



Project Information Document (PID)

Concept Stage | Date Prepared/Updated: 07-Jun-2024 | Report No: PIDDC00703



BASIC INFORMATION

A. Basic Project Data

Project Beneficiary(ies) Mali	Operation ID P505025	Operation Name Mali Community Resilience and Inclusive Services Project	
Region WESTERN AND CENTRAL AFRICA	Estimated Appraisal Date 25-Sept-2024	Estimated Approval Date 14-Nov-2024	Practice Area (Lead) Social Sustainability and Inclusion
Financing Instrument Investment Project Financing (IPF)	Borrower(s) The Republic of Mali	Implementing Agency Ministry of Reconciliation, Peace and National Cohesion	

Proposed Development Objective(s)

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

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



Environmental and Social Risk Classification

Substantial

Concept Review Decision

The review did authorize the preparation to continue

B. Introduction and Context

1. Country Context

Despite its abundant natural resources and young population, Mali remains trapped in a cycle of poverty, insecurity, political instability, and conflict. GDP growth stabilized at 3.5 percent (0.6 percent per capita) in 2023, below expectations, due to lower agricultural output and an electricity crisis. Growth is projected to weaken slightly in 2024. The economic outlook is subject to downside risks from armed conflict and rising insecurity, increasing financing costs, impacts of the Economic Community of West African States (ECOWAS) withdrawal, and climate-related shocks. With a per capita gross domestic product (GDP) of US\$859 in 2020, over 40 percent of its population of 20.3 million are living in poverty. Since 2012, Mali has been plagued by armed insurgencies, terrorist activities, and intercommunal conflicts, particularly in the north and, more recently, in the center of the country. This violence has not only caused significant forced displacement but has also hampered access to essential services and exacerbated community vulnerabilities.

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. In Southern Mali, groups affiliated with the Al Qaeda-linked Jama'at Nasr al-Islam wal Muslimin (JNIM) have carried out nearly weekly attacks in the center of the country (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 period of relative stability 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.

2. Sectoral and Institutional Context

Significant gaps in governance and service delivery in Mali have eroded citizens' confidence towards institutions over the years. Mali ranks poorly 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. Fragile and weak public institutions lend themselves to an environment where public transparency and accountability are limited. Citizens have lost trust in the state to protect them, provide justice, and deliver services. (Mali Systematic Country Diagnostic (SCD), 2022) The lack



of government presence in delivering services in newly secured and at-risk areas fuels citizens' distrust of the state and common perceptions of "empty promises", inequality, and exclusion by public institutions.

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 5, expected years of schooling and learning-adjusted years of schooling, and learning.¹ 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 may have erased gains in poverty reduction over the past decade (SCD, 2022). In 2018, 38 percent of rural households did not have access to an improved drinking water supply; 61 percent had limited installations to wash hands; and 62 percent of households did not have access to electricity. In 2017, only 22 percent of rural populations were within two kilometers of an all-season road. Growing insecurity has meant 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 (March 2024) 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.

1. Relationship to CPF

A Country Engagement Note for FY2025-2026 is currently being prepared. The 2022 Mali SCD takes stock of three challenges: a fraying social contract; inadequate job creation; and lagging human capital outcomes. The SCD update 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: 1) rebuild the capabilities of the social contract (state capacity, nonstate actors' capacity, and bargaining interface); 2) invest in human capital accumulation, especially for women and vulnerable groups; and 3) 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 WB health and education projects to deliver essential services to women and vulnerable groups in the target project areas.

C. Proposed Development Objective(s)

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

Key Results (From PCN)

The key results of this Project will be:

- Number of people in project locations with improved access to resilient and green infrastructure and social services.

¹<https://thedocs.worldbank.org/en/doc/64e578cbeaa522631f08f0cafba8960e-0140062023/related/HCI-AM23-MLI.pdf>



- The services provided match the prioritized needs of the community through the village and commune planning process.
- Strengthened capacity of commune and village bodies for participatory and inclusive planning and management of development activities.

D. Concept Description

The project will use a community-driven development (CDD) approach that has proven effective in providing needed basic services quickly in uncertain and fragile environments, and thus helping to repair the link between the state and citizens. This approach emphasizes active community participation in planning decisions, management of investment resources and implementation of sub-projects, in partnership with local authorities. Such an approach would allow community-based organizations and local leaders to work in partnership with government entities to better meet the needs of the population. This project will strengthen community resilience, by capitalizing on community structures, local knowledge and the desire for peace and reconciliation.

The Government would like this project to focus upon at-risk areas in six regions in the north and south. The exact communes within these regions will be determined during project preparation and the targeting will remain flexible. The Government is particularly interested in assisting areas 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 1,000 villages and 63 communes in these six areas of the country.

Communities will benefit from several investment cycles, including investments at the community level as well as larger-scale investments at the communal (inter-communal) level. These investments would be decided in a participatory manner as part of the local development plans' annual prioritization process (*Plans de Développement Social, Economique et Culturel – PDSEC*), thus supporting local government and decentralization processes. Communal branches of the *Mission d'Appui a la Reconciliation Nationale* (MARN) will recruit, train, and supervise social and technical facilitators to support this process. This cadre of facilitators will become a permanent resource at the service of the regions beyond the life of the project.

The project will be composed of four components:

- **Component 1. Provision of essential village climate-resilient infrastructure and services**

This component will finance essential infrastructure and services at the village level. This would involve for example construction and rehabilitation of productive small-scale infrastructure such as tertiary access roads, small-scale irrigation and improved water and sanitation; electricity (solar panels, off-grid electrification); education; and health. Village subprojects would cost a maximum of US\$50,000. Investment planning and implementation 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 in mind.



• **Component 2. Provision of essential commune climate-resilient infrastructure and services**

This component will finance commune level climate-resilient infrastructure and services. Investments could include the rehabilitation of infrastructure in connectivity, water and sanitation, electrification, markets, health and education, as well as measures to improve natural resource management and climate resilience. Investment selection will leverage existing local development plans (*Plans de Développement Social, Economique et Culturel – PDSEC*) where available, and support their updating/preparation where they are not. This will include improving climate and disaster resilience dimensions as part of the PDSEC process. The project will assist local government with activity planning and management to optimize overall impacts on access to services and socio-economic outcomes at the commune-level (see Component 3). Commune level subprojects will be a maximum of US\$200,000.

• **Component 3. Restoring trust and social cohesion through planning, facilitation, and inclusion**

This component will finance technical assistance and social and technical facilitation. Social and technical facilitators will be hired, trained and supervised by the project to work with communities for the planning, design and management of subprojects under Components 1 and 2. These facilitators will also ensure that the most vulnerable groups, especially women, displaced persons and persons with disabilities participate fully in the planning and decision-making for 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, municipal councils and regional governments 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 a participative input into the production and updating of the PDSEC.

• **Component 4. Project Management**

This component will finance the operational costs of the project including staff, technical assistance, monitoring and evaluation, training, travel, fiduciary and environmental and social risk management, equipment, and other management costs.

Legal Operational Policies

	Triggered?	
	Last approved	Current
Projects on International Waterways OP 7.50	No	
Projects in Disputed Area OP 7.60	No	



Summary of Screening of Environmental and Social Risks and Impacts

ES risk is rated as S at this stage, and will be confirmed by appraisal. The activities planned under components 1 and 2 of the project are likely to have limited to moderate impacts on the environment. These impacts are essentially: (i) risks of deforestation, fragmentation of natural habitats, soil erosion and temporary disturbance of local flora and fauna during road construction/rehabilitation work... (ii) Dust and gas emissions from construction equipment and the risk of accidental fuel and lubricant spills may pollute the air, water and soil. (iii) Environmental impacts related to construction materials, waste management and site disturbance. The project is intervening in a highly complex social context in remote rural areas, which remain insecure and vulnerable. Key social risks relate to social cohesion and potential social conflicts: the project will intervene in areas where state has not been present for a number of years, basic services have not been available, and hence expectations will run high and will need to be carefully managed. Exclusion from project benefits may lead to social tensions. Functionality, legitimacy and capacity of the local organizations will also need to be assessed to ensure they can manage their role in implementing the activities.

CONTACT POINT

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APPROVAL

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