiations and constitutional reform processes has been found to increase the likelihood that agreements will be reached and implemented. One study also suggests that those agreements tend to last longer: the probability of a peace agreement lasting at least 15 years is found to be 35 percent higher when women participate (UN Women, 2015).



- Number of women with access to project-built climate-resilient infrastructure and services
- Percentage of women in project villages reporting that selected subprojects reflect their needs
- Number of women benefitting from village-level agricultural livelihood activities (e.g., 68,800 women or 50 percent of the total beneficiaries)
- Percentage of female beneficiaries of village-level agricultural livelihood activities reporting an increase in annual income
- Number of female community facilitators, technical facilitators and communal supervisors trained and using their skills
- Percentage of women from project villages reporting that they had a say in decision-making on subprojects
- Percentage of women from target villages who report being satisfied with the project overall
- Internally displaced persons supported with accessing and utilizing services and livelihoods – Female
- Refugees supported with accessing and utilizing services and livelihoods – Female
- People in host communities supported with accessing and utilizing services and livelihoods – Female

V. GRIEVANCE REDRESS SERVICES

71. **Grievance Redress.** Communities and individuals who believe that they are adversely affected by a project supported by the World Bank may submit complaints to existing project-level grievance mechanisms or the World Bank's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project-affected communities and individuals may submit their complaints to the World Bank's independent Accountability Mechanism (AM). The AM houses the Inspection Panel, which determines whether harm occurred, or could occur, as a result of World Bank non-compliance with its policies and procedures, and the Dispute Resolution Service, which provides communities and borrowers with the opportunity to address complaints through dispute resolution. Complaints may be submitted to the AM at any time after concerns have been brought directly to the attention of World Bank Management and after Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's Grievance Redress Service, visit <http://www.worldbank.org/GRS>. For information on how to submit complaints to the World Bank's AM, visit <https://accountability.worldbank.org>.

VI. KEY RISKS

72. **The overall risk of the project is rated Substantial** mainly due to the high political, governance risks, and the substantial macroeconomic, fiduciary, environmental and social, and institutional capacity risks.
73. **The Political and Governance Risk is rated High because of the country's ongoing conflict and the likelihood that political and governance factors could severely impact the PDO.** Mali experienced three coups d'état since 2012 including two successive coups in 2020 and 2021. While the country has since experienced a period of relative stability, it cannot be taken for granted. Furthermore,



intercommunity violence in Mali is driven by a combination of ethnic tensions, resource competition, weak governance, and the influence of extremist groups. Project implementation could be derailed by the fluidity of security dynamics in the field. The project is deliberately targeting regions of Mali where insecurity is most entrenched, such as northern Mali (Taoudeni, Kidal, Tombouctou) or escalating (Nara, Nioro and Kayes). United Nations' agencies and humanitarian partners report considerable challenges in transporting supplies between cities in northern and central Mali through areas where military operations are ongoing and non-state armed groups deliberately target road transportation. They also report difficulties in implementing activities outside of secondary towns secured by the state, and the erosion of trust resulting from the civilian death toll. These factors will present challenges to a project that by design, places significant emphasis on delivering basic services and livelihoods support to rural villages and restoring social cohesion and trust in a highly volatile context. There is a risk that the ability of any intervention, however well designed and implemented to build the social compact and address the root causes of conflict will be shaped in part by forces exogenous to the project itself. This project will need to be flexible and prepared to adapt to the uncertainty and potential volatility of working in these areas. The project design includes flexible features to allow for redeployment if the situation on the ground deteriorates. A reserve list of geographical areas is available in case some target locations become inaccessible due to insecurity. In areas where operating outside of secondary cities proves too challenging, the focus of investments and financing could be shifted from Component 1 to Component 2. A Security Risk Assessment was undertaken during project preparation and security management measures will be included as part of the PIM.

74. **Macroeconomic risk is rated Substantial** because of the country's difficult macroeconomic environment and outlook including insecurity, an electricity crisis, increasing financing costs, and climate-related shocks. Inflation and price increases for example could affect the project's budget. This risk can be mitigated by monitoring the financial situation and project budget closely to optimize the efficient use of the allocated expenditures and adjust as needed.
75. **Fiduciary risk is rated Substantial** given the project design and the country context. The implementation of the project through the CDD approach covering more than 850 villages increases the fiduciary risk. Proposed mitigation measures include a PIM describing subproject management, recruitment of experienced fiduciary experts preferably familiar with the World Bank's and/or international donors' fiduciary procedures (FM, procurement, internal and external audit, and M&E), appropriate internal and external audit mechanisms, and installation of accounting software for project management and reporting.
76. **Environment and Social risk is rated Substantial**, as described earlier.
77. **Institutional Capacity for Implementation and Sustainability risk is rated Substantial**. While the Ministry of Reconciliation has experience managing the Mali part of PCRSS and previously, the Mali Reinsertion of Ex-Combatants Project (P157233), they are still gaining experience in managing larger-scale development projects. Thus far however, the preparatory work with the 12-ministry preparation committee led by the Ministry has been highly productive and successful, signaling the commitment of the entire government to this project. The World Bank will be providing hands-on implementation support with both local and international expertise to advise and provide training during project implementation. Operational lessons will also be shared from other countries in the region and globally that are undertaking similar types of projects.



VII. RESULTS FRAMEWORK AND MONITORING

PDO Indicators by PDO Outcomes

Baseline	Period 1	Closing Period
Improve access to basic services responsive to community priorities		
People with access to project-built infrastructure and services (Number of people)		
Nov/2024	Nov/2026	Nov/2028
0	688,500	1,377,000
➤Women with access to project-built infrastructure and services (Number of people)		
Nov/2024	Nov/2026	Nov/2028
0	340,000	680,000
➤Youth with access to project-built infrastructure and services (Number of people)		
Nov/2024	Nov/2026	Nov/2028
0	206,500	413,000
Share of people in project villages reporting that selected subprojects reflect their needs (Percentage)		
Nov/2024	Nov/2026	Nov/2028
0	50	75
➤Share of women in project villages reporting that selected subprojects reflect their needs (Percentage)		
Nov/2024	Nov/2026	Nov/2028
0	50	75
➤Share of youth in project villages reporting that selected subprojects reflect their needs (Percentage)		
Nov/2024	Nov/2026	Nov/2028
0	50	75

Intermediate Indicators by Components

Baseline	Period 1	Closing Period
Provision of essential village infrastructure and services		



Basic service or socio-economic climate-resilient infrastructure constructed or rehabilitated by the project at the village-level (Number)		
Nov/2024	Nov/2026	Nov/2028
0	750	1,500
People benefitting from village-level agricultural livelihood activities (Number of people)		
Nov/2024	Nov/2026	Nov/2028
0	68,850	137,700
➤ Women benefitting from village-level agricultural livelihood activities (Number of people)		
Nov/2024	Nov/2026	Nov/2028
0	34,400	68,800
➤ Youth benefitting from village-level agricultural livelihood activities (Number of people)		
Nov/2024	Nov/2026	Nov/2028
0	20,650	41,300
Share of beneficiaries of village-level agricultural livelihood activities reporting an increase in annual income (Percentage)		
Nov/2024	Nov/2026	Nov/2028
0	50	75
➤ Share of female beneficiaries of village-level agricultural livelihood activities reporting an increase in annual income (Percentage)		
Nov/2024	Nov/2026	Nov/2028
0	50	75
➤ Share of youth beneficiaries of village-level agricultural livelihood activities reporting an increase in annual income (Percentage)		
Nov/2024	Nov/2026	Nov/2028
0	50	75
Internally displaced persons supported with accessing and utilizing services and livelihoods (Number of people) ^{CRI}		
Nov/2024	Nov/2026	Nov/2028
0	0	0
➤ Internally displaced persons supported with accessing and utilizing services and livelihoods - Female (Number of people) ^{CRI}		
Nov/2024	Nov/2026	Nov/2028
0	0	0
➤ Internally displaced persons supported with accessing and utilizing services and livelihoods - Youth (Number of people) ^{CRI}		
Nov/2024	Nov/2026	Nov/2028
0	0	0
People in host communities supported with accessing and utilizing services and livelihoods (Number of people) ^{CRI}		
Nov/2024	Nov/2026	Nov/2028
0	0	0
➤ People in host communities supported with accessing and utilizing services and livelihoods - Female (Number of people) ^{CRI}		



Nov/2024	Nov/2026	Nov/2028
0	0	0
➤People in host communities supported with accessing and utilizing services and livelihoods - Youth (Number of people) ^{CRI}		
Nov/2024	Nov/2026	Nov/2028
0	0	0
Refugees supported with accessing and utilizing services and livelihoods (Number of people) ^{CRI}		
Nov/2024	Nov/2026	Nov/2028
0	0	0
➤Refugees supported with accessing and utilizing services and livelihoods - Female (Number of people) ^{CRI}		
Nov/2024	Dec/2026	Nov/2028
0	0	0
➤Refugees supported with accessing and utilizing services and livelihoods - Youth (Number of people) ^{CRI}		
Nov/2024	Nov/2026	Nov/2028
0	0	0
People benefiting from climate resilient infrastructure (Number of people) ^{CRI}		
Nov/2024	Nov/2026	Nov/2028
0	688,500	1,377,000
➤People benefiting from climate resilient infrastructure - Female (Number of people) ^{CRI}		
Nov/2024	Nov/2026	Nov/2028
0	340,000	680,000
➤People benefiting from climate resilient infrastructure - Youth (Number of people) ^{CRI}		
Nov/2024	Nov/2026	Nov/2028
0	206,500	413,000
Provision of essential commune infrastructure and services		
Basic service or socio-economic climate-resilient infrastructure constructed or rehabilitated by the project at the commune level (Number)		
Nov/2024	Nov/2026	Nov/2028
0	30	57
People benefitting from commune-level agricultural livelihood activities (Number of people)		
Nov/2024	Nov/2026	Nov/2028
0	20,600	41,330
➤Women benefitting from commune-level agricultural livelihood activities (Number of people)		
Nov/2024	Nov/2026	Nov/2028
0	10,300	20,600
➤Youth benefitting from commune-level agricultural livelihood activities (Number of people)		



Nov/2024	Nov/2026	Nov/2028
0	6,200	12,400
Share of beneficiaries of commune-level agricultural livelihood activities reporting an increase in annual income (Percentage)		
Nov/2024	Nov/2026	Nov/2028
0	50	75
➤Share of female beneficiaries of commune-level agricultural livelihood activities reporting an increase in annual income (Percentage)		
Nov/2024	Nov/2026	Nov/2028
0	50	75
➤Share of youth beneficiaries of commune-level agricultural livelihood activities reporting an increase in annual income (Percentage)		
Nov/2024	Nov/2026	Nov/2028
0	50	75
Refugees supported with accessing and utilizing services and livelihoods (Number of people) ^{CRI}		
Nov/2024	Nov/2026	Nov/2028
0	0	0
➤Refugees supported with accessing and utilizing services and livelihoods - Female (Number of people) ^{CRI}		
Nov/2024	Nov/2026	Nov/2028
0	0	0
➤Refugees supported with accessing and utilizing services and livelihoods - Youth (Number of people) ^{CRI}		
Nov/2024	Nov/2026	Nov/2028
0	0	0
Internally displaced persons supported with accessing and utilizing services and livelihoods (Number of people) ^{CRI}		
Nov/2024	Nov/2026	Nov/2028
0	0	0
➤Internally displaced persons supported with accessing and utilizing services and livelihoods - Female (Number of people) ^{CRI}		
Nov/2024	Nov/2026	Nov/2028
0	0	0
➤Internally displaced persons supported with accessing and utilizing services and livelihoods - Youth (Number of people) ^{CRI}		
Nov/2024	Nov/2026	Nov/2028
0	0	0
People in host communities supported with accessing and utilizing services and livelihoods (Number of people) ^{CRI}		
Nov/2024	Nov/2026	Nov/2028
0	0	0
➤People in host communities supported with accessing and utilizing services and livelihoods - Female (Number of people) ^{CRI}		
Nov/2024	Nov/2026	Nov/2028



0	0	0
➤People in host communities supported with accessing and utilizing services and livelihoods - Youth (Number of people) ^{CRI}		
Nov/2024	Nov/2026	Nov/2028
0	0	0
People benefiting from climate resilient infrastructure (Number of people) ^{CRI}		
Nov/2024	Nov/2026	Nov/2028
0	206,650	413,300
➤People benefiting from climate resilient infrastructure - Female (Number of people) ^{CRI}		
Nov/2024	Nov/2026	Nov/2028
0	103,300	206,600
➤People benefiting from climate resilient infrastructure - Youth (Number of people) ^{CRI}		
Nov/2024	Nov/2026	Nov/2028
0	62,000	124,000
Restoring trust and reconciliation through inclusive planning and facilitation		
Community facilitators, technical facilitators and communal supervisors trained and using their skills (Number of people)		
Nov/2024	Nov/2026	Nov/2028
0	140	227
➤Community facilitators, technical facilitators and communal supervisors trained and using their skills - Female (Number of people)		
Nov/2024	Nov/2026	Nov/2028
0	45	75
➤Community facilitators, technical facilitators and communal supervisors trained and using their skills - Youth (Number of people)		
Nov/2024	Nov/2026	Nov/2028
0	45	75
Village Development Committees (CVD/F/Q) established (Number)		
Nov/2024	Nov/2026	Nov/2028
0	510	850
Share of women among Village Development Committees (CVD/F/Q) members (Percentage)		
Nov/2024	Nov/2026	Nov/2028
0	25	30
Share of Village Development Committee personnel trained and using their skills in project planning, financial management, and procurement (Percentage)		
Nov/2024	Nov/2026	Nov/2028
0	75	90
Share of people from project villages reporting that they had a say in decision-making on subprojects (Percentage)		
Nov/2024	Nov/2026	Nov/2028



0	30	50
➤Share of women from project villages reporting that they had a say in decision-making on subprojects (Percentage)		
Nov/2024	Nov/2026	Nov/2028
0	30	50
➤Share of youth from project villages reporting that they had a say in decision-making on subprojects (Percentage)		
Nov/2024	Nov/2026	Nov/2028
0	30	50
Share of people in project villages reporting that project investments have contributed to increased trust among community members (Percentage)		
Nov/2024	Nov/2026	Nov/2028
0	40	60
Share of people in target villages that report being satisfied with the project overall (Percentage)		
Nov/2024	Nov/2026	Nov/2028
0	60	75
➤Share of women in target villages that report being satisfied with the project overall (Percentage)		
Nov/2024	Nov/2026	Nov/2028
0	60	75
➤Share of youth in target villages that report being satisfied with the project overall (Percentage)		
Nov/2024	Nov/2026	Nov/2028
0	60	75
PDSEC updated to reflect village priorities formulated in village planning (Number)		
Nov/2024	Nov/2026	Nov/2028
0	45	57
Project management		
Annual significant financial audit findings addressed in a timely manner (misuse of funds, non-compliance with procedures) (Percentage)		
Nov/2024	Nov/2026	Nov/2028
0	75	90
Project related grievances addressed within project approved timeline (Percentage)		
Nov/2024	Nov/2026	Nov/2028
0	70	90



Monitoring & Evaluation Plan: PDO Indicators by PDO Outcomes

Improve access to basic services responsive to community priorities	
People with access to project-built infrastructure and services (Number of people, disaggregated by gender / youth)	
Description	Estimated number of people with access to project-built infrastructure and services based on commune/village demographic data and infrastructure capacity. A set of criteria defining what constitutes 'climate-resilient' infrastructure and services will be provided in the PIM
Frequency	Annual
Data source	Project MIS
Methodology for Data Collection	MIS database of project beneficiaries disaggregated by gender / age
Responsibility for Data Collection	PIU through regional antennas and with the support of MARN/ Regional Reconciliation Support Teams (<i>Équipes Régionales d'Appui à la Réconciliation</i> , ERAR)/ Communal Reconciliation Committees (<i>Comités Communaux de Réconciliation</i> , CCR) and the project's network of facilitators
Share of people in project villages reporting that selected subprojects reflect their needs (Percentage, disaggregated by gender / youth)	
Description	Percentage of respondents reporting that selected subprojects reflect their needs, based on a survey of a representative sample of the population of beneficiary communities disaggregated by gender / age
Frequency	Mid-term and closing
Data source	Survey of a representative sample of the population of beneficiary communities disaggregated by gender / age
Methodology for Data Collection	Survey
Responsibility for Data Collection	PIU; survey firm

Monitoring & Evaluation Plan: Intermediate Results Indicators by Components

Provision of essential village infrastructure and services	
Basic service or socio-economic climate-resilient infrastructure constructed or rehabilitated by the project at the village-level (Number)	
Description	Number of basic service or socio-economic climate-resilient infrastructure constructed or rehabilitated by the project at the village-level. A set of criteria defining what constitutes 'climate-resilient' infrastructure and services will be provided in the PIM
Frequency	Annual
Data source	Project MIS
Methodology for Data Collection	MIS database of subprojects
Responsibility for Data Collection	PIU through regional antennas, MARN/ERAR/CCR
People benefiting from climate resilient infrastructure (Number of people, disaggregated by gender / youth)	
Description	Estimated number of people with access to project-built village-level infrastructure based on village demographic data and infrastructure capacity. A set of criteria defining what constitutes 'climate-resilient' infrastructure and services will be provided in the PIM
Frequency	Annual
Data source	Project MIS
Methodology for Data Collection	MIS database of project beneficiaries disaggregated by gender / age
Responsibility for Data Collection	PIU through regional antennas, MARN/ERAR/CCR



People benefitting from village-level agricultural livelihood activities (Number of people, disaggregated by gender / youth)	
Description	Actual number of people directly benefitting from village-level agricultural livelihood activities
Frequency	Annual
Data source	Project MIS
Methodology for Data Collection	MIS database of project beneficiaries disaggregated by gender / age
Responsibility for Data Collection	PIU through regional antennas, MARN/ERAR/CCR
Share of beneficiaries of village-level agricultural livelihood activities reporting an increase in annual income (Percentage, disaggregated by gender / youth)	
Description	Percentage of respondents reporting an increase in annual income, based on a survey of a representative sample of beneficiaries from village-level agricultural livelihood activities, disaggregated by gender / age
Frequency	Mid-term and closing
Data source	Survey of a representative sample of beneficiaries from village-level agricultural livelihood activities, disaggregated by gender / age
Methodology for Data Collection	Survey
Responsibility for Data Collection	PIU; survey firm
Internally displaced persons supported with accessing and utilizing services and livelihoods (Number of people, disaggregated by gender / youth) ^{CR1}	
Description	Estimated number of IDPs supported with accessing and utilizing services and livelihoods as a result of village-level project activities, based on demographic data collected by the project during implementation. Targets to be determined
Frequency	Annual
Data source	Project MIS
Methodology for Data Collection	MIS database of beneficiaries, disaggregated by gender/age
Responsibility for Data Collection	PIU through regional antennas, MARN/ERAR/CCR
People in host communities supported with accessing and utilizing services and livelihoods (Number of people, disaggregated by gender / youth) ^{CR1}	
Description	Estimated number of people in host communities supported with accessing and utilizing services and livelihoods as a result of village-level project activities, based on demographic data collected by the project during implementation. Targets to be determined.
Frequency	Annual
Data source	Project MIS
Methodology for Data Collection	MIS database of beneficiaries, disaggregated by gender/age
Responsibility for Data Collection	PIU through regional antennas, MARN/ERAR/CCR
Refugees supported with accessing and utilizing services and livelihoods (Number of people, disaggregated by gender / youth) ^{CR1}	
Description	Estimated number of refugees supported with accessing and utilizing services and livelihoods as a result of village-level project activities, based on demographic data collected by the project during implementation. Targets to be determined.
Frequency	Annual
Data source	Project MIS
Methodology for Data Collection	MIS database of beneficiaries, disaggregated by gender/age



Responsibility for Data Collection	PIU through regional antennas, MARN/ERAR/CCR
Provision of essential commune infrastructure and services	
Basic service or socio-economic, climate-resilient infrastructure constructed or rehabilitated by the project at the commune level (Number)	
Description	Number of basic service or socio-economic climate-resilient infrastructure constructed or rehabilitated by the project at the commune level. A set of criteria defining what constitutes 'climate-resilient' infrastructure and services will be provided in the PIM
Frequency	Annual
Data source	Project MIS
Methodology for Data Collection	MIS database of subprojects
Responsibility for Data Collection	PIU through regional antennas, MARN/ERAR/CCR
People benefiting from climate resilient infrastructure (Number of people, disaggregated by gender / youth)	
Description	Estimated number of people with access to project-built climate resilient commune-level infrastructure based on commune demographic data and infrastructure capacity. A set of criteria defining what constitutes 'climate-resilient' infrastructure and services will be provided in the PIM
Frequency	Annual
Data source	Project MIS
Methodology for Data Collection	MIS database of project beneficiaries disaggregated by gender / age
Responsibility for Data Collection	PIU through regional antennas, MARN/ERAR/CCR
People benefitting from commune-level agricultural livelihood activities (Number of people, disaggregated by gender / youth)	
Description	Actual number of people directly benefitting from commune-level agricultural livelihood activities
Frequency	Annual
Data source	Project MIS
Methodology for Data Collection	MIS database of project beneficiaries disaggregated by gender / age
Responsibility for Data Collection	PIU through regional antennas, MARN/ERAR/CCR
Share of beneficiaries of commune-level agricultural livelihood activities reporting an increase in annual income (Percentage, disaggregated by gender / youth)	
Description	Percentage of respondents reporting an increase in annual income, based on a survey of a representative sample of beneficiaries from commune-level agricultural livelihood activities, disaggregated by gender / age
Frequency	Mid-term and closing
Data source	Survey of a representative sample of beneficiaries from commune-level agricultural livelihood activities, disaggregated by gender / age
Methodology for Data Collection	Survey
Responsibility for Data Collection	PIU; survey firm
Refugees supported with accessing and utilizing services and livelihoods (Number of people, disaggregated by gender / youth) ^{CR1}	
Description	Estimated number of refugees supported with accessing and utilizing services and livelihoods as a result of project commune-level activities, based on demographic data collected by the project during implementation. Targets to be determined.
Frequency	Annual
Data source	Project MIS



Methodology for Data Collection	MIS database of beneficiaries, disaggregated by gender/age
Responsibility for Data Collection	PIU through regional antennas, MARN/ERAR/CCR
Internally displaced persons supported with accessing and utilizing services and livelihoods (Number of people, disaggregated by gender / youth) ^{CR1}	
Description	Estimated number of IDPs supported with accessing and utilizing services and livelihoods as a result of commune-level project activities, based on demographic data collected by the project during implementation. Targets to be determined.
Frequency	Annual
Data source	Project MIS
Methodology for Data Collection	MIS database of beneficiaries, disaggregated by gender/age
Responsibility for Data Collection	PIU through regional antennas, MARN/ERAR/CCR
People in host communities supported with accessing and utilizing services and livelihoods (Number of people, disaggregated by gender / youth) ^{CR1}	
Description	Estimated number of people in host communities supported with accessing and utilizing services and livelihoods as a result of commune-level project activities, based on demographic data collected by the project during implementation. Targets to be determined.
Frequency	Annual
Data source	Project MIS
Methodology for Data Collection	MIS database of beneficiaries, disaggregated by gender/age
Responsibility for Data Collection	PIU through regional antennas, MARN/ERAR/CCR
Restoring trust and reconciliation through inclusive planning and facilitation	
Community facilitators, technical facilitators and communal supervisors trained and using their skills (Number of people, disaggregated by gender / youth)	
Description	Actual number of social facilitators, technical facilitators and communal supervisors trained by the project and using their skills. Skills will be evaluated yearly.
Frequency	Annual
Data source	Project MIS
Methodology for Data Collection	Annual evaluation
Responsibility for Data Collection	PIU through regional antennas, MARN/ERAR/CCR
Village Development Committees (CVD/F/Q) established (Number)	
Description	Actual number of <i>Comites de Développement Villageois / Fraction / Quartier</i> established with project support
Frequency	Annual
Data source	Project MIS
Methodology for Data Collection	MIS database
Responsibility for Data Collection	PIU through regional antennas, MARN/ERAR/CCR
Share of women among Village Development Committees (CVD/F/Q) members (Percentage)	
Description	Percentage of women among members of <i>Comites de Développement Villageois / Fraction / Quartier</i>
Frequency	Annual



Data source	Project MIS
Methodology for Data Collection	MIS database
Responsibility for Data Collection	PIU through regional antennas, MARN/ERAR/CCR
Share of Village Development Committee personnel trained and using their skills in project planning, financial management, and procurement (Percentage)	
Description	Percentage of CVD/F/Q members trained by the project and using their skills. Skills will be evaluated yearly.
Frequency	Annual
Data source	Project MIS
Methodology for Data Collection	Annual evaluation
Responsibility for Data Collection	PIU through regional antennas, MARN/ERAR/CCR
Share of people from project villages reporting that they had a say in decision-making on subprojects (Percentage, disaggregated by gender / youth)	
Description	Percentage of respondents reporting that they had a say in decision-making on subprojects, based on a survey of a representative sample of the population of beneficiary communities disaggregated by gender / age
Frequency	Mid-term and closing
Data source	Survey of a representative sample of the population of beneficiary communities disaggregated by gender / age
Methodology for Data Collection	Survey
Responsibility for Data Collection	PIU; survey firm
Share of people in project villages reporting that project investments have contributed to increased trust among community members (Percentage)	
Description	Percentage of respondents reporting that project investments have contributed to increased trust among community members, based on a survey of a representative sample of the population of beneficiary communities disaggregated by gender / age
Frequency	Mid-term and closing
Data source	Survey of a representative sample of the population of beneficiary communities disaggregated by gender / age
Methodology for Data Collection	Survey
Responsibility for Data Collection	PIU; survey firm
Share of people in target villages that report being satisfied with the project overall (Percentage, disaggregated by gender / youth)	
Description	Percentage of respondents that report being satisfied with the project, based on a survey of a representative sample of the population of beneficiary communities disaggregated by gender / age
Frequency	Mid-term and closing
Data source	Survey of a representative sample of the population of beneficiary communities disaggregated by gender / age
Methodology for Data Collection	Survey
Responsibility for Data Collection	PIU; survey firm
PDSEC updated to reflect village priorities formulated in village planning (Number)	
Description	Number of commune development plans (PDSEC) updated with project support to reflect village priorities formulated in village planning
Frequency	Annual
Data source	Communes; project MIS



Methodology for Data Collection	Comparison of village plans and PDSEC
Responsibility for Data Collection	PIU through regional antennas, MARN/ERAR/CCR, communes
Project management	
Annual significant financial audit findings addressed in a timely manner (misuse of funds, non-compliance with procedures) (Percentage)	
Description	Percentage of annual significant financial audit findings addressed within the recommended timeframe
Frequency	Annual
Data source	Project FM data; external financial audits
Methodology for Data Collection	Verification of timely implementation of audit findings by external audit firm
Responsibility for Data Collection	PIU FM personnel; external audit firm
Project-related grievances addressed within project approved timeline (Percentage)	
Description	Percentage of reported project-related grievances processed and resolved in accordance with procedures and timelines defined in the project's GRM
Frequency	Annual
Data source	GRM data
Methodology for Data Collection	GRM data
Responsibility for Data Collection	PIU; GRM committees



ANNEX 1: Implementation Arrangements and Support Plan

COUNTRY: Republic of Mali **Mali Community Resilience and Inclusive Services Project**

A. Project Institutional and Implementation Arrangements

1. For implementation arrangements at the national, regional, commune and village levels, see Section IIIA.

B. Financial Management and Disbursement

2. A financial management assessment of the MRPNC was conducted during preparation to assess whether this entity could manage the proposed project considering the country's FCV context. The objectives of the assessment were to: (i) determine whether the implementing entity has adequate FM arrangements in place to ensure that the funds will be used efficiently and economically for the intended purposes and that the entity is capable of correctly and completely recording all transactions and balances related to the project; (ii) the project's financial reports will be prepared in an accurate, reliable, and timely manner; (iii) the entity's assets will be safely guarded; and (iv) the project will be subjected to auditing arrangements acceptable to the World Bank. The assessment complied with the Bank Directive Financial Management Manual for World Bank IPF operation effective March 1, 2010, and as last revised on March 10, 2023.
3. The main findings arising from the assessment of the MRPNC conducted in July 2024 are like those outlined in the 2021 Public Expenditure and Financial Accountability (PEFA) and other public financial management (PFM) assessment reports. Despite the strong policy and legislative frameworks and systems, including detailed procurement and financial management procedures, the Government of Mali faces some effective implementation challenges of the policies. The compliance with internal control rules and the effectiveness of internal audits need to be improved according to the last PEFA.
4. The MRPNC will strengthen its capacities to implement project activities by recruiting a PIU directly attached to the General Secretary of the Ministry. The PIU will be responsible for project implementation, management, coordination, monitoring, and evaluation under the oversight of the Steering Committee.
5. **The overall FM residual risk for the project is rated Substantial** considering the project design, components, and the country context. Depending on how the situation evolves, arrangements will be made for partial use of the country system.

FM action plan

6. The action plan below indicates the actions to be taken for the project to strengthen its financial management system.



Table A1.1. Financial management action plan

Issue/Topic	Remedial Action Recommended	Responsible Body	Completion Date	FM Effectiveness Conditions
Staffing	Recruitment of project FM Officer, preferably familiar with World Bank or other development partner FM procedures	MRPNC	Finalization of recruitment by effectiveness	Yes
	Recruitment of one internal auditor, one principal accountant, seven assistant-accountants	MRPNC	Three months after effectiveness	No
Information system accounting software	Installation of accounting software for the Project	MRPNC		
Internal control	Elaboration of the PIM including financial, administrative, and accounting procedures	MRPNC	Before effectiveness	Yes
	Recruit an audit firm to carry out internal audit function	MRPNC	Six months after effectiveness	No
External auditing	Recruitment of the external auditor	MRPNC	Six months after effectiveness	No

Planning and Budgeting Arrangements

- The planning and budgeting processes of the project will follow the guidance detailed in Instruction No. 14-2628/MEF-SG signed by the MEF on August 12, 2014. For this project, the PIU will coordinate the preparation of a consolidated Annual Work Plan and Budget (AWPB) to implement project activities, considering the project's components. The work plan and budgets will identify the activities to be undertaken and the roles of the respective parties involved in the implementation including all the implementing entities. The AWPB will provide detailed information on the amount allocated to each implementing entity per activity showing unit costs and quantities. Annual work plans and budgets will be consolidated into a single document by the PIU. The AWPB will be submitted for approval to the Project Steering Committee, and thereafter to the World Bank. There should be no objection later than 30 November of the year preceding the year that the work plan should be implemented.

Accounting Policies and Accounting Software

- An integrated financial and accounting system will be put in place and used by the FM unit of the PIU. The project code and chart of accounts will be developed to meet the specific needs of the project and documented in the manual of procedures being drafted. The prevailing accounting policies and procedures in line with the West African Francophone country's accounting standards—SYSCOHADA—currently in use in ongoing World Bank-financed operations in Mali will apply. The accounting systems, policies, and financial procedures used by the project will be documented in the project's administrative, accounting, and financial manual.
- For the project to deliver on its objectives, a computerized financial management system will be purchased and customized. This software should be capable of recording transactions and reporting



project operations promptly, including preparing withdrawal applications and periodic financial reports (Interim Financing Report [IFR] and annual financial statements). In sum, the system should integrate budgeting, operating, and cost accounting systems to facilitate monitoring, evaluation, and reporting.

Financial Reports

10. Financial reports will be designed to provide quality and timely information on project performance to project management, the World Bank, and other relevant stakeholders. Formats of the financial reports were developed and agreed.

Internal Control and Internal Auditing

11. The internal control system is intended to ensure (i) the effectiveness and efficiency of operations; (ii) reliability of financial reporting; and (iii) compliance with applicable laws and regulations. For this project, the accounting, financial, and administrative procedures manual to be developed will document, explain, and describe work processes, information flow, authorization and delegation of authority, timing, job segregation, automatic and sequential controls, compliance with project objectives, and micro and macro rules and regulations. Applying the procedures described in the manual will be mandatory for all staff at all levels.
12. In addition, the internal auditor (individual consultant) located at the PIU and supported by an audit firm will conduct monthly reviews of the project expenditures including physical verifications of the acquisition of works, goods, and services. All deficiencies or circumvented practices identified will be communicated by the coordinator, for immediate corrective action as appropriate. Disbursements under the project will be carried out by the provisions of the Disbursement Guidelines for IPF dated May 2017, the Disbursement and Financial Information Letter, and the Financing Agreement.

Disbursements and Funds Flow

13. The Designated Account (DA) in XOF will be opened at a commercial bank on terms and conditions acceptable to the World Bank to facilitate payment for eligible expenditures. The DA will be managed by the PIU according to the disbursement procedures described in the PIM and the Disbursement Letter. Monthly replenishment will be required, accompanied by the disbursement and procurement plans and the relevant supporting documents. The DA will be managed by the FM Officer of the PIU.

Auditing Arrangements

14. The annual audited financial statements together with the auditor's report and management letter covering identified internal control weaknesses will be submitted to the World Bank no later than six months after the end of each fiscal year. A single audit opinion will be issued that covers project income and expenditures, designated accounts, and the IFR. The report also will include specific controls such as compliance with procurement procedures and financial reporting requirements and consistency among financial statements, management reports, and field visits (such as physical control). The audit report thus will refer to any incidence of noncompliance, ineligible expenditures, and misuse identified during the audit mission.



Governance Anticorruption Measures

15. The risk of irregularities and corruption within the project activities is substantial given the country's context and project implementation approach. A strong fiduciary arrangement has been designed and put in place to mitigate these risks; some measures to improve transparency include providing information on the project status (publication of the project and project audited financial statements on its website); and recruitment of a dedicated FM Officer, preferably familiar with World Bank and/or other donor FM procedures and internal auditor.
16. It is believed that the financial management will satisfy the World Bank's minimum requirements under OP/BP 10.00 once mitigation measures have been implemented.

C. Procurement

17. Procurement under this project will be carried out in accordance with World Bank's "Procurement Regulations for IPF Borrowers" (Procurement Regulations) dated September 2023 and the Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants dated October 15, 2006 and revised in January 2011 and as of July 1, 2016. Systematic Tracking of Exchanges in Procurement (STEP) will be the platform for preparing, submitting, reviewing, and clearing procurement plans and prior review procurement activities. STEP will also be used for uploading the documents and evaluation reports for post-review contracts. The PIM will elaborate on the procurement procedures, standard procurement documents and model contracts associated with the market approaches, and selection methods for various procurement categories will be used.
18. **Procurement Capacity Assessments Summary:** The CRISP PIU will be housed with the General Secretariat of the MRPNC. This PIU will be responsible for all procurement activities envisaged under the project, including those of the regions, communes, and communities. Coordinating procurement activities at all levels will be ensured by the Procurement Specialist recruited for the project. All project procurement prior review documents should be submitted to the World Bank by the PIU.
19. At the Regional level, the PIU will establish regional antennas in each of the target six regions to support project implementation with assistance of the competitively recruited procurement assistant in each region.
20. At the commune and village levels, communities will implement subprojects according to simplified procedures (procurement with community participation) accepted by the World Bank. The communities' committees that will carry out the implementation of subprojects will be assisted by the recruited social and technical facilitators to identify, prioritize, prepare, implement, and monitor their subprojects.
21. Consistent with the above procurement arrangements, a procurement assessment of the MRPNC has been completed in accordance with the World Bank PRAMS. **The assessment rated the procurement risk as Substantial. It will be reassessed as Moderate if the identified constraints are addressed.**



Table A1.2: Procurement Action Plan

Issue	Remedial Action Recommended	Responsible Body	Completion Date
Need for qualified procurement specialist within the PIU	Recruit competitively a full-time procurement specialist for the PIU	MRPNC	Before effectiveness
Absence of a manual of procedures Administrative routines may result in procurement delays, potentially affecting project implementation	Include in the PIM a section on procurement detailing all applicable procedures, instructions and guidance for handling procurement, the standard bidding documents and other standard procurement documents to be used. The PIM will outline the interaction between all stakeholders including a clear distribution of tasks and the accountability of each actor involved in procurement.	MRPNC	Before effectiveness
Procurement in fragile areas with few bidders can restrict competition and possibly increase prices and collusion risks Insufficient capacity can lead to poor contract management and administration of big contracts. Poor filing of documents may lead to loss of documents	Develop an accountability framework with defined business standards and engage beneficiary technical departments as early as possible. Set up periodic coordination meetings. <ul style="list-style-type: none"> • Ensure World Bank follow-up through PRAMS and support missions. • Speed up the procurement process by avoiding administrative issues. Establish responsibilities of each partner. • Organize workshop sessions on the Procurement Manual of Procedures and the World Bank Procurement to train all staff involved in the project's procurement. Provide continuous hands-on training on the Procurement Manual of Procedures for identified key staff. • Apply World Bank procurement flexibilities in fragile situations. Start the Project's activities in communes that are more easily accessible. • Provide a dedicated room for archiving. Upload documents at each stage of procurement in real time in STEP. 	MRPNC/PIU	During project life
Need qualified procurement specialist in regions	Recruit competitively a full-time procurement assistant in each region	MRPNC	Three months after effectiveness
For commune procurement, sources to implement complex activities	Include in the PIM the provisions of interministerial decree 2024-0124/MEF-MATD-SG of February 28, 2024 establishing the specific provisions for the award of public contracts and public service delegations at the level of local authorities	MRPNC	Before effectiveness
Procurement by communities	Develop the simplified procedures manual (procurement with community participation) accepted by the World Bank.	MRPNC	Before effectiveness



22. **Summary of the Project Procurement Strategy for Development (PPSD).** The PPSP and the Procurement Plan detailing the first 18 months of implementation have been approved. The project envisages procurement of several goods such as vehicles, motorcycles, laptops, smartphones, etc. The most sensitive issue will be the procurement of works, as the project will finance small works such as buildings, vaccination parks, water networks, other hydraulic works, and electricity networks. Consultant services involve the selection of individual consultants for technical studies, environmental and social studies, etc. The different approaches, selection methods, pre-qualification needs, estimated costs, prior review requirements, and timeframe are agreed between the recipient and the World Bank in the procurement plans. The initial procurement plan was approved by the World Bank. During implementation, the procurement plans will be updated as required and at least annually, to reflect actual program implementation needs and improvements in institutional capacity. While open national competition is generally the preferred method, in some areas the market and security situation might require pursuing other options.
23. **Operating costs.** Operating costs financed by the project are incremental expenses incurred by the PIU as approved by the World Bank for project implementation, management, and M&E, including utilities; office space rental; office supplies; bank charges; vehicle operation, maintenance, and insurance; maintenance of equipment and buildings; communication costs; travel and supervision costs (that is, transport, accommodation, and per diem); and salaries of contracted and temporary staff. They will be procured using the procedures specified in the project manual of administrative, financial, accounting, and procurement procedures, accepted and approved by the World Bank.
24. **Procurement procedures.** When approaching the national market, the country's own procurement procedures may be used with the requirements set forth or referred to in paragraphs 5.3–5.6 of the World Bank Procurement Regulations for IPF Borrowers Procurement dated September 2023 related to national procurement procedures and subject to certain requirements for national open competitive procurement. Other national procurement arrangements (other than national open competitive procurement) that may be applied by the Recipients (such as Limited/Restricted Competitive Bidding, Request for Quote, Shopping, Local Bidding, and Direct Contracting), shall be consistent with World Bank core procurement principles and ensure that World Bank Anticorruption Guidelines and Sanctions Framework and contractual remedies set out in the World Bank legal agreement apply.
25. **Frequency of procurement implementation support.** In addition to prior review, regular implementation support will be carried out by the World Bank and semi-annual implementation support missions are recommended. Annual World Bank procurement post-reviews will be conducted by World Bank procurement specialists. The sample size will be based on the procurement risk rating. The prior review procurements will be reviewed and cleared in STEP by the World Bank procurement specialist.
26. **Procurement prior review thresholds.** The procurement risk is rated **Substantial**. Table A1.3 below summarizes the procurement prior review thresholds for Substantial risk. These prior review thresholds can evolve according to the variation in procurement risk during the life of the project.



Table A1.3. Procurement prior review thresholds (US\$) based upon risk levels

Contract category	Risk level			
	High	Substantial	Moderate	Low
Works, turnkey contracts and PPPs	5,000,000	10,000,000	15,000,000	20,000,000
Goods including Information systems and non-consulting services	1,500,000	2,000,000	4,000,000	6,000,000
Consulting services (firms)	500,000	1,000,000	2,000,000	4,000,000
Individual consultants	200,000	300,000	400,000	500,000

27. **Contract management and administration.** For all prior review contracts, contract management plans will be developed during contract creation and completed at the time contracts are signed.

D. Implementation Support Plan

28. The World Bank task team will provide regular technical support and advice to the government during implementation. Specifically, hands-on support and guidance will be provided on: CDD and international lessons learned; social facilitation; environment and social; grievance mechanism; financial management; procurement; and monitoring and evaluation. The World Bank task team will also connect the Mali project with other sectoral projects in the country (e.g., health, education and water, etc.) as well as similar CDD projects in the region and globally. The World Bank will facilitate a knowledge cross-exchange with other governments in FCV contexts managing similar operations.

29. The estimated support from the World Bank team is as follows:

Table A1.4. Support from the World Bank

	World Bank Areas of Technical Support	Estimated Number of Staff Weeks /FY
1	Task Team Leader	17
2	CDD operations	8
3	Social Facilitation Consultant	4
4	FCV Specialist	3
4	M&E Specialist	4
5	Sectoral inputs	4
6	Financial Management	5
7	Procurement	5
8	Environment and Social/GM	5
	Total	55



ANNEX 2: Mapping of Select World Bank-supported Projects and Similar Social Cohesion Projects with Development Partners in Mali

Table A2.1: Select Ongoing World Bank-financed Projects in Mali: Complementarity and Differences with CRISP

P-Code	Name of Project	Dates	Net Commitment	PDO	Key design differences and complementarities with CRISP
P173830	Community-based Recovery and Stabilization Project for the Sahel (Regional project covering Mali, Niger, and Burkina Faso)	July 2021-Dec 2026	US\$353 million	To contribute to the recovery and resilience of communities in target areas of the Liptako-Gourma Region of Burkina Faso, Mali and Niger through a regional approach supporting (i) integrated socio-economic services and infrastructure, (ii) livelihoods and territorial development and (iii) regional data and coordination.	Geographical coverage is in central region of Mali whereas CRISP is in north and south. Project is pivoting towards a CDD approach and will follow similar, harmonized approach with CRISP under Min of Reconciliation.
P161406	Strengthening Climate Resilience in Mali Project	July 2019- Jan 2025	US\$33million	To improve the provision of and the access to the country's hydro-meteorological, early warning and emergency response services	Capacity building primarily at national level for early warning systems and improvements of early warning infrastructure. Component 3 on early warning communications to regions may be complementary to CRISP's community climate resilience planning.
P164561	Mali Deployment of State Resources for Better Service Delivery & COVID-19 Response	July 2019-May 2025	US\$81.7million	To improve the availability and timeliness of resources from the central government to Local Governments(LG)	Select communes across all regions of the country. Minimal coverage in the north. Works with commune level governments to strengthen their



				and service centers, as well as the management & accountability of these resources by LGs and service centers.	capacities. Resources are not directly to villages. Complementary to CRISP component 2 interventions with commune govts.
P171658	Bamako Urban Resilience Project	Dec 2022-Dec 2028	US\$250 million	To improve access to urban waste, sanitation and water services, increase resilience to floods in selected vulnerable areas of the District of Bamako and targeted neighboring communes, and strengthen urban management capacity.	Geographical coverage is Bamako and neighboring communes. Focuses primarily on water and sanitation, and flood control.

Table A2.2: Similar Social Cohesion Projects with Development Partners in Mali

This list is not exhaustive but provides a sample of the type of similar projects in the country.

#	Donor	Name	Timeframe	Implementer	Geographic Coverage	Financing Envelope
1	Kingdom of the Netherlands	Accountable Local Governance Program (PGLR/PGLR+) Link: https://www.snv.org/project/accountable-local-governance-programme-pglr https://www.alliance-sahel.org/en/projects/restoring-social-contract-mali/	Currently in Phase 2 (2022 – 2026)	Four Dutch NGOs: SNV (lead), Oxfam, Novib, the V4T Foundation, CORDAID	Tombouctou, Segou, Mopti, Gao 2 nd Phase included geographical expansion from 180 to 240 municipalities	EUR 21.0 million (second phase)
2	GIZ	Project to Support Peace and Stabilization in Mali Link: https://www.giz.de/en/worldwide/132446.html	2016 - 2024			EUR 36.4 million



		Supporting decentralization and good governance in Mali Link: https://www.giz.de/en/worldwide/42442.html	2022 - 2024			EUR 9.3 million
		Supporting South South Exchanges to support decentralization in West Africa (including Mali) Link: https://www.giz.de/en/worldwide/134271.html	2023 to 2025			N/A
3	USAID	Salam or "Peace" Project	2023-2028		Septi and Mopti regions	US\$14.3 million
Recently Closed Projects						
1	USAID	Peacebuilding, Stabilization and Reconstruction (PS&R) Project Link: https://www.usaid.gov/sites/default/files/2022-05/USAID_PDG_Creative_PSR_Fachsteet_Oct_18_Final.pdf	2018 - 2023		46 conflict affected communes and communities in the northern and central regions of Mali which are Segou, Mopti, Tombouctou, Gao, Kidal, Menaka and Taoudeni	US\$19.1 million
2	GIZ (with financing from EU)	Youth and Stabilisation Programme in Central Mali Link: https://www.giz.de/en/worldwide/79672.html	2018 - 2023			EUR 43.5 million