

Document of  
The World Bank

Report No: ICR3171

IMPLEMENTATION COMPLETION AND RESULTS REPORT  
(IDA-41130 IDA-48230)

ON A

CREDIT

IN THE AMOUNT OF SDR 47.9 MILLION  
(US\$ 71.2 MILLION EQUIVALENT)

TO THE

REPUBLIC OF MALI

FOR A

RURAL COMMUNITY DEVELOPMENT PROJECT

June 27, 2014

Agriculture Rural Development and Irrigation Unit (AFTA1)  
Sustainable Development Department  
Country Department AFCW3  
Africa Region

## CURRENCY EQUIVALENTS

(Exchange Rate Effective June 2014)

Currency Unit = CFA Franc (XOF)  
US\$ 1.00 = XOF 482

## FISCAL YEAR

January 1 – December 31

## ABBREVIATIONS AND ACRONYMS

ADC	<i>Animateur de Développement Communautaire</i> (Community Development Field Agent)
AF	Additional Financing
ANICT	<i>Agence Nationale d'Investissements des Collectivités Territoriales</i> (National Agency for Local Governments' Investments)
APE	<i>Association de Parents d'Élèves</i> (Parents' Associations)
ASACO	<i>Association de gestion des centres de santé communautaires</i> (Rural Community Clinics / Health Centers Management Committee)
BCGP	<i>Bureau Central de Gestion du PACR</i> (PACR Implementation Unit)
CAS	Country Assistance Strategy
CBO	Community-Based Organizations
CIF	Communal Initiatives Fund
CRW	Pilot Crisis Response Window
CSCOM	<i>Centre de Santé Communautaire en milieu rural</i> (Rural Community Health Centers / Clinics)
ERR	Economic Rate of Return
ESMF	Environmental and Social Management Framework
EU	European Union
FMR	Financial Management Reporting
FY	Fiscal Year
GoM	Government of Mali
ICR	Implementation Completion and Results Report
IDA	International Development Association
IEC	Information Education Communication
IFR	Interim Financial Report
IRR	Internal Rate of Return
LPIF	Local Productive Initiatives Fund
M&E	Monitoring & Evaluation
MTR	Mid-Term Review
NGO	Non-Governmental Agency
NRM	Natural Resource Management
O&M	Operations and Maintenance
OCB	<i>Organisation Communautaire de Base</i> (Community Based Organization)
ODC	<i>Opérateur de Développement Communautaire</i> (Community development

	support operator)
OP/BP	Operational Policy/Bank Policy
OSP	<i>Organisation Socio-Professionnelle</i> (Socio-Professional Organization)
PACR	<i>Projet d'Appui aux Communautés Rurales</i> (Rural Community Development Project)
PAD	Project Appraisal Document
PAIB	<i>Projet d'Appui aux Initiatives de Base</i> (Grassroots Initiatives to Fight Hunger and Poverty Project)
PASAOP	<i>Projet d'Appui aux Services Agricoles et aux Organisations Paysannes</i> (Agriculture Services and Producer Organizations Support Project)
PCDA	<i>Project de Compétitivité et de Diversification Agricole</i> (Agriculture Competitiveness Diversification Project)
PDO	Project Development Objective
PIM	Project Implementation Manual
PIU	Project Implementation Unit
PNIR	<i>Projet National d'Infrastructure Rural</i> (National Rural Infrastructure Project)
PMP	Pest Management Facility
PPF	Project Preparation Facility
PRSC	Poverty Reduction Strategy Credit
RERP	Reconstruction and Economic Recovery Project
ROI	Return on Investment
SHCS	School / Health Care Support
SOE	Statement of Expenses
TA	Technical Assistance
UNDP	United Nations Development Program
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WFP	World Food Program

<p>Vice President: Makhtar Diop  Country Director: Paul Noumba Um  Sector Manager: Martien Van Nieuwkoop  Project Team Leader: Bleoue Nicaise Ehoue  ICR Team Leader: Benjamin Billard  ICR Author Benjamin Billard</p>
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**MALI**  
**Rural Community Development Project**

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<b>A. Basic Information</b>			
Country:	Mali	Project Name:	Rural Community Development Project
Project ID:	P040653	L/C/TF Number(s):	IDA-41130,IDA-48230
ICR Date:	06/28/2014	ICR Type:	Core ICR
Lending Instrument:	SIL	Borrower:	GOVERNMENT OF MALI
Original Total Commitment:	XDR 40.40M	Disbursed Amount:	XDR 47.89M
Revised Amount:	XDR 47.89M		
<b>Environmental Category: B</b>			
<b>Implementing Agencies:</b> MIN. OF SOCIAL DEVELOPMENT, SOLIDARITY AND SENIOR CITIZENS			
<b>Cofinanciers and Other External Partners:</b>			

<b>B. Key Dates</b>				
Process	Date	Process	Original Date	Revised / Actual Date(s)
Concept Review:	10/08/2002	Effectiveness:	03/24/2006	03/24/2006
Appraisal:	02/01/2005	Restructuring(s):		05/31/2013
Approval:	09/15/2005	Mid-term Review:		05/18/2010
		Closing:	06/17/2012	12/31/2013

<b>C. Ratings Summary</b>	
<b>C.1 Performance Rating by ICR</b>	
Outcomes:	Satisfactory
Risk to Development Outcome:	Moderate
Bank Performance:	Satisfactory
Borrower Performance:	Satisfactory

<b>C.2 Detailed Ratings of Bank and Borrower Performance (by ICR)</b>			
Bank	Ratings	Borrower	Ratings
Quality at Entry:	Satisfactory	Government:	Satisfactory
Quality of Supervision:	Satisfactory	Implementing Agency/Agencies:	Satisfactory
<b>Overall Bank Performance:</b>	Satisfactory	<b>Overall Borrower Performance:</b>	Satisfactory

<b>C.3 Quality at Entry and Implementation Performance Indicators</b>			
<b>Implementation Performance</b>	<b>Indicators</b>	<b>QAG Assessments (if any)</b>	<b>Rating</b>
Potential Problem Project at any time (Yes/No):	No	Quality at Entry (QEA):	None
Problem Project at any time (Yes/No):	No	Quality of Supervision (QSA):	None
DO rating before Closing/Inactive status:	Satisfactory		

<b>D. Sector and Theme Codes</b>		
	<b>Original</b>	<b>Actual</b>
<b>Sector Code (as % of total Bank financing)</b>		
Agro-industry, marketing, and trade	10	10
General agriculture, fishing and forestry sector	49	49
General water, sanitation and flood protection sector	5	5
Other social services	23	23
Sub-national government administration	13	13
<b>Theme Code (as % of total Bank financing)</b>		
Decentralization	14	14
Managing for development results	14	14
Participation and civic engagement	29	29
Rural non-farm income generation	14	14
Rural services and infrastructure	29	29

<b>E. Bank Staff</b>		
<b>Positions</b>	<b>At ICR</b>	<b>At Approval</b>
Vice President:	Makhtar Diop	Gobind T. Nankani
Country Director:	Paul Nomba Um	A. David Craig
Sector Manager:	Martien Van Nieuwkoop	Mary A. Barton-Dock
Project Team Leader:	Bleoue Nicaise Ehoue	Daniel Moreau
ICR Team Leader:	Benjamin Billard	
ICR Primary Author:	Benjamin Billard	



## F. Results Framework Analysis

### Project Development Objectives (from Project Appraisal Document)

To improve the living conditions of project-supported rural communities in terms of (i) access to basic social services, and (ii) a sustainable increase in incomes, while promoting improved natural resource management practices.

### Revised Project Development Objectives (as approved by original approving authority)

Not applicable

#### (a) PDO Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
<b>Indicator 1 :</b>	By the end of the project, at least 75% of micro-projects implemented under the project for more than 3 years are still active			
Value quantitative or Qualitative)	0	75%	Rephrased to better capture income increase as captured by Indicator 7	63%
Date achieved	09/16/2005	09/16/2005	09/30/2010	09/30/2010
Comments (incl. % achievement)	Based on results from rephrased indicator #7, very similar to this indicator. At time of AF in September 2010, the rephrased indicator had reached 39%.			
<b>Indicator 2 :</b>	By the end of the project, at least 80% of beneficiaries perceive positive social or environmental impacts as a result of project intervention			
Value quantitative or Qualitative)	0	80%	Dropped	90%
Date achieved	09/16/2005	09/16/2005	09/30/2010	09/30/2010
Comments (incl. % achievement)	Based on the 2013 independent impact evaluation, almost all parents of pupils that were surveyed are satisfied (98.7%). The vast majority of respondents in all areas (89.1%) positively appreciated the services rendered by employees and health centers.			
<b>Indicator 3 :</b>	By the end of the project, at least 80% of the stakeholders of the project perceive an improvement in their participation in the local and communal development process and activities			
Value quantitative or Qualitative)	0	80%	Dropped	60%
Date achieved	09/16/2005	09/16/2005	09/30/2010	09/30/2010
Comments (incl. % achievement)	Surveyed PACR supported CBOs have seen improvement in overall functioning through higher (i) regular statutory meetings, (ii) rate of renewal of the mandate of decision bodies' members and (iii) number of CBOs related bodies with			

	sufficient resources.			
<b>Indicator 4 :</b>	By the end of the project, 80% of targeted communities perceive significant improvement in access to basic services because of project interventions			
Value quantitative or Qualitative)	0	80%	Rephrased as captured by Indicator 8	93%
Date achieved	09/16/2005	09/16/2005	09/30/2010	05/31/2010
Comments (incl. % achievement)	Achieved at time of Mid Term Review since all communes had benefitted from at least three investments leading to a high satisfaction.			
<b>Indicator 5 :</b>	By the end of the project, quantitative impact evaluation of project is positive			
Value quantitative or Qualitative)	N/A	N/A	Dropped	N/A
Date achieved	09/16/2005	09/16/2005	09/30/2010	09/30/2010
Comments (incl. % achievement)	Even if dropped, impact evaluation was nevertheless conducted and shows overall positive results of project interventions and among beneficiaries where the average rate of highly satisfied people among the three regions is 87.6%			
<b>Indicator 6 :</b>	Number of direct project beneficiaries (including women)			
Value quantitative or Qualitative)	0	350,000 (50%)		477,852 (50.29%)
Date achieved	09/30/2010	09/30/2010		12/31/2013
Comments (incl. % achievement)	Achieved. More than 350,000 direct beneficiaries had already benefited from the Project at time of AF. This target was reaffirmed and largely surpassed as final figure is 477,852 of direct beneficiaries			
<b>Indicator 7 :</b>	At the end of the project, at least 60% of the productive projects have generated average annual income per member superior to the daily poverty line			
Value quantitative or Qualitative)	N/A	60%		63%
Date achieved	09/30/2010	09/30/2010		12/31/2013
Comments (incl. % achievement)	Achieved. In the AF, this figure had already reached 39%. Final data of 63% for this indicator shows that target has been surpassed			
<b>Indicator 8 :</b>	By end of the project, 80% of villages supported by the project have adequate access to basic social services (Clinic within 15km, School within 5km and 1 water access for 400 people)			
Value quantitative or Qualitative)	28%	80%		87%
Date achieved	09/30/2010	09/30/2010		12/31/2013
Comments (incl. % achievement)	Achieved. In the AF, data for this figure was 63%. Final data of 87% for this indicator shows that target has been largely surpassed			
<b>Indicator 9 :</b>	By the end of the project, at least 50% of community-based organizations have implemented improved natural resources management practices			
Value	0	50%		70%

quantitative or Qualitative)				
Date achieved	09/30/2010	09/30/2010		12/31/2013
Comments (incl. % achievement)	Achieved. This new indicator approved during the AF set a Target of 50% and final data is 70%, showing that target has been largely surpassed			

**(b) Intermediate Outcome Indicator(s)**

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
<b>Indicator 1 :</b>	By the end of the project, at least 75% of the communities that have benefited from a socio-collective or productive investment under the project still have functioning management committees			
Value (quantitative or Qualitative)	N/A	75%		80%
Date achieved	09/30/2010	09/30/2010		12/31/2013
Comments (incl. % achievement)	(Result linked to Component A). TARGET ACHIEVED. At time of AF, this indicator already reached 55% and final data is 80%, above the set target of 70%.			
<b>Indicator 2 :</b>	By the end of the project at least 200 private service and training providers have benefited from project support for capacity building for the improvement of the quality of their services and the development of their activities			
Value (quantitative or Qualitative)	0	200		251
Date achieved	09/30/2010	09/30/2010		12/31/2013
Comments (incl. % achievement)	(Result linked to Component A). TARGET ACHIEVED. At time of AF, this indicator already reached 169 and final data is 251, above the set target of 200.			
<b>Indicator 3 :</b>	at least 450 social, cultural and economic investments have been implemented, together with corresponding training and technical and economic support;			
Value (quantitative or Qualitative)	0	450		501
Date achieved	09/16/2005	09/16/2005		12/31/2013
Comments (incl. % achievement)	(Result linked to Component B). TARGET ACHIEVED. At time of AF, this indicator already reached 432 and final data is 501, largely above the set target of 450.			
<b>Indicator 4 :</b>	90% of social investments financed by the project have increasing attendance rate			
Value (quantitative or Qualitative)	N/A	90%		95%
Date achieved	09/30/2010	09/30/2010		12/31/2013

Comments (incl. % achievement)	(New indicator to capture the preliminary impact of social investments under Component B). TARGET ACHIEVED. At time of AF, this indicator already reached 64% and final data is 95%, above the set target of 90%.			
<b>Indicator 5 :</b>	By the end of the project: at least 900 productive investments have been implemented, together with the corresponding technical support, assistance contract or training;			
Value (quantitative or Qualitative)	0	900		906
Date achieved	09/16/2005	09/16/2005		12/31/2013
Comments (incl. % achievement)	(Result linked to Component C). TARGET ACHIEVED. At time of AF, this indicator already reached 621 and final data is 906, above the set target of 900.			
<b>Indicator 6 :</b>	By the end of the project, 75% of the socioprofessional groups that have benefited from a productive investment under the project are still properly functioning and making profits;			
Value (quantitative or Qualitative)	N/A	75%		80%
Date achieved	09/30/2010	09/30/2010		12/31/2013
Comments (incl. % achievement)	(Result linked to Component C). TARGET ACHIEVED. At time of AF, this indicator already reached 55% and final data is 80%, above the set target of 75%.			
<b>Indicator 7 :</b>	Throughout the execution and at the end of each year, the project holds a multi-stakeholder workshop for assessing annual results and planning next year investments and activities			
Value (quantitative or Qualitative)	0	14		14
Date achieved	09/30/2010	09/30/2010		12/31/2013
Comments (incl. % achievement)	(Result linked to Component D). TARGET ACHIEVED. 14 multi-stakeholders workshops were held to assess annual results, future investments and activities, in line with the set target.			
<b>Indicator 8 :</b>	Throughout the execution, all activity reports have been validated by the national steering committee and the Bank			
Value (quantitative or Qualitative)	0	12		12
Date achieved	09/30/2010	09/30/2010		12/31/2013
Comments (incl. % achievement)	(Result linked to Component D). TARGET ACHIEVED. 12 activity reports were validated by national steering committee and the Bank, in line with the set target.			
<b>Indicator 9 :</b>	By the end of the project, 90% of the social associations that have benefitted from the project social assistance are functioning properly			
Value (quantitative or Qualitative)	0%	90%		95%
Date achieved	09/30/2010	09/30/2010		12/31/2013

Comments (incl. % achievement)	(New indicator to capture results under Component E). TARGET ACHIEVED. Final data for this indicator is 95%, above the set target of 90%.			
<b>Indicator 10 :</b>	By the end of the project at least 80% of the communes have elaborated a satisfactory process of communal development plans;			
Value (quantitative or Qualitative)	0	80%		N/A
Date achieved	09/16/2005	09/16/2005		09/30/2010
Comments (incl. % achievement)	Dropped in Additional Financing approved on September 30, 2010.			
<b>Indicator 11 :</b>	By the end of the project, at least 75% of the communities that have benefited from a social, cultural or economic investment under the project still have functioning management committees and have upgraded monitoring capacities			
Value (quantitative or Qualitative)	0	75%		N/A
Date achieved	09/16/2005	09/16/2005		09/30/2010
Comments (incl. % achievement)	Rephrased in Additional Financing approved on September 30, 2010 and replaced by Intermediate Outcome Indicator #1.			
<b>Indicator 12 :</b>	By the end of the project, 75% of the socio-professional groups that have benefited from a social, cultural or economic investment under the project still have functioning management committees and have kept up to date their monitoring instruments			
Value (quantitative or Qualitative)	0	75%		N/A
Date achieved	09/16/2005	09/16/2005		09/30/2010
Comments (incl. % achievement)	Dropped in Additional Financing approved on September 30, 2010 as it was redundant with Indicator #5.			
<b>Indicator 13 :</b>	By the end of the project 80% of the communes are satisfied by support services provided to them			
Value (quantitative or Qualitative)	0	80%		N/A
Date achieved	09/16/2005	09/16/2005		09/30/2010
Comments (incl. % achievement)	Dropped in Additional Financing approved on September 30, 2010.			
<b>Indicator 14 :</b>	By the end of the project at least 60 private service and training providers have benefited from project support for capacity building for the improvement of the quality of their services and the development of their activities			
Value (quantitative or Qualitative)	0	60		N/A

Date achieved	09/16/2005	09/16/2005		09/30/2010
Comments (incl. % achievement)	Change by Additional Financing approved on September 30, 2010 through targeting of other beneficiaries of training sessions and included in Intermediate Outcome Indicator 2			
<b>Indicator 15 :</b>	By the end of the project at least 80% of targeted communes have access to key social public services			
Value (quantitative or Qualitative)	0	80%		N/A
Date achieved	09/16/2005	09/16/2005		09/30/2010
Comments (incl. % achievement)	Transferred at PDO Level under Indicator #8 by Additional Financing approved on September 30, 2010.			
<b>Indicator 16 :</b>	At least 10% increase in the communal internal revenues			
Value (quantitative or Qualitative)	0	10%		N/A
Date achieved	09/16/2005	09/16/2005		09/30/2010
Comments (incl. % achievement)	Dropped by Additional Financing approved on September 30, 2010. Measurable but not fully attributable to the project.			
<b>Indicator 17 :</b>	At least 140 communal NRM investments executed and maintained through NRM management groups			
Value (quantitative or Qualitative)	0	140		N/A
Date achieved	09/16/2005	09/16/2005		09/30/2010
Comments (incl. % achievement)	Dropped by by Additional Financing approved on September 30, 2010. None of the communes have requested NRM investments			
<b>Indicator 18 :</b>	Procurement process (deadline) is assessed as satisfactory;			
Value (quantitative or Qualitative)	0	N/A		N/A
Date achieved	09/16/2005	09/16/2005		09/30/2010
Comments (incl. % achievement)	Dropped, not real intermediate outcome indicators but process indicators; Part of the regular assessment of supervision missions.			
<b>Indicator 19 :</b>	Acceptance of Special Accounts' SOE submitted for reimbursement is 100%;			
Value (quantitative or Qualitative)	0	100%		N/A
Date achieved	09/16/2005	09/16/2005		09/30/2010
Comments (incl. % achievement)	Dropped, not real intermediate outcome indicators but process indicators; Part of the regular assessment of supervision missions			
<b>Indicator 20 :</b>	Audit reports are on time and without reserve			
Value	0	100%		N/A

(quantitative or Qualitative)				
Date achieved	09/16/2005	09/16/2005		09/30/2010
Comments (incl. % achievement)	Dropped, not real intermediate outcome indicators but process indicators; Part of the regular assessment of supervision missions			
<b>Indicator 21 :</b>	Periodic reports are timely produced			
Value (quantitative or Qualitative)	0	100%		N/A
Date achieved	09/16/2005	09/16/2005		09/30/2010
Comments (incl. % achievement)	Dropped, not real intermediate outcome indicators but process indicators; Part of the regular assessment of supervision missions			
<b>Indicator 22 :</b>	Project implementation plan executed as planned and in accordance with the PIM and agreed procedures			
Value (quantitative or Qualitative)	0	100%		N/A
Date achieved	09/16/2005	09/16/2005		09/30/2010
Comments (incl. % achievement)	Dropped, not real intermediate outcome indicators but process indicators; Part of the regular assessment of supervision missions			
<b>Indicator 23 :</b>	By the end of each calendar year during implementation, the project provided and shared socio-economic and environmental data on project results with all project partners			
Value (quantitative or Qualitative)	0	100%		N/A
Date achieved	09/16/2005	09/16/2005		09/30/2010
Comments (incl. % achievement)	Dropped by Additional Financing approved on September 30, 2010.			
<b>Indicator 24 :</b>	By midterm review and by end of the project, the project provided and shared with project partners socio-economic and environmental data on the impact of the project.			
Value (quantitative or Qualitative)	0	100%		100%
Date achieved	09/16/2005	05/18/2010		09/30/2010
Comments (incl. % achievement)	Dropped by Additional Financing approved on September 30, 2010. Mid-Term Review was conducted from May 18,2010 until June 4, 2010			
<b>Indicator 25 :</b>	Throughout the execution, the national steering committee has met regularly in accordance with the schedule set forth in the PIM;			
Value (quantitative or Qualitative)	0	N/A		N/A

Date achieved	09/16/2005	09/16/2005		09/30/2010
Comments (incl. % achievement)	Reformulated and included in Intermediate Outcome Indicator 7.			
<b>Indicator 26 :</b>	M&E System in place and provides regularly robust social, economic, poverty and environmental data;			
Value (quantitative or Qualitative)	0	N/A		N/A
Date achieved	09/16/2005	09/16/2005		09/30/2010
Comments (incl. % achievement)	Reformulated and included in Intermediate Outcome Indicator 8.			

### G. Ratings of Project Performance in ISRs

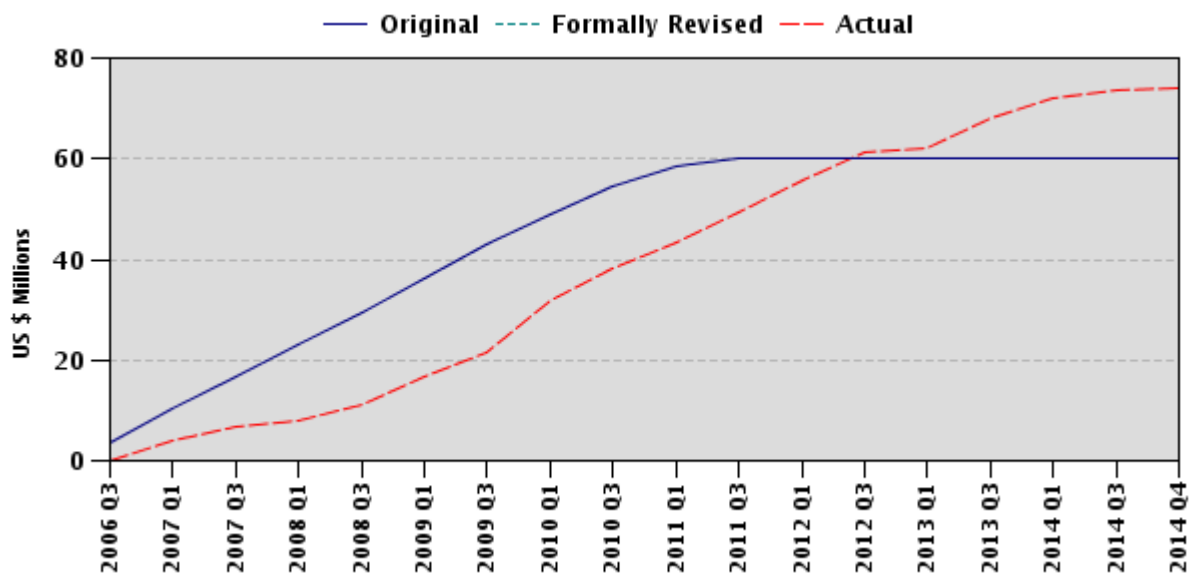
No.	Date ISR Archived	DO	IP	Actual Disbursements (USD millions)
1	12/30/2005	Satisfactory	Satisfactory	0.00
2	06/29/2006	Satisfactory	Satisfactory	3.02
3	10/05/2006	Satisfactory	Satisfactory	4.07
4	06/28/2007	Satisfactory	Satisfactory	7.27
5	12/14/2007	Satisfactory	Moderately Satisfactory	8.80
6	05/28/2008	Satisfactory	Moderately Satisfactory	12.84
7	12/12/2008	Satisfactory	Moderately Satisfactory	18.21
8	04/22/2009	Satisfactory	Moderately Satisfactory	21.64
9	12/10/2009	Satisfactory	Moderately Satisfactory	33.09
10	06/11/2010	Satisfactory	Moderately Satisfactory	41.37
11	09/29/2010	Satisfactory	Satisfactory	43.58
12	07/11/2011	Satisfactory	Satisfactory	52.34
13	09/20/2011	Satisfactory	Satisfactory	55.41
14	05/01/2012	Satisfactory	Satisfactory	61.34
15	10/31/2012	Satisfactory	Moderately Satisfactory	62.83
16	04/24/2013	Satisfactory	Moderately Satisfactory	68.91
17	11/19/2013	Satisfactory	Satisfactory	72.68
18	01/08/2014	Satisfactory	Satisfactory	73.54

### H. Restructuring (if any)



Restructuring Date(s)	Board Approved PDO Change	ISR Ratings at Restructuring		Amount Disbursed at Restructuring in USD millions	Reason for Restructuring & Key Changes Made
		DO	IP		
05/31/2013	N	S	MS	69.90	There was no change in the project development objective, or in the project components and activities. The extension of the project closing date resulted from the fact that project activities were suspended for 6 months due to the Bank activity suspension in Mali under OP 7.30. Following the lift of suspension the Government requested a 6 month extension to complete project activities, which were underway before suspension. Restructuring resulted in Extension of closing date from June 17, 2013 to December 31, 2013.

### I. Disbursement Profile





# 1. Project Context, Development Objectives and Design

## 1.1 Context at Appraisal

1. At the time of appraisal, Mali was growing at an annual rate of 2.4% with annual real GDP growth rate accelerated to an average of 5% over the period 1994-2002, largely driven by the private sector, which responded to a more liberalized regulatory environment. Mali's Poverty Reduction Strategy Paper (PRSP) was completed in May 2002, endorsed by the Boards of the World Bank and IMF in March 2003 and supported by the donor community. In 2002-2003, Mali made satisfactory progress towards achieving PRSP objectives. The PRSP policy direction and quantitative objectives were based on a vision of sustained growth and poverty reduction. The strategy laid out four pillars: (i) creating a macroeconomic environment for accelerated and re-distributive growth in a context of macroeconomic stability and openness, driven by the private sector; (ii) promoting institutional development, governance and participation; (iii) developing human resources and access to quality basic services; and (iv) building basic infrastructure and developing productive economic activities.

2. Mali adopted a basic legal framework for decentralization (Decentralization Law of 1993) and put in place several institutional structures with the establishment of local and regional authorities following local elections in 1999 to provide better, more accountable services and increased local participation in the preparation and implementation of development programs. The regulatory framework, further clarifying the respective roles and mandates of the newly established local governments was well developed. At the central government level, a special ministry was created in early 2000 (MATCL- *Ministre de l'Administration Territoriale et des Collectivités Locales*) to address the needs of the decentralized institutional levels more effectively. The devolved administrative structure presented the Government of Mali (GoM) with significant challenges from an institutional as well as personnel management point of view, at both central and decentralized levels. With the decentralization process, 682 new communes (groups of villages, mostly rural) were created. However, most of these new communes lacked basic public infrastructure as well as technical/managerial capacity.

3. A long-term Master Plan for Rural Development (*Schéma Directeur du Développement Rural*) was developed in 1992 and updated in 2001. It included nine priority action programs that have been integrated into the Poverty Reduction Strategy (*Cadre Stratégique de Lutte contre la Pauvreté - CSLP*) and aimed to: (i) support to agricultural services and producer organizations; (ii) development of rural infrastructure and farming equipment; (iii) promotion and improvement of the competitiveness of agricultural supply chains; (iv) stimulation of exports of agricultural, forestry, livestock and fishery products; (v) intensification and diversification of agricultural production; (vi) reinforcement of food security; (vii) promotion of financing of the rural sector and rural credit; (viii) management of natural resources to sustain rural development; and (ix) contribution to the finalization and execution of local development plans.

4. **Rationale for Bank Involvement.** It was in this context that GoM requested the Bank's assistance to anchor innovative ideas to successfully tested development activities in two preceding projects (NRM Project and the Grassroots Initiatives to Fight Hunger

and Poverty Project - PAIB). The innovations included: (i) designing and honing the interface between community development plans (at village-level) and communal development plans (at the municipal level) for two types of sub-projects (a) with public good characteristics at the communal level and (b) with private goods characteristics at the local (CBO) level and (ii) addressing rural areas in their entirety and promoting broad-based rural growth and service provision for both on- and off-farm activities by addressing the lack of capacity of rural micro enterprises.

5. The Bank specifically supported the Rural Community Development Project (PACR) because: (i) GoM's vision to combat poverty in the rural areas matched Bank's priorities; (ii) GoM had demonstrated a clear vision of coherent, complementary policies and strategies and support decentralization; (iii) as lead donor of the Agricultural sector, the Bank paid a crucial role in harmonizing development partners' efforts; (iv) GoM specifically requested continued Bank support to poverty alleviation in rural areas through economic and social development, sustainable (agriculture and non-agriculture) economic growth, employment and income generation, private sector development, human capacity development and natural resources protection.

## **1.2 Original Project Development Objectives (PDO) and Key Indicators**

6. The PDO aimed "to improve the living conditions of project-supported rural communities in terms of (i) access to basic socio-economic services, and (ii) a sustainable increase in incomes, while promoting improved natural resources management practices".

7. The project was to achieve this objective through community empowerment, capacity building (targeting rural communities, rural communes and suppliers of support services to communities), and investments in social, socio-economic, environmental, and economic sub-projects implemented by these communities.

8. PACR was designed based on lessons learned<sup>1</sup> from several projects constituting the Agriculture Bank Portfolio at the time: the PAIB, the National Rural Infrastructure Project – PNIR; the Agriculture Service and Producer Organization Support Project – PASAOP and the Agriculture Competitiveness and Diversification Project – PCDA.

9. The following key PDO indicators were agreed:

- i. By the end of the project, at least 75% of micro-projects implemented under the project for more than 3 years are still active;
- ii. By the end of the project, at least 80% of beneficiaries perceive positive social or environmental impacts as a result of project intervention;
- iii. By the end of the project, at least 80% of the stakeholders of the project perceive an improvement in their participation in the local and communal development process and activities;
- iv. By the end of the project, 80% of targeted communities perceive significant improvement in access to basic services because of project interventions; and
- v. By the end of the project, quantitative impact evaluation of project is positive.

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<sup>1</sup> Please refer to 2.1 Project Preparation, Design and Quality at Entry.

### 1.3 Revised PDO (as approved by original approving authority) and Key Indicators, and reasons/justification

10. No changes were made to the PDO: it was assessed during Mid-Term Review (MTR) and during the Additional Financing (AF) preparation that PDO remained fully relevant to rural community needs. However, PDO indicators were revised, for the reasons indicated in Table 1 below.

**Table 1: Original and Revised PDO indicators**

PDO indicators At Appraisal	Revised PDO indicators
	<i>[Core Sector Indicator introduced]</i> <b>Indicator 6:</b> Number of direct project beneficiaries (including women)
<b>Indicator 1:</b> By the end of the project, at least 75% of micro-projects implemented under the project for more than 3 years are still active	<i>[Rephrased to better capture income increase]</i> <b>Indicator 7:</b> At the end of the project, at least 60% of the productive projects have generated average annual income per member superior to the daily poverty line
<b>Indicator 2:</b> By the end of the project, at least 80% of beneficiaries perceive positive social or environmental impacts as a result of project intervention	<i>[Dropped]</i> <i>Perception indicators not sufficiently relevant to properly assess project impact; need to reduce the number of indicators</i>
<b>Indicator 3:</b> By the end of the project, at least 80% of the stakeholders of the project perceive an improvement in their participation in the local and communal development process and activities	
<b>Indicator 4:</b> By the end of the project, 80% of targeted communities perceive significant improvement in access to basic services because of project interventions	<i>[Rephrased]</i> <b>Indicator 8:</b> By the end of the project, 80% of villages supported by the project have adequate access to basic social services (Clinic within 15km, School within 5km and 1 water access for 400 people)
<b>Indicator 5:</b> By the end of the project, quantitative impact evaluation of project is positive	<i>[Dropped]</i> <i>Vague and difficult to measure</i>
	<i>[New indicator] to capture the environmental objective included the PDO</i> <b>Indicator 9:</b> By the end of the project, at least 50% of community-based organizations have implemented improved natural resources management practices

Source: Additional Financing Project Document, September 2010.

### 1.4 Main Beneficiaries

11. The primary beneficiaries of the project were: (i) the rural populations living in the 1,000 villages targeted under the project disseminated in the four targeted regions, namely Mopti; Timbuktu; Segou; and Sikasso through their local community-based organizations which received grants for any productive microprojects they deemed important as long as they meet eligibility criteria; and (ii) rural communes which received grants to co-finance social and socioeconomic infrastructure and natural resource management and biodiversity conservation. Additional beneficiaries were private advisory providers, regional and local public services and NGOs.

## 1.5 Original Components

12. The project included four main components: Component A: Capacity Building; Component B: Communal Initiatives Fund (CIF); Component C: Local Productive Initiatives Fund (LPIF); and Component D: Project Management, Monitoring and Evaluation, and Knowledge Management.

13. **Component A. Capacity Building (US\$13.8 million)** aimed at: (i) empowering communities to help them increase their participation in the decentralization and local communal development processes; and (ii) ensuring sustainability of investments by strengthening communities' capacities in programming, designing and properly managing collective investments, as well as undertaking income generating and productive activities. It included three sub-components: (i) Information and mobilization of communities; (ii) Capacity building of grassroots communities and decentralization stakeholders; (iii) Capacity strengthening of service providers for communities.

14. **Component B. Communal Initiatives Fund (CIF) (US\$15.6 million)** was to provide financial and technical support services for investments with public-good characteristics (social and environmental) within the Communal Development and Investment Plans. It included two sub-components: (i) Communal demand-driven Investment Grants and (ii) Communal Technical Support Services.

15. **Component C. Local Productive Initiatives Fund (LPIF) (US\$23.8 million)** was to provide financial and technical support services for local community-based investments with private good characteristics. It included two sub-components: (i) Local Productive Demand-driven Investment Grants and (ii) Local Technical Support Services.

16. **Component D. Project Implementation, Coordination, Monitoring & Evaluation, and Knowledge Management (US\$9.4 million)** included: (i) at the national level, support for project coordination and overall management, and (ii) at the regional level, support for project execution. At the central level, a Project Implementation Unit (PIU, referred later as BCG/PACR) was established under CSLP oversight, and responsible for the execution of parts A and D of the project and for coordinating all activities under the project, in particular for providing funds to the regional PIUs, overall financial management and procurement, M&E, communication and knowledge management, and a provision of studies and services as required. At the regional level, the four Regional PIUs were responsible for the execution of Part C activities in the four selected regions.

## 1.6 Revised Components

17. Additional Financing approved on September 30, 2010 included another component named Assistance to rural primary schools, health care associations and community health centers aimed at providing social assistance to rural primary schools, rural community health centers (CSCOM) and health care associations ("*Mutuelles de santé en milieu rural*"). This new component (**Component E**) was created and implemented by the BCG/PACR to help management committees of rural primary schools and CSCOMs, as well as health care associations in the project area.

## 1.7 Other significant changes

18. **Additional Financing (AF) approved on September 30, 2010.** This AF was in response to the effects of the global financial crisis in 2009/10. Significant changes were implemented with the AF and led to: (i) increasing the Bank's financial contribution to existing project activities, with the exception of those under Component B (this component received additional funding from previous unallocated resources); (ii) adding a new component to provide social assistance to rural primary schools, rural community health centers (CSCOM) and health care associations ("*Mutuelles de santé en milieu rural*"); (iii) a reallocation of unallocated budget of the original Credit and among other categories; (iv) a revision of the results framework; and (v) an extension of the closing date from June 17, 2012 to June 17, 2013 so as to allow sufficient time to properly deliver proposed additional activities and provide adequate support to rural community-based organizations. As such, the AF complied with OP/BP13.20 as additional funds were used within three years of the closing date of the original project. Some modifications were agreed with respect to the results framework to ensure realism in the targets, as well as consistency between the intermediate outcomes and the PDO outcomes and their indicators, as well as to capture the additional outcomes and outputs that were envisaged to be generated under the AF.

19. Additional activities were aimed to support rural community-based organizations affected by financial crisis and the lingering of the food and oil price crises. Since then, international food prices dropped and weather conditions also improved. As a result, local food prices dropped and available in higher quantities. The project was to help community-based organizations restore and strengthen their capacities in managing and delivering social and productive services.

20. **Refinement of the Results Framework.** As part of the AF appraisal, it was agreed with GoM, and in consultation with AFTRL, to reduce the number of indicators as there were too many (12 in the legal agreement) and some of them not fully relevant, focusing mainly on project activity, processing and outputs. The objective was to simplify the results framework by keeping one or two indicators per component as per current. Specific indicators were added to measure progress in implementing the proposed AF and its impact on rural communities.

21. *AF budget allocations:* Allocation of additional funds is shown in Table 2 below: (i) Financial resources were channeled to community-based and producer organizations through components E and C respectively; (ii) a large share of the AF was dedicated to training (40%); and, (iii) 10% of the AF offered additional resources to field operators to facilitate project implementation, along with additional resources for BCG/PACR supervision and M&E.

22. Based on MTR conclusions and recommendations, the Bank and the project team took the opportunity of the AF appraisal to reallocate unallocated funds to mainly cover overrun for certain categories of expenditures. The proposed budget reallocation aimed also at strengthening training and advisory services to community-based and producer organizations, especially for technical and management advice, along the lines as agreed during the recent MTR of the original project.

23. *Under Component D*, some costs were underestimated at appraisal for the coordinating activities at the national level supervising and investments at the regional and local levels. Inflation and increasing fuel prices have also led to overrun of operating costs. Additional staffs were recruited to strengthen the BCG/PACR, especially for supervising a large number of small-scale investment projects. Along the same lines, regional PIUs were strengthened with one assistant to the regional coordinator to ensure a closer monitoring of field operators and a stronger dialogue with regional authorities, decentralized public services and local governments. Some training and communication costs were also supported by this component.

**Table 2: Budget reallocation of unallocated funds of the original credit**

Component	Initial allocation (MUS\$)	Additional financing (MUS\$)	Total (MUS\$)
A- Capacity building	12.1	1.3	13.4
B- Communal initiatives fund	11.0	0.0	11.0
C- Local productive initiatives fund	23.1	2.4	25.5
D- Project implementation, coordination, M&E, and knowledge management	6.2	2.5	8.7
E- Assistance to rural primary schools, health care associations and community health centers	0.0	5.0	5.0
Unallocated	6.5	0.0	6.5
PPF refinancing	1.1	0.0	1.1
<b>Total</b>	<b>60.0</b>	<b>11.2</b>	<b>71.2</b>

*Source: AF-Project Document, September 2010.*

24. **Second Additional Financing.** Under GOM's request, in early 2012, a second AF was under preparation. This AF, in a proposed amount of US\$5 million (soon to be increased to US\$10 million), aimed at extending PACR activities in the north, covering Kidal and Gao Regions. This second AF was to be prepared by the Bank under emergency preparedness for emergency projects. However, due to the quick deterioration of the security and war situation in northern Mali, and the Bank upholding its engagement and operations under OP7.30; this AF had to be dropped while at appraisal stage.

25. **Level 2 Restructuring.** Due to crisis situation in northern Mali in early 2012, OP 7.30 was implemented and Bank activities in Mali were suspended for six months. About a year later, a Level 2 Restructuring was prepared and processed end of May 2013, aimed at extending PACR closing date from June 17, 2013 to December 31, 2013 so as to make up for the implementation delays recorded following triggering of OP 7.30.

## **2. Key Factors Affecting Implementation and Outcomes**

### **2.1 Project Preparation, Design and Quality at Entry**

26. **Soundness of Background analysis.** The PAD adequately described the country context and the fact that poverty reduction and growth in rural areas is severely constrained by poor natural endowments (erratic rainfalls, fragile soils leading to short seasonal agricultural activities), limited public infrastructure and social services (poor water quality, poor sanitation, lack of roads and schools and inadequate health care,



limited and unevenly distributed rural infrastructure), weak programming and a lack of access to financing for public and private investments. In this context, GoM requested the Bank's assistance to anchor innovative ideas to successfully tested development activities in two preceding projects (NRM Project and the Grassroots Initiatives to Fight Hunger and Poverty Project - PAIB) and the Bank responded positively because (i) GoM's vision to combat poverty in the rural areas matched Bank's priorities; (ii) GoM had demonstrated a clear vision of coherent, complementary policies and strategies and support decentralization; (iii) as lead donor of the Agricultural sector, the Bank paid a crucial role in harmonizing development partners' efforts; (iv) GoM specifically requested continued Bank support to poverty alleviation in rural areas through economic and social development, sustainable (agriculture and non-agriculture) economic growth, employment and income generation, private sector development, human capacity development and natural resources protection.

27. **Assessment of Project Design.** PACR design was sound with regards to Mali's overall context and CAS, showing that poverty remained mainly a rural phenomenon in the country and project components clearly took this into account.

28. **Relevance of Strategy and Intervention.** PACR objectives vis-à-vis the approach and resources in place to reach them is considered relevant. The soundness of the approach based on decentralized and participatory development of grassroots communities, the implementation of project by communes in the context of decentralization and monitoring - close support of beneficiaries of sub- projects by Community Development Field Agents (*Agent de Développement Communautaire - ADC*), private providers or agents contracted by GoM is established. Likewise, the implementation agency (the Ministry of Social Development), while the coordination, supervision and monitoring of PACR implementation was carried out by a national committee and regional and local committees contributed much to PACR success and expanded its positive effects and impacts as evidenced by performance indicators and intermediate outcomes, which were all achieved.

29. **Alignment with CAS.** Activities to be supported under PACR were fully aligned with the CAS for 2004-2006, which specifically focused on poverty alleviation in rural areas through social development, sustainable (agriculture and non-agriculture) economic growth, employment and income generation, private sector development, human capacity development and natural resources protection.

30. **Components.** As indicated in section 1.5, Project components focused on the main factors affecting poorest communities in rural areas with capacity building, investments with public good characteristics and investments with private good characteristics.

31. **Implementation Arrangements.** Proposed arrangements were appropriate and designed in line with decentralization framework defined in the 1993 decentralization law, especially with regards to rural communes.

32. **Risks.** Major risks were identified correctly during Project preparation. They included PDO risks related to: (i) lack of political commitment to the implementation and decentralization policy and for community development efforts; and (ii) inadequate maintenance of public infrastructure. Risks related to results for Project components

included: (i) lack of overall project implementation capacity; (ii) absence of coordination with other programs and agencies; (iii) inefficient or inappropriate use of funds transferred to beneficiaries; (iv) weak performance from public and private service providers; (v) Inefficient and uneconomical use of funds for non-Project related purposes; and (vi) difficulties in meeting fiduciary reporting requirements. The proposed measures to mitigate these risks were generally appropriate and adequate.

33. **Project Preparation.** Project preparation was well thought out, comprehensive and responsive to the strategic context and led to effective implementation and achievements of key outcomes. PACR preparation benefitted from updated national policies, strategies (PRSP) and priorities as well as GoM's strong commitment to build on previous project: The Grassroots Initiatives to Fight Hunger and Poverty Project (PAIB), which brought an appropriate balance among investments and capacity building, specific attention to participation, which were at the core of GoM's decentralization strategy, particularly in rural areas.

34. The preparation of PACR started rapidly, while PAIB was still under implementation. PACR largely capitalized PAIB experience poverty reduction and sustainable development based on the realization of sub-projects initiated by grassroots communities, in direct response to their requests. Satisfactory results from PAIB in the Mopti region, particularly in terms of improving the living conditions of the most disadvantaged rural communities to strengthen their capacity to participate in the project and strengthening the partnership between grassroots actors (communities, NGOs, technical services, private providers). Though not a second phase or an exact follow up, PACR is a Community-Driven Development (CDD) Project and its design incorporated lessons learned from PAIB, which only covered Mopti and possibly other regions through pilot operations. However, PAIB pilot experience had demonstrated that the responsibility for the execution of investment projects could be transferred to the beneficiary communities and PACR fully took this major lesson into account. PACR preparation involved a large number of stakeholders from different sectors and organizations in the preparation process.

35. The PCN review meeting was held as early as October 2002 with proposed Board date in November 2003. However, it took almost three years to finalize the project design and bring the project to the Board on September 15, 2005 due to: (i) a change of TTL in early 2004 as well as (ii) the time needed for GoM to discuss and decide which Ministry was to host the Project, which took almost a year.

36. **Appraisal, Negotiations and Project Launch.** Appraisal was carried out in February 2005 and Negotiations initially planned for April 2005 took place in June 2005. The Project ratification process by the Malian parliament was lengthy and delayed declaration of effectiveness and project launch, which took place respectively on March 24, 2006 and May 16, 2006.

37. The Quality Assurance Group (QAG) did not assess Quality at Entry.

## **2.2 Implementation**

38. *Component A: Capacity Building* enabled 80% of communities that have benefited from a socio-collective or productive investment through PACR to still have

functioning management committees at Project closing. To achieve these results, the project supported extensive capacity building program and no less than 251 private service and training providers benefited from project support for capacity building for the improvement of the quality of their services and the development of their activities. In total, during the life of the Project, approximately 75,065 training sessions were held for the benefit of 477,852 people (from an objective set for 350,000 direct beneficiaries), among which 50.29% were women.

39. *Component B: Communal Initiatives Fund* assisted communities in the design and implementation of 501 socioeconomic investment micro-projects, with strong technical and economic training sessions to communes and the CBO (from an objective set for 450 social, cultural and economic investments). The 501 socio-collective projects covered a vast range of areas: investments in education are predominant with 43.82% followed by those in health with 22.71%, hydraulic 16.93% and 15.54% for commercial facilities. As regards attendance rate, 95% of social investments financed by the project have seen an increase (from an objective of 90%).

40. *Component C: Local Productive Initiative Fund* enabled 910 sub-projects to be implemented through financing agreements signed with regional offices (from an objective of 900). The CBOs were fully in charge of their micro-project management with the power to hire and pay all service providers involved in their design and implementation stages. In terms of coverage, the region that benefited the most is Sikasso, with 32.63% of the sub-projects, followed by Mopti with 28.24% of the sub-projects. Out of 910 sub-projects, infrastructure works and equipment purchase was completed for 906 sub-projects, giving a completion rate of 99%. The rate of female organizations that benefited from these sub-projects was 39%.

41. *Component D: Project Implementation, Coordination, Monitoring & Evaluation and Knowledge Management* supported the PIU (BCG/PACR) in managing and implementing PACR as well as the four PIUs in the regions. The results set for this component were all met with 14 multi-stakeholder workshops held (objective set at 14, completion rate of 100%) and 12 activity reports produced and approved by both the national steering committee and the Bank (objective set at 12, completion rate of 100%). At central level, the coordination of activities was performed in a satisfactory manner by the BCG/PACR, readily available to identify malfunctions and proposed measures to correct weaknesses. At Regional level, the four regional PIUs generally played their roles although they did not manage to consistently support field activities due to work overload. However, they were able to establish good relations with administrative authorities, technical services, apex organizations and especially with the Regional Branches of ANICT and coordinators of ODC.

42. *Component E: Assistance to Rural Primary Schools, Health Care Associations and Community Health Centers* enabled 95% of the social associations that benefitted from the project social assistance to function properly (from an objective of 90%). As part of this component, micro-grants were signed on behalf of 541 members for a total of XOF 1,014,552,187 for the management of schools, health centers and health mutual funds and also in view to purchase equipment and personnel, maintain their infrastructure and benefit from training.

43. *Mid Term Review.* The MTR, initially planned for early 2009, was conducted in May-June 2010 so as to allow sufficient time for data collection. MTR Results showed that project implementation was progressing satisfactorily towards PDO and key monitoring indicator achievements. It also provided recommendations to improve procurement procedures at the communal level and to strengthen the technical and financial viability of productive investments carried out by rural producer organizations so to ensure sustainability of the community-based initiatives and social and productive investments.

44. *Additional Financing.* Changes were required and implemented as part of the AF approved on September 30, 2010; which was implemented in view of Mali's situation with the 2008 food price crisis and the 2009 economic and financial crisis as well as some external shocks (insufficient rainfall and floods), lower remittances and tourism-related incomes. At time of the AF, PACR implementation was moving at a very good pace with disbursement already at 70% of the original credit and in view of the need for GoM to allocate scarce resources to programs that were well targeted, cost-efficient and promoted demand for health and education, PACR provided the adequate and one of the few instruments readily available to address the various crises affecting poor populations of Mali. Project was scaled up to provide direct assistance to rural communities and the poorest groups of communities affected by the crisis. Changes related to the AF are detailed in 1.7.

45. *Implementation difficulties.* The main factors that impacted project implementation were some procurement delays as well as Financial Management difficulties that mainly affected Component B. An early audit showed that procurement was not adequately performed at communal level: XOF 80 million were not disbursed following procedures. The Bank requested reimbursement of these funds, which was done by GoM. Thereafter, special procurement and financial management training was organized by the Bank to help the project to adequately address fiduciary issues. Technical audit was also carried to ensure that micro-projects were well designed and adequately implemented. When problems surfaced, the implementation agency proceeded with the recruitment of Engineers to closely supervise the micro-projects.

46. *Results Framework.* Early during implementation, it appeared that there was an issue with the Results Framework indicators: as early as October 2006<sup>2</sup>, following a clinics organized by AFTKL, the Team was advised to switch one of the intermediate outcome indicator to a PDO indicator in order to meet OPCS criteria on the availability of outcome indicators and baseline data. This was further formally approved at time as part of the AF appraisal. Following discussions, it was agreed with GoM, and in consultation with AFTRL, to reduce the number of indicators as there were too many (12 in the legal agreement) and some of them not fully relevant, focusing mainly on project activity, processing and outputs. The objective was to simplify the results framework by keeping one or two indicators per component as per current. Specific indicators were added to measure progress in implementing the proposed AF and its impact on rural communities.

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<sup>2</sup> ISR#3 approved October 5, 2006.

47. *Military coup d'Etat of March 22, 2012.* The conflict in Northern Mali ensued to a Military coup d'Etat and led to looting of equipment and vehicles and the closing of the Regional PIU in Timbuktu; and the suspension of disbursement by the Bank for six months resulting from OP 7.30 triggering. Crisis situation in Northern Mali from March 2012 onwards had an impact on implementation, which led to the suspension of PACR activities in this region in view of security situation and closing of the Regional PIU. As a result, implementation of 59 subprojects was stopped due to the displacement of beneficiaries to the south or neighboring countries. After military intervention in January 2013, and general improvement in Timbuktu region, projects resumed and were completed.

48. *Extension of Closing Date.* The crisis situation from the war led to GoM requesting an extension of the Project closing date. As a result, the original closing date set to June 17, 2013 was extended until December 31, 2013 so as to make up for OP 7.30 suspension of disbursements and allow sufficient time to wrap up activities in view of Project closing.

### **2.3 Monitoring and Evaluation (M&E) Design, Implementation and Utilization**

49. For effective M&E activities of its interventions and components, PACR had adopted an M&E system at two levels: (i) the monitoring of the implementation carried out by the various units involved in PACR; and (ii) the monitoring of the impact conducted by consultants at mid-term and at final evaluation. Overall, the M&E system performed adequately throughout project implementation. It remained fully operational with a computerized database as well as data at the central level at BCG/PACR and at regional level of each regional PIU. Information feedback from the field to the central level took place electronically. The M&E system was even able to provide an initial analysis of information and data available in the form of tables and charts, as well as types of socio-collective and productive projects or geographical analyzes.

50. Initially, the results framework approved in the PAD included a long list of indicators at PDO level and outcome level. Quickly, there was a need to refine them<sup>3</sup> and one outcome indicator was upgraded to a PDO indicator so as to meet criteria on the availability of outcome indicators and baseline data. Preliminary baseline data from village sample surveys also reinforced the need to reduce and update indicators as it rapidly became clear that some proved difficult to measure or were no longer relevant. In view of this, performance indicators had not only to be reformulated to have real impact indicators but also to ensure consistency between the project document and the credit agreement.

### **2.4 Safeguard and Fiduciary Compliance**

51. *Safeguards.* Compliance with environmental safeguard is rated Satisfactory by the ICR. Two safeguard policies were triggered at appraisal: (i) environmental assessment (OP 4.01) and (ii) pest management (OP 4.09). Compliance of the Environmental and

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<sup>3</sup> The refinement of indicators (simplification and reformulation) initiated during MTR was deepened so as to allow a final review of the results framework. The appraisal mission of the AF for PACR allowed an official validation of indicators in the credit agreement. The AF approved on September 30, 2010 did streamline indicators (through dropping/rephrasing/upgrading) so as to keep 4 of them at PDO level and 9 outcome indicators (2 for components A, B, C and D, and one for component E).

Social Management Framework appeared satisfactory. Good environmental practices at the level of sanitation, waste management (solid and liquid) management of natural resources and safety have been implemented and widely adopted by beneficiaries with support of the different training provided by PACR. The MTR confirmed that elaboration of community-based investments included a proper analysis and anticipations of their potential adverse impacts on the environment. Relevant preventive measures were provided to beneficiaries and included in the technical design and budget of micro-projects. Additional training programs were recommended along with a closer supervision of investment implementation by regional directorates in charge of environment protection and found effective as final data collected demonstrated a satisfactory implementation of Environmental Management Framework Plan level. No social safeguard policy was triggered through the implementation of the project.

52. *Procurement.* Procurement for the project is rated Moderately Satisfactory by the ICR as it was most of the time during implementation. Non-compliance with Bidding Code (*Code des Marchés Publics*) and IDA procedures by ANICT for component B led to poor micro-project quality and sustainability issues of physical investments early on in project implementation. However, corrective measures were introduced after an implementation mission raised this issue through (i) comprehensive procurement review, (ii) adoption of a manual of procedures for CIF (iii) suspension of additional ANICT's Special Drawing Right until implementation of (i) and (ii) for concerned communes (iv) strengthen training programs for communes on procurement aspects (not only procedures but also transparency, consultation of technical services, etc.).

53. *Financial Management.* Financial Management is rated Satisfactory by the ICR despite difficulties encountered particularly with ANICT in charge of management of component B. The FM system took a long time to be established at ANICT for accountability and IFR preparation and was only put in place in 2008. Further, at the beginning, IFR timely submission proved difficult and delays were experienced (for component A and C) or very late submission (for component B). In 2008, a technical audit of ANICT was conducted and found ineligible expenditures of about XOF 70 million. Accountability was also dealt with in 2009 when Regional PIUs started using adequate FM software (TOMPRO) to produce and feed financial data to BCG/PACR. Despite issues raised, FM largely improved over time and was rated satisfactory in ISR by mid-July 2010 after ineligible expenditures made by ANICT had been reimbursed and the overall financial management of the project improved. Audit reports were delivered on time and were not qualified.

54. It is worth to note that project stakeholders and elected officials did benefit from trainings in procurement and financial management which greatly helped them not only to get a better understanding of these critical aspects but also to help PACR operate more smoothly as well as improve governance.

55. *Project disbursement.* Disbursement is rated Satisfactory by the ICR. Delays in disbursement were occasioned due to contract delays and the suspension of disbursement after the military coup d'Etat and triggering of OP 7.30. Disbursements accelerated thereafter and reached 84% in September 2012. By closing date (December 31, 2013), the project had disbursed 100% of the original credit IDA 41130 of US\$60 million and 99.8% of the AF credit IDA 48230 of US\$11.2 million.

## **2.5 Post-completion Operation/Next Phase**

56. The post project phase builds upon the recently-approved Reconstruction and Economic Recovery Project (P144442), which was largely designed based on the PACR approach as it includes activities aimed at: (i) supporting productive investments to mitigate the impacts of the crisis on communities in northern Mali; (ii) strengthening communities and communes' capacities to plan, prioritize and implement local development activities; and (iii) promoting local governance.

57. The institutional challenges of the decentralization reforms and the necessarily gradualist approach to capitalize on project implementation experience has lead GoM to: (i) support the structuring, organization and implementation of local and regional services resources for community support to productive and socio-collective investments; (ii) continue strengthening the operational capacities of technical services for the monitoring, supervision and advisor of community subprojects; (iii) consider synergies with current programs and projects (PAPAM, accelerated Northern Development, etc.) to support the needs of consolidation and sustainability of sub-projects supported by PACR; (iv) extend the project interventions to other communities and communes; (v) put in place a post project follow-up work to encourage and support beneficiaries in maintenance of their equipment. GoM has been informed that sustainability of PACR and similar community-based project will hinge, above all, on an enabling institutional and regulatory framework and accountable community organizations. This aspect, according to Malian authorities, is at the top of their agenda in the process of deepening the decentralization process.

58. Other current Bank operations that have worked closely with PACR and play a role in ensuring sustainability include: (i) the Agricultural Competitiveness and Diversification Project (PCDA), (ii) the Agricultural Productivity Support Project (PAPAM), and (iii) the West Africa Agricultural Productivity Program / Mali Project (WAAPP). In addition, the Technical Assistance Support to Rural Financial Institutions Project will also strengthen their capacity to facilitate their interventions and resolution of the crucial problem of rural finance. Projects executed by other technical and financial partners could also contribute to the sustainability of PACR actions. In this perspective, the government should play a key role in coordinating actions to ensure a convergence of actions.

## **3. Assessment of Outcomes**

### **3.1 Relevance of Objectives, Design and Implementation**

59. The Project objectives, design and implementation were entirely consistent with GoM's decentralization strategy and still remain relevant today. Poverty in rural areas remains high despite the fact that the country has seen a decrease in its poverty rate from 55.6% to 43.6% between 2001 and 2010<sup>4</sup>; the number of people considered poor has risen from 6.1 to 6.6 million people over the same period. The poor still rely heavily on agriculture for their income.

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<sup>4</sup> World Bank (2012), *Republic of Mali: Poverty and Gender Notes*, December, Washington D.C.

60. The project through its design effectively assisted GoM in setting up its decentralized rural development mechanism at all levels (village, provincial and national levels). Decentralization remains at the heart of Mali Economic and Social Development Strategy, which was reaffirmed during the recent 3-day seminar on Decentralization held in Bamako in October 2013, following the election of the new head of State. This initiative was strongly supported by all Development Partners, especially as the country is slowly recovering from crisis. In this perspective, PACR approach was of paramount importance. The recently approved Reconstruction and Economic Recovery Project, with focus on the development –security nexus in Northern Mali, was largely designed based on the PACR approach, thereby supporting the notion that PACR’s design was highly relevant.

61. Component A objectives were directly supporting pillar 2 of PRSP aimed at institutional development, while Component B and C objectives supported pillar 3 and 4 of PRSP directed respectively at (i) developing human resources and access to quality basic services; and (ii) building basic infrastructure and developing productive economic activities. Component E introduced as part of the AF also supported Pillar 3 of Mali PRSP.

62. Based on the above, the Relevance of Objectives and Relevance of Design are both rated “High” by the ICR Team.

### **3.2 Achievement of Project Development Objectives**

63. Overall, the PACR was successful in achieving its Development Objective, as measured by indicators set for the Project. These achievements are significant considering the difficult context experienced by the Project in 2012 and 2013 with the war.

64. The first part of the development objective (“to improve the living conditions of project-supported rural communities in terms of access to basic socio-economic services”) was measured through two PDO indicators – the number of direct project beneficiaries (including women) and the percentage of villages supported by the project have adequate access to basic social services (Clinics within 15 km, School within 5 km and 1 water access for 400 people).

65. The second part of the development objective (“to improve the living conditions of project-supported rural communities in terms of a sustainable increase in incomes, while promoting improved natural resources management practices”) was measured through two PDO indicators – the percentage of productive projects having generated average annual income per member superior to the daily poverty line and the percentage of community-based organizations having implemented improved NRM practices.

66. The PDO was not changed during Project lifetime. The PDO has been achieved based on PDO indicators results as well as the ones for the intermediate outcome indicators. DO rating in final Project ISR was satisfactory, in line with assessment. There were four key performance outcome indicators for the achievement of the PDO following adjustments made by the AF of September 2010. All four PDO indicators were fully achieved and outpaced their targets.



- **Indicator 1: Number of direct project beneficiaries (including women).** This indicator is fully achieved and largely above its target. In total, 477,852 beneficiaries, among which 50.29% were women; directly benefited from project assistance (against 350,000 targeted). Beneficiaries received a wide range of capacity building programs, which helped them design and implement socio-collective investments and productive investments effectively.
- **Indicator 2: At the end of the project, at least 60% of the productive projects have generated average annual income per member superior to the daily poverty line<sup>5</sup>.** This indicator is fully achieved and above target. In total, 63% of productive projects have generated average annual income per member superior to the daily poverty line (target was set at 60%) thanks to the large array of support provided under PACR.
- **Indicator 3: By end of the project, 80% of villages supported by the project have adequate access to basic social services (Clinic within 15km, School within 5km and 1 water access for 400 people).** This indicator is fully achieved and largely above target. In total, 87% of villages supported by PACR have adequate access to basic social services, i.e. clinic within 15km, school within 5km and 1 water access point for 400 people. The target set for this indicator was 80%.
- **Indicator 4: By the end of the project, at least 50% of community-based organizations have implemented improved natural resources management practices.** This indicator is fully achieved and very significantly above target. In total, 70% of community-based organizations have implemented improved natural resources management practices (target set for this indicator was 50%) thanks to the wide range of capacity building programs put in place under PACR.

67. The Project's Efficacy rating is considered Substantial by the ICR Team. This rating is based on Projects results summarized in Section F of the Data Sheet looking at PDO indicators from Appraisal (some of which were dropped in September 2010 at time of AF) and the revised ones following the AF. As mentioned earlier, the following indicators were dropped for the reasons indicated:

- (i) By the end of the project, at least 80% of beneficiaries perceive positive social or environmental impacts as a result of project intervention *Perception indicators not sufficiently relevant to properly assess project impact; need to reduce the number of indicators*
- (ii) By the end of the project, at least 80% of the stakeholders of the project perceive an improvement in their participation in the local and communal development process and activities *Perception indicators not sufficiently relevant to properly assess project impact; need to reduce the number of indicators*
- (iii) By the end of the project, quantitative impact evaluation of project is positive *Vague and difficult to measure.*

68. The assessment of achievement of dropped PDO indicators is provided in the table below.

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<sup>5</sup> The poverty line threshold in Mali is defined at XOF 145,000 p.a. per person or XOF 398 per day.

**Table 3: Evaluation of dropped PDO indicators**

Original PDO indicators appraisal (Formally dropped in September 2010)	Evaluation
By the end of the project, at least 80% of beneficiaries perceive positive social or environmental impacts as a result of project intervention	<b>Achieved</b> by the end of the Project, based on the 2013 independent impact evaluation conducted, PACR support is perceived as satisfactory by almost all parents of pupils that were surveyed (98.7%). The vast majority of respondents in all areas (89.1%) positively appreciated the services rendered by employees and health centers, particularly in the regions of Sikasso, Mopti and Segou. The majority of the population (between 61% and 55%) that received water access points provided by PACR is satisfied.
By the end of the project, at least 80% of the stakeholders of the project perceive an improvement in their participation in the local and communal development process and activities	<b>Achieved</b> by the end of the Project, based on the 2013 independent impact evaluation conducted, surveyed PACR supported CBOs have seen improvement in their overall functioning through more regular statutory meetings (from 43% before PACR up to 66% after PACR), higher rate of renewal of the mandate of decision bodies' members (from 45% before PACR up to 62% after PACR), an higher number of CBOs related bodies with sufficient resources to operate (from 34% before PACR up to 50% after PACR).
By the end of the project, quantitative impact evaluation of project is positive	<b>Achieved</b> by the end of the Project, The 2013 independent impact evaluation that was conducted shows overall positive results of project interventions and among beneficiaries where the average rate of highly satisfied people among the three regions of Sikasso, Segou and Mopti is 87.6%. More specifically, (i) on schools, more than 98% of surveyed parents of pupils were satisfied; (ii) on health services, more than 89% of surveyed people were satisfied; (iii) on water access points, more than 57% of surveyed people were satisfied.

Source: ICR Team.

69. In September 2010<sup>6</sup> and before processing of the AF which notably lead to the above PDO indicators to be dropped, progress towards PDO and Project implementation were both rated satisfactory and the original credit IDA 41130 of SDR40.4Million and reached a disbursement rate of 70% or SDR 28.24 Million disbursed. At time of Project closing, the project had disbursed 100% for IDA 41130 and 99.8% of IDA 48230 of US\$11.2 million. Table 4 below provides split rating of the Project comparing original PDO indicators and revised PDO indicators versus ratings and disbursements. Results show that the overall rating achieved by the Project is considered Satisfactory.

<sup>6</sup> ISR#11 approved on September 17, 2010.

**Table 4: Ratings of Original PDO Indicators and Revised PDO Indicators**

		Against Original PDO indicators <sup>7</sup>	Against Revised PDO indicators <sup>8</sup>	Overall
<b>1</b>	Rating	<i>Satisfactory</i> <sup>9</sup>	<i>Satisfactory</i> <sup>10</sup>	
<b>2</b>	Rating Value	5	5	
<b>3a</b>	Weight (% disbursed before/after PDO indicators' change) of the original credit	70% <sup>11</sup>	30%	
<b>3b</b>	Weight (% disbursed before/after PDO indicators' change) of the additional credit <sup>12</sup>	-	100%	
<b>4a</b>	Weighted Value (original credit - 2 x 3a)	3.5	1.5	5
<b>4b</b>	Weighted Value (additional credit - 2 x 3b)	-	5	5
<b>5</b>	Final Rating (rounded)			<i>Satisfactory</i>

Source: ICR Team

70. The assessment for each intermediate outcome indicator is presented below (see details in Annex 2).

71. ***Intermediate Outcome indicator #1: “By the end of the project, at least 75% of the communities that have benefited from a socio-collective or productive investment under the project still have functioning management committees”.*** This first indicator related to Component A and was fully achieved, and exceeded the target. In total, 80% communities benefited from socio-collective or productive investments under the project with functioning management communities, thus surpassing the set target of 75%.

72. ***Intermediate Outcome indicator #2: “By the end of the project at least 200 private service and training providers have benefited from project support for capacity building for the improvement of the quality of their services and the development of their activities”.*** This second indicator was also linked to Component A and was fully met: 251 private service and training providers did receive support from the project in capacity building aimed at improving the quality of their services and development of their activities. It exceeded the target, which was set at 200.

73. ***Intermediate Outcome indicator #3: “At least 450 social, cultural and economic investments have been implemented, together with corresponding training and technical and economic support”.*** This third indicator related to Component B and was largely achieved: 502 social, cultural and economic investments were actually

<sup>7</sup> ISR#11 approved on September 17, 2010.

<sup>8</sup> Following Additional Financing approved September 30, 2010.

<sup>9</sup> Rating from ISR#11 approved on September 17, 2010.

<sup>10</sup> Rating from ISR#18 approved December 27, 2013.

<sup>11</sup> ISR#11 approved on September 17, 2010.

<sup>12</sup> See footnote 7.

implemented, together with corresponding training and technical and economic support. It exceeded the targeted indicator, set at 450.

74. ***Intermediate Outcome indicator #4: “90% of social investments financed by the project have increasing attendance rate”***. This fourth indicator was introduced as part of the AF approved in September 2010 and linked to Component B. The indicator has been fully met, reaching 502 social, cultural and economic microprojects implemented, together with corresponding training and technical and economic support; and exceeding the target for this indicator, set at 450.

75. ***Intermediate Outcome indicator #5: “By the end of the project: at least 900 productive investments have been implemented, together with the corresponding technical support, assistance contract or training”***. This fifth indicator related to Component C and has also been reached: 906 productive investments have been implemented, together with the corresponding technical support, assistance contract or training; over the target for this indicator, set at 900.

76. ***Intermediate Outcome indicator #6: “By the end of the project, 75% of the socioprofessional groups that have benefited from a productive investment under the project are still properly functioning and making profits”***. This sixth indicator related to Component C and was also fully achieved: 80% of socioprofessional groups that benefited from a productive microproject are still properly functioning and making profits; which exceeded the target for this indicator of 75%.

77. ***Intermediate Outcome indicator #7: “Throughout the execution and at the end of each year, the project holds a multi-stakeholder workshop for assessing annual results and planning next year investments and activities”***. This seventh indicator related to Component D and was also fully met: 14 multi-stakeholder workshops for assessing annual results and planning next year investments and activities were organized throughout project life; in line with the target set at 14 for this indicator. It is reasonable to assume that in view of the results obtained under the project, regular meetings held were instrumental to achieve them, get adherence of key stakeholders to the project as well as its ownership.

78. ***Intermediate Outcome indicator #8: “Throughout the execution, all activity reports have been validated by the national steering committee and the Bank”***. This eighth indicator also related to Component D and was achieved: 12 reports were produced and validated by the Project national steering committee and the Bank; in line with the target set at 12 for this indicator.

79. ***Intermediate Outcome indicator #9: “By the end of the project, 90% of the social associations that have benefitted from the project social assistance are functioning properly”***. This ninth and last indicator was introduced as part of the AF approved in September 2010 and was linked to Component E, introduced during the AF preparation. The sole indicator of Component E was largely met: 95% of social associations that benefited from the project social assistance were functioning properly at project closing against a target of 90%.

### 3.3 Efficiency

80. Due to the demand-driven nature of the project, PACR did not include a very detailed economic and financial analysis. Scenarios used the With Project (WP) and Without Project (WOP) situation for 7 possible productive investments. In 2013, the BCG/PACR commissioned an independent impact study. It was designed as a beneficiary assessment regarding project approach and inputs, and perception by beneficiaries of improvement in their livelihood.

81. Conclusions of this study were extremely positive: PACR supports recorded high rates of satisfaction: (i) on schools, more than 98% of surveyed parents of pupils were satisfied; (ii) on health services, more than 89% of surveyed people were satisfied; (iii) on water access points, more than 57% of surveyed people were satisfied.

82. The study also showed that out the 109 micro-projects that were sampled and surveyed, close to 9,300 jobs were created; half of it among women. By extrapolation to all the financed micro-projects, it can be inferred that PACR contributed to the creation of more than 77,000 jobs. Further impact was revealed both through knowledge of communities, and in terms of reinforced infrastructure and skills of CBOs. As such, the project may be considered as being efficient in supporting the PDO.

83. As regards component C where efficiency can be assessed (unlike other components where they are too difficult to measure in monetary or non-monetary terms as stated in the PAD), actual expenditures spent on productive investments are lower than estimated costs by about 10%. Based on actual figures, the project overall economic rate of return (ERR) is estimated at 28.4% over a 15 year period using a sample of 27 micro-projects covering five areas (village garden, dry crop, livestock, processing & trade and crafts), above the overall project ERR computed at appraisal, i.e. 13%. If adding two productive investments in bee keeping and aquaculture, the overall ERR found is 36.7% (over a 15 year period) also above the overall ERR calculated at appraisal, i.e. 13%.

84. Sensitivity analysis: For the 27 micro-projects covering five areas (village garden, dry crop, livestock, processing & trade and crafts), an increase in costs of 10% would reduce the overall ERR to 27.7%. A 10% cost increase coupled with a 5% decrease of benefits would reduce the overall ERR to 27.2%. When looking at productive investments in seven areas (the ones above plus bee keeping and aquaculture), an increase in costs of 10% would reduce the overall ERR to 33.5%. A 10% cost increase coupled with a 5% decrease of benefits would reduce the overall ERR to 32.1%.

85. Past experience from PAIB and PACR shows that communities generally choose investments with high rates of return that are sustainable. Through a decentralized decision-making process, it has been proven that the investment costs are low compared to similar micro-projects realized by different partners or government institutions. Economic and financial analysis undertaken for the diverse types of investments, although showing different rates of return, clearly demonstrate cost efficiency and high responsiveness of service delivery, which are essential for poor communities. Under the project's community-based approach, the savings in infrastructure costs were significant. This conclusion was echoed by local officials and community members. The quality of infrastructure was also perceived as good. Some local officials and community members estimated that the completed works were likely to have a longer lifespan than equivalent

government-built works. Several of the project's features contributed to these positive findings on efficiency. Community-led investments to develop infrastructure and build skills achieved cost efficiencies through cost savings. Community selection meant greater ownership of works prioritized and supervised by communities themselves. Overall, strict adherence to rules, accountability, and community decision making and inclusion reduced delays and waste of money.

86. In summary, efficiency is rated Substantial by the ICR Team: the project achieved substantive outcomes and impacts while costs involved in achieving the objective of PACR were reasonable in comparison with benefits, also taking into account that all its objectives were fully met.

### **3.4 Justification of Overall Outcome Rating**

Rating: *Satisfactory*.

87. The overall outcome rating is satisfactory considering that relevance of objectives, design and implementation was high and efficacy and efficiency both substantial. The CDD approach remains highly relevant in the Mali context. The need to provide adequate support to poor communities through strong capacity building, and community-driven investments remains entirely consistent to Mali's commitment to decentralization and community empowerment. The PDO of PACR has been met and included four PDO indicators which were fully met at closing and some of them were outpaced. Despite successes, numerous constraints to community development still exist; showing how critical the CDD approach remains to Mali.

### **3.5 Overarching Themes, Other Outcomes and Impacts**

#### **(a) Poverty Impacts, Gender Aspects, and Social Development**

88. *Poverty Impacts.* PACR significantly contributed to poverty reduction activities of the Social and Safety Development Program (PRODESS) of Mali and of PRSP as evidenced by the one of the key indicators of the project development objective. In fact, by the end of the project 63% of productive investment had generated annual income per member superior to the poverty line of XOF 172,000 in 2011 (i.e. US\$ 360). Moreover, the community-based organizations had benefited from capacity building, socio-, rural primary schools, health care associations and community health centers reinforcement. The PACR approach was based on a participatory approach at all levels, which was most successful. Targeting of the poorest groups through the participatory process at the community level also ensured appropriate representation of priorities of the poor in the selection of activities to be funded and was key to the success of the project. PACR interventions took place in rural areas where poverty is most prevalent, which implied that activities benefited mostly the poor. The impact survey confirmed that beneficiaries of productive investments have experienced a significant increase in their revenues above poverty line. Finally, through the AF approved on September 30, 2010; PACR supported the newly developed strategy of the line Ministry for the extension coverage of health mutual funds via a 50% of membership fees of its members in the regions which will contribute to alleviate poverty in the rural areas.

89. *Gender Impacts.* According to the beneficiary survey conducted, beneficiaries of project activities perceived significant changes in gender-related issues. The situation of women has considerably improved due to water and health infrastructures built, as well as associated sensitization programs in hygiene and family planning. In addition, the support for revenue generating activities have given women beneficiaries more opportunities to some financial autonomy. At the same time, the implementation of the program has opened the way for women to integrate village associations as equal partners like men and so to share the decision-making process at the community level. Project activities have also had positive effects on inter-communities and intergenerational relationships. These consist of peaceful conflict management between social groups with different interests and the promotion of youth involvement in decision making process, both contributing to more social equity and inclusion. The project has contributed significantly to the empowerment of women by (i) reducing the burden of chores with access to facilities, equipment, food processing in particular, and (ii) significantly increasing their employment, income and thus their participation in family expenses. In fact, a large proportion of productive projects funded under PACR (about 40%) benefited to women whose OSP constituted the vast majority (over 80%) of those who have succeeded in some areas. Finally, through PACR, women did benefit of better access to health related services through health centers.

**(b) Institutional Change/Strengthening**

90. **Implementing agencies.** PACR has built capacity of service providers to improve or strengthen their own capacity. Overall, 126 ADC/ODC, 64 public service officers and 255 private providers have received technical training, exchange visits and advisory services in poultry and artificial insemination, marketing and production techniques, food hygiene and quality control of food, pest and pesticide management, costing and financial analysis of productive investment projects, specific infrastructure management, contract management, rural entrepreneurship and crafts. The results of the impact study indicated an improvement in their performance, particularly in the areas of social mobilization, advisory support and technical training for grassroots actors. Private and public providers have particularly appreciated the impact of training on their performance in the areas of poultry, artificial insemination techniques for agricultural production, costing and financial analysis in productive projects, contract management and rural entrepreneurship and crafts. Skills and capabilities of PACR staff were strengthened in the areas of decentralized participatory development; procurement and utilization of various software in management, M&E, etc. These trainings have helped to significantly improve the performance of PACR staff.

91. **At the line Ministry.** The capacity of local services of the Ministry of Social Development were strengthened through training and / or workshops in the fields of entrepreneurship and food hygiene, management and marketing, process of setting up mutual health funds etc. Overall, PACR has contributed significantly to the implementation of the fight against poverty Social and Health Development Program via the provision of socio- component community infrastructure in communes and communities, funding of productive investment projects that generate income, extension of mutual health funds and technical, financial and material support to the management bodies of these infrastructures.

92. On top of capacity building activities, in every major city of communes, ADC did organize a workshop aimed at updating the Social, Economic and Cultural Development Plan (PDSEC) with the participation of villages' representatives, and "deconcentrated" local technical services, CSOs and the private sector.

93. **Community level.** PACR interventions have introduced significant changes for the major players in grassroots development through improving: (i) access to basic social services and the management capacity of community-based organizations and the local Governments; (ii) income levels of rural producers and especially women producers who became more independent; and (iii) the performance of public and private service providers and NGOs involved in their advisory support and technical training of grassroots communities.

94. More specifically, PACR has helped to improve the conditions of access to basic social services of village communities in its areas of intervention. Figures have increased significantly in almost all project-supported schools, gross enrollment rates have improved significantly (on average, 81.3% in schools supported by PACR against 62-79 % on average in regions covered by the project). Also, the number of medical consultations has increased in community health centers, particularly antenatal medical consultations (around 100% for centers supported by PACR vs. 71% in Mopti and 77% in Segou) and assisted deliveries (around 97.5% of women gave birth at centers supported by PACR and the remaining 2.5% gave birth with the assistance of an health agent; vs. lowest rate of 33% in Timbuktu and the highest one of 63% in Sikasso) significantly higher for centers supported by PACR compared to regional averages. Finally, the coverage of drinking water needs of the people who benefited from the support of the project in hydraulics is 60% against 40% who buy from traditional water access points.

95. For populations that benefited from productive investments, at least two thirds of the projects socio-professional organizations have diversified their funding sources by accessing to other credit windows. Moreover, these organizations have created more than 77,000 jobs, including 38,400 jobs for women.

96. The project contributed to the introduction of major technical and technological innovations in dairy farming, poultry farming, fattening, regeneration of bourgoutières, fish packing, food processing products, organic manure production and carpentry. The adoption of these techniques and technologies has led to a steady increase in revenues in productive investments, especially for projects in livestock and agriculture. The lowest increase in revenues was recorded for productive investments in processing and crafts. The revenues from productive investments are mostly used to feed the family, buy inputs and equipment and support the education of children. PACR has favored large diversification of production activities especially in the areas of livestock and agriculture and intensification of agricultural production with the doubling of yields of certain crops, including rice and sesame.

97. **Governance.** PACR has provided a significant channel for the poor to access goods and for communities to exercise voice. PACR may enable the alignment of some local development funds and transfers from central government institutions with priorities set by communities, an improvement from previous conditions where the use of these



funds was based largely on political discretion. Moreover, the use of social accountability tools like participatory planning, budgeting, monitoring and project implementation would help develop relevant skills in local governments, citizens and civil society. This may encourage community volunteers to engage their elected local leaders. However, it seems challenging that these innovations and reforms will be sustained or expand beyond the PACR. PACR has given the communities their first taste of engaging local government in exercising voice in the choice, implementation and monitoring of sub-projects. But because of the absence of institutionalized processes for negotiation and voice in budgeting and planning, this experience may remain in a project bubble.

**(c) Other Unintended Outcomes and Impacts (positive or negative)**

N/A

### **3.6 Summary of Findings of Beneficiary Survey and/or Stakeholder Workshops**

See Annexes.

## **4. Assessment of Risk to Development Outcome**

Rating: *Moderate*

98. Risks to development outcome and sustainability of project achievements are assessed against institutional, economic/financial, environmental and social criteria and takes into account the exceptional circumstances experienced by PACR in 2012 with the military coup d'Etat. Overall, risk to development outcome is moderate considering the following factor, including: (i) the 2012 war and its consequences on PACR; (ii) the high ownership of project at all institutional levels (by GoM and beneficiaries through their organizations), (iii) the moderate financial risks linked to sustainability of the different investments, (iv) the relatively minor negative environmental impacts associated with the kinds of micro-projects implemented and (v) the high social significance of project activities (targeting poverty issues, inclusion of vulnerable groups, and balanced gender equity).

99. *The unforeseen and unavoidable risk of the 2012 military coup d'Etat and consequences on PACR activities was substantial.* With the coup of March 2012 and the security that quickly deteriorated in northern Mali, PACR activities were affected, particularly in Timbuktu region: the regional PIU could not continue to provide support to CBOs in the implementation of micro-projects because the regional PIU had to be closed. Beneficiaries and project resources losses were estimated at around XOF 400 million. At the same time, these effects were mainly confined to the Timbuktu region, while other regions covered by the project mainly suffered some delays in project implementation due to the crisis.

100. *The institutional risk to development outcome is low.* The project was able to push for institutional capacity building at governmental level to support the national program for decentralized rural development. At the commune level, the strengthening of the ADCs leading to the enhancement of provincial and local coordination among different partners is another positive impact minimizing institutional risk to the development

outcome. The new Reconstruction and Economic Recovery Project (P144442) includes one component aimed at supporting productive investments to redress the impacts of the crisis on communities and households in the north as well as one component aimed at strengthening the engagement of communities and communes in the planning, prioritization and oversight of local development activities, and to put in place elements of local governance. Further, the Technical Assistance Support to Financial Institutions Project in rural areas will strengthen capacities to ease interventions and the critical issue of access to financing in rural areas.

101. *The economic and financial risk to development outcome is moderate.* At appraisal, the major risk that could affect the project was inadequate maintenance of public infrastructures. This risk did not materialize as beneficiaries from infrastructure investments reflect their true priorities and did financially contribute to benefit from it. They do make an income sufficient enough to pay for O&M costs and appropriate management structures are in place, sufficiently skilled and able to set up and collect fees. It is clear that all of this was made possible with GoM maintaining its commitment for effective promotion of the decentralization process in line with decentralization laws in place.

102. *The environmental risk to development outcome is low.* According to the environmental and social assessment, the project was rated as a category ‘B’ project. Although two safeguard policies were triggered (the environmental assessment [OP 4.01] and pest management [OP 4.09]), project activities and selected types of sub-projects have only negligible environmental impacts.

103. *The social risk to development outcome is low.* PACR has played a major role in creating social capital in the concerned villages and has been instrumental to mainstreaming gender and social equity in the local development agenda. However, traditional social structures continue to hamper these positive developments, and women’s participation in the decision-making process still has room for improvement. The project’s contribution to revitalizing various community level organizations and enabling full participation of all social groups in planning, implementation and control processes have created a positive dynamic for good governance and social accountability mechanisms in managing socio-collective and productive investments.

*Based on these assessments, the overall risk to development outcome is rated as moderate.*

## **5. Assessment of Bank and Borrower Performance**

### **5.1 Bank Performance**

#### **(a) Bank Performance in Ensuring Quality at Entry**

Rating: *Quality at Entry is rated Satisfactory*

104. Although building on the experience and achievements of the successful PAIB, preparation time for PACR spread over about three years from PCN meeting in October 2002 to Board Approval in September 2005. However, it has to be noted that it took about a year for GoM to decide on which Ministry was to host the Project. Further,

preparation time did contribute to foster ownership, which in turn contributed to Project achievements. PACR design and implementation arrangements demonstrated to be flexible enough to sustain some difficulties as regards results framework indicators, designed at the time when results framework was relatively recent. Other issues in procurement and financial management did not hamper implementation and progress towards PDO, identified quickly and ultimately resolved. The project had very strong institutional impact, even though it first recorded implementation delays in the start-up of project activities, basically the first year, dedicated to installation/hiring of teams and providers. In preparing this operation, the Bank and the Government put in place two PPFs totaling US\$1.1 million and mobilized substantial qualified human resources to cover all required technical and institutional fields of expertise. The Bank team reviewed all existing national strategies and programs and designed the project to comply with these strategies and government vision on decentralization.

#### **(b) Quality of Supervision**

Rating: *Quality of Supervision is rated Satisfactory*

105. Project supervision was carried out regularly during project lifetime with adequate skills mix, except in 2013 with country situation resulting from crisis that started in March 2012. All fiduciary and safeguard aspects were carefully monitored. The MTR was effectively carried out and paved the way for the AF that followed in September 2010. Supervision was also adequately performed by TTLs throughout project implementation being based at Bamako country office. This fostered contact on regular basis with the BCG/PACR team to address any burning issues. Frequent knowledge sharing with all stakeholders also took place on regular basis, particularly on decentralization. While Implementation Progress was rated as Moderately Satisfactory from end of 2007 until mid-2010 in view of difficulties as regards component B and fiduciary issues, this did not hamper PACR implementation to maintain good pace towards progress to its PDO. Issues were quickly identified and adequate remedial measures were taken to improve project performance.

#### **(c) Justification of Rating for Overall Bank Performance**

Rating: *Overall Bank Performance is rated Satisfactory*

106. The overall rating for Bank performance can be rated Satisfactory. After implementation start, the Bank team paid great attention to the quality of project supervision and made each time appropriate recommendations to improve implementation. The MTR was essential to take sound decisions on particular activities. Supervision of the project from the field contributed to a hands-on approach and rapid problem solving.

## **5.2 Borrower Performance**

### **(a) Government Performance**

Rating: *Government performance is rated Satisfactory*

107. There was a high level of ownership on part of GoM during the preparation phase of the project. GoM was very active and committed during this critical stage and did prepare the different components of the project. GoM did obtain project preparation funds from the Bank so as to make available resources for the project teams to participate actively in designing and preparing the project throughout the long preparation period. All Government strategies (PRSP, Rural Development Strategy) important for the project design were ready, and the authorities maintained the course on the decentralization agenda all along project implementation. Key Government institutions responsible for the Decentralization policy worked closely with the project to ensure sound implementation of the project.

108. Despite effectiveness delays due to ratification process, GoM appreciated the project and conducted it in a sound manner so that the PDO was met and all targets achieved or even surpassed early. Disbursements also were very satisfactory, reaching 70% by end of May 2010. At the time, GoM demonstrated its commitment to the Project by negotiating for more funding for an AF, which was approved in September 2010.

**(b) Implementing Agency or Agencies Performance**

Rating: *Implementing Agency performance is rated Satisfactory*

109. The implementing agency was subdivided into one PIU at the central level (BCG/PACR) and the four regional PIUs. The BCG/PACR was well staffed with competent and dynamic experts with a minimal staff turnover, which was advantageous for continuity. During the project implementation period, there were however issues concerning financial management (resulting from component B essentially) and procurement (mostly as regards component B and ANICT) but these were identified early and ultimately resolved. The implementing agency was also able to establish a sound and comprehensive M&E system to track project activities and progress against output and outcome indicators. The implementing agency was able to disburse on time the entire credit and to timely close the financial statement before the grace period. Without the shortcomings experienced early, the overall performance the implementing agency performance would be rated highly satisfactory.

**(c) Justification of Rating for Overall Borrower Performance**

Rating: *Overall Borrower Performance is rated Satisfactory*

110. The Borrower's overall performance is rated satisfactory. GoM was totally engaged in project preparation, following successful implementation of a community based rural development approach under the PAIB project (P035617). It remained fully committed with PACR's objectives from preparation to completion, based on a deepened community empowerment approach in line with Mali's applicable decentralization policy. Despite difficult times in early 2012 and onwards until Project closing and consequences on its implementation; it can be inferred that Malian authorities played a key role in ensuring Project to remain on track.

## 6. Lessons Learned

111. The major lessons drawn from the implementation and outcome of this operation can be summarized as follows:

112. ***Necessity for authorities to discuss and decide early on Project hosting arrangements.*** Government authorities need to be as proactive as possible on Project hosting arrangements so as to discuss and decide on this critical aspect as soon as possible so that not only possible delays in project preparation can be avoided or significantly reduced but also ownership is fostered and stronger commitment of authorities early on.

113. ***Importance of CDD operations vis-à-vis war and crisis situation.*** It is important to note that when a conflict situation does occur in any country, central institutions can be severely weakened. In this context, CDD approach and related projects are often among the few interventions that may still function. Experience has shown that CDD approach can play an important role in the reconciliation process between communities affected by the conflict.

114. ***Need for well-developed project management functions and appropriate means of operations.*** The Project Preparation Advance instrument proved essential in jump starting activities even before project effectiveness and allowed BCG/PACR to be set-up rapidly at central and regional levels, all in turn allowing for a more efficient project operation and surely help to solve issues more rapidly in an effective manner.

115. ***Need to ensure that all project stakeholders are fully in line with project arrangements.*** PACR did encounter most of its difficulties with component B (credit agreement compliance, procurement and financial management problems) as it appears that implementation arrangements were insufficiently prepared. The need to revise the manual of procedures appeared rapidly, which solved the problems. This could have been avoided during preparation with deepened discussions with ANICT.

116. ***Some form of flexibility in project implementation arrangements is essential for CDD projects.*** Execution of community based programs necessitates a good knowledge of local conditions and the adoption of simple management procedures. Without a minimum of flexibility regarding the direct transfer of funds to communities for example and the confidence on self-control mechanisms on funds disbursement, it would not be possible to execute a large number of micro-projects in a short term period.

117. ***Capacity building is critical at all levels and essential for community empowerment.*** The implementation of PACR required the development of capacities of all institutional and technical stakeholders on the field. This was essential to enable the adherence of state decentralized structures, and beneficiary communities to the project approach and enhance information and communication among stakeholders. PACR close partnership with local municipalities, decentralized agencies, civil society has enabled the program to transfer skills to established institutions. Providing training through local expertise (civil society organizations) has also enabled capacity building to reach the micro level (villages) throughout the country and this was critical for communities to develop socio-collective and productive investments.

118. *Effective harmonization of approaches around government policies is critical.* The sustained success of the various CDD operations (PAIB, PACR) and one recently approved project including CDD activities, the Reconstruction and Economic Recovery Project, all come into play in the continuous efforts made to support the decentralization process, which remains on top of the agenda of the Government.

119. *High ownership of project activities.* PACR approach and implementation procedures of the local productive initiative fund (LPIF) were critical to give more responsibility to the different actors, those of government institutions, but particularly at the community level. This allowed a better ownership of local investments and an increase of awareness for appropriate maintenance and sustainability. The approach has proven that if local communities are given the opportunity, they are capable to manage their own development and be at the center of the decision-making process. In addition, the active involvement of the government institutions in the project implementation contributed widely to their capacity development and helped ensuring the sustainability of the results achieved.

## **7. Comments on Issues Raised by Borrower/Implementing Agencies/Partners**

### **(a) Borrower/implementing agencies**

A summary of the Government's ICR is presented in Annex 7.

### **(b) Cofinanciers**

N/A

### **(c) Other partners and stakeholders**

Results of the Beneficiary Survey are presented in Annex 5.

N/A

## Annex 1. Project Costs and Financing

### (a) Project Cost by Component (in USD Million equivalent)

Components	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)	Percentage of Appraisal
A. Capacity Building	14.4	15.4	115
B. Communal Initiatives Fund (CIF)	14.0	14.6	104
C. Local Productive Initiatives Fund (LPIF)	25.5	25.5	100
D. Project Management	10.7	9.4	87
E. Assistance to rural primary schools, health care associations and community health centers	5.0	5.0	
Unallocated	0.5	1.3	
PPF	1.1		
<b>Total Cost</b>	<b>71.2</b>	<b>71.2</b>	

### (b) Financing

Source of Funds	Type of Cofinancing	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)	Percentage of Appraisal
Borrower		4.00	4.00	100
International Development Association (IDA)		71.2	69.9	98

## Annex 2. Outputs by Component

### Component A: Capacity Building

*Rating: Achievements under this component are rated Satisfactory*

**Table 2.1: Outputs for Component A**

Output Indicator	Target	Achievements (Selected Outputs)
By the end of the project, at least 75% of the communities that have benefited from a socio-collective or productive investment under the project still have functioning management committees	75%	80% of the communities that have benefited from a socio-collective or productive investment under the project still have functioning management committees
By the end of the project at least 200 private service and training providers have benefited from project support for capacity building for the improvement of the quality of their services and the development of their activities	200	251 private service and training providers have benefited from project support for capacity building for the improvement of the quality of their services and the development of their activities

The objectives of this component were to assist decentralization stakeholders, including village communities and community socio-professional organizations to: (i) participate more actively in the planning and implementation of local and community development, (ii) be better and more empowered in the control and management of socio-collective and productive investments. These objectives were aimed at improving governance and managerial capacity of targeted communes and local communities.

Further, and at the time of the AF, additional training was provided and delivered through existing network of project training resources and field agents. Strong management capacities were seen as the critical element to ensure the viability of small-scale rural investments and the sustainability of rural organizations and associations. As such and for sustainability purposes, the project strengthened its training of management trainers and advisers through a partnership with the “Start and Improve your Business” SIYB-program from the International Labor Organization. The project information and communication program also took this opportunity to reiterate and strengthen its messages on education and other social and health messages, especially for young girls.

This component enabled 80% of communities that have benefited from a socio-collective or productive investment through PACR to still have functioning management committees at Project closing. To achieve these results, the project supported extensive capacity building program and no less than 251 private service and training providers benefited from project support for capacity building for the improvement of the quality of their services and the development of their activities. In total, during the life of the Project, approximately 75,065 training sessions were held for the benefit of 477,852 people, among which 50.29% were women.

Activities in information and rural promotion were mainly conducted by ADCs through information-Education-Communication (IEC) and advisory support approaches. Quickly after their hiring, ADCs were trained in IEC for them to sensitize on various areas. More



specifically, the breakdown of training sessions provided by them is as follows: 20,670 in citizen education, 13,313 in hygiene and water sanitation, 8,945 in Environmental management, 5,816 in School enrollment of young girls, 15,516 in health related areas (family planning, malaria, HIV/AIDS, vaccination...); 3,905 in Gender and Development and Gender and management of public affairs; 1,626 in Nutrition and 1,335 in Literacy and school enrollment. After these first sessions, ADCs were deployed in the field, with roughly one agent for about 10 villages, to alternate broadcasts messages on these themes and objectives, approaches and procedures of PACR. These various information activities were supported by awareness campaigns conducted by 13 local radio stations as part of quarterly contracts which evolved over time to learn and adapt their information program based on the context.

Other training sessions took place aimed at solving specific issues raised by beneficiaries and 97,032 were organized. The theme of these training sessions was in mobilization and social organization and covered among others: (i) information on PACR; (ii) identification of the needs of communities; (iii) set up of institutional organs and functioning; (iv) Implementation and Management; (v) Coordination of activities and development; and (vi) others.

ADCs provided advisory services and TA to direct beneficiaries such as assistance in creating/restructuring CBOs, support and follow up to beneficiaries of productive investments, support to beneficiaries of socio-collective investments, support and follow up to providers in the implementation of productive investments. Capacity Building and Brainstorming Session of stakeholders was also held and moderated by providers in each of key cities (*chef-lieu*) of the 18 circles with average participation of 25 local administrative and technical authorities of beneficiary communities, producer organizations, management bodies of socio-collective investments. Training was also provided to elected officials in areas such as implementation support, procurement procedures, community development planning, mobilization of resources and role of stakeholders.

It is worth mentioning that beneficiaries of socio-collective investments or productive investments that have also benefited from training sessions all expressed their satisfaction for the training. The same sentiment is shared by local authorities and service providers who were also supported from the project.

## **Component B: Communal Initiatives Fund**

**Rating:** *Achievements under this component are rated Satisfactory*

**Table 2.2: Outputs for Component B**

<b>Output Indicator</b>	<b>Target</b>	<b>Achievements</b>
At least 450 social, cultural and economic investments have been implemented, together with corresponding training and technical and economic support	450	501 social, cultural and economic investments have been implemented, together with corresponding training and technical and economic support
90% of social investments financed by the project have increasing attendance rate	90%	95% of social investments financed by the project have seen increasing attendance rate

The objective of this component was to provide financial and technical support services for investments with public-good characteristics (social and environmental) within Communal Development and Investment Plans. These objectives were aimed to improve access to and sustainability of basic socioeconomic services for the targeted communes. This component was assigned and led by ANICT through a project agreement with IDA, and a subsidiary agreement with the Ministry of Economy and Finance of Mali.

Immediately after project effectiveness, pursuant to the two agreements, ANICT committed drawing rights for each of the 54 commune recipients for 2006, which funded 82 agreements with investment made during the same year. However, concerns were raised early on about the quality of micro-projects during a joint Bank - GoM supervision mission. As a result, the mission recommended the suspension of micro-projects funding pending the adoption of a revised manual of procedures with implementation arrangements more suited to community development funds and the completion of a technical audit of the investments.

Despite these difficulties encountered early on, ANICT managed the situation overall and assisted communities in the design and implementation of 501 socioeconomic investment micro-projects, with strong technical and economic training sessions to communes and the CBO. The 501 socio-collective projects covered a vast range of areas: investments in education are predominant with 43.82% followed by those in health with 22.71%, hydraulic 16.93% and 15.54% for commercial facilities. As regards attendance rate, 95% of social investments financed by the project have seen an increase (from an objective of 90%).

A training program to assist micro-project management committees was designed by the BCG/PACR and funded by ANICT under the corresponding technical support rights. This resulted in more than 452 management committees (177 in Sikasso, 107 in Ségou, 137 in Mopti and 31 in Timbuktu). The design of this program was guided by a strategy of cascade training, with the development of standard modules by a firm which trained trainers on these modules who, in turn, transferred the skills acquired to the management committees.

### **Component C: Local Productive Initiative Fund**

*Rating: Achievements under this component are rated **Satisfactory***

**Table 2.3: Outputs for Component C**

<b>Output Indicator</b>	<b>Target</b>	<b>Achievements</b>
By the end of the project: at least 900 productive investments have been implemented, together with the corresponding technical support, assistance contract or training	900	906 productive investments were been implemented, together with the corresponding technical support, assistance contract or training
By the end of the project, 75% of the socioprofessional groups that have benefited from a productive investment under the project are still properly functioning and making profits	75%	80% of socioprofessional groups have benefited from a productive investment under the project and are still properly functioning and making profits

The objective of this component was to provide financial and technical support services for local community-based investments with private good characteristics.

The goal of 900 sub-projects was largely surpassed as 910 were implemented through financing agreements signed with regional offices. The CBOs were fully in charge of their micro-project management with the power to hire and pay all service providers involved in their design and implementation stages. In terms of coverage, the region that benefited the most is Sikasso, with 32.63% of the sub-projects, followed by Mopti with 28.24% of the sub-projects. Out of 910 sub-projects, infrastructure works and equipment purchase was completed for 906 sub-projects, giving a completion rate of 99%. The rate of female organizations that benefited from these sub-projects was 39%.

The average cost of a sub-project (with no capacity building activities), amounted to 12,85 million FCFA, with the highest amount recorded in Timbuktu with 16,3 million FCFA due to its isolation compared to Segou with 12,13 million FCFA. While exceeding the number of planned projects, costs remained under control overall with 9.5% lower level spent than forecast as seen below.

**Table 2.4: Cost of realizations of conventions supported by PACR (in XOF)**

Regions	Forecast		Realizations			
	# of Conventions	PACR Grant	# of Conventions	Rate	PACR Grant	%
Sikasso	271	3 892 945 105	297	109,59%	3 854 033 386	99,00%
Ségou	209	3 002 308 218	228	109,09%	2 530 054 547	84,27%
Mopti	304	4 366 993 771	257	84,54%	3 426 467 293	78,46%
Tbt	116	1 666 352 886	128	110,34%	1 883 104 950	113,01%
<b>TOTAL</b>	<b>900</b>	<b>12 928 599 980</b>	<b>910</b>	<b>101,11%</b>	<b>11 693 660 176</b>	<b>90,45%</b>

Concerning areas of intervention, agricultural production sub-projects were predominant with 49%, followed by livestock (29%) processing (13%) and craftsman (9%).

Commercially oriented sub-projects<sup>13</sup> were sought after following the first information campaign. However, a need to better inform communities quickly emerged which led to opportunities to direct their initiatives on diversification and processing of agro-sylvo pastoral productions and craft work.

As described in the Project Implementation Manual, each sub-project submitted for funding under the project was appraised by the Regional PIU in terms of social, technical and environmental financial economic feasibility, using a multi-criteria grid for analysis designed by BCG/PACR. This grid was then adapted to the specific context of each region and gradually adjusted based on lessons learned.

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<sup>13</sup> (shops for selling cereals, shops for selling inputs, fattening bovine and ovine farms, etc.)

## Component D: Project Implementation, Coordination, Monitoring & Evaluation and Knowledge Management

*Rating: Achievements under this component are rated Satisfactory*

**Table 2.5: Outputs for Component D**

Output Indicator	Target	Achievements
Throughout the execution and at the end of each year, the project holds a multi-stakeholder workshop for assessing annual results and planning next year investments and activities	14	14 multi-stakeholder workshops for assessing annual results and planning next year investments and activities were held throughout implementation and at the end of each year
Throughout the execution, all activity reports have been validated by the national steering committee and the Bank	12	12 activity reports were approved by the national steering committee and the Bank

The objective of this component was aimed to support project management at central and regional level for coordination, M&E and knowledge management needs. This included coordination and administrative, technical, and financial management of the project as well as efforts to monitor and evaluate its performance, results, and impacts. Over the years, the PIU at central level, i.e. the BCG/PACR, has demonstrated high ability and an appropriate level of autonomy in managing and implementing PACR.

The results set for this component were all met with 14 multi-stakeholder workshops held (objective set at 14, completion rate of 100%) and 12 activity reports produced and approved by both the national steering committee and the Bank (objective set at 12, completion rate of 100%).

At central level, the coordination of activities was performed in a satisfactory manner by the BCG/PACR, readily available to identify malfunctions and proposed measures to correct weaknesses. At Regional level, the four regional PIUs generally played their roles although they did not manage to consistently support field activities due to work overload. However, they were also able to establish good relations with administrative authorities, technical services, apex organizations and especially with the Regional Branches of ANICT and coordinators of ODC.

In terms of complementarities and synergies, many achievements can be mentioned at all levels through:

- Numerous consultations with similar development projects such as the PCDA, PASAOP, PNIR (the last two now closed). Other contacts with Projects included FODESA, PADEC, the ADERE North, Lux- Development, the Millennium Villages project PRODEVALAIT, FODESA, PAISA, etc.
- Involvement of the most relevant National Directorates (Agriculture, livestock, fisheries, animal production and Industry, Social Development and Solidarity Economy) in conducting essential activities such as the development of modules, organization of study tours and testing of technological innovations , and sharing of annual reports.

*Financial Management.* The BCG/PACR did manage the project accounts according to the two credit agreements, in a satisfactory manner since none of the annual audits led to qualifications on overall management. In addition, the project team applied all

recommendations made to improve internal control. Funds were also disbursed at a very satisfactory pace, and resources of the initial credit IDA 41130 were fully disbursed by mid-May 2013, and the ones of the second credit IDA 48230 reached a 99.8% disbursement rate at project closure.

*Procurement.* At central level, over 200 contracts were signed among which 52 of them were for XOF 50 million each. Pursuant to the recommendations of their missions reviewed by IDA, the General Control of Public Procurement and annual audits, several measures had been taken to improve procurement procedures, including:

- The training of all officials involved in these procedures at BCG/PACR
- Close monitoring in procurement planning and archiving
- Managing of standard procurement using shopping method.

At local level, each of the 1,412 direct beneficiaries contracted an average of 2 bids to recruit providers for studies and monitoring, training, work and acquisition of equipment and materials. Procedures were reviewed by internal and external audits with findings and recommendations that led to:

- provision for training to 162 people including 54 municipal councils and 136 project staff , 124 ODC , 8 staff from regional PIUs and 4 staff from BCG/PACR
- elimination of conflict of interest issues.

*Monitoring and evaluation (M&E).* A sound M&E system was put in place to ensure regular monitoring of the project's economic, environmental, and institutional impacts. Supervision missions were organized with professionalism and aide-memoires were issued on time. The M&E system remained operational throughout project implementation, with a computerized database both at central level and at regional level with each regional PIU and reporting of information performed electronically. The system functioned satisfactorily overall to respond to the needs of the project steering committee and overall project partners. The M&E system provided comprehensive data for real-time which facilitated project monitoring overall.

*Supervision.* The World Bank has carried out a dozen supervision missions whose recommendations were relevant and broadly implemented by the BCG/PACR. The BCG/PACR conducted regular field missions with at least one field mission per quarter to conduct awareness campaigns on the vision and strategies of the project, identify weaknesses and recommend courses of substantial corrective measures. Regional PIUs provided regular support to ADC in pre- appraising sub-projects and solving specific problems.

*Environmental and Social Management Impact.* In implementation of the ESMF and the PMP, CBOs were sensitized on environmental issues and challenges, and many of them were supported by:

- 1) provision of mini -incinerators , monitoring notebooks of aquifers, improved stoves, small pharmacies, support for reforestation, and latrines
- 2) completion of three training sessions including one on food sanitation and the other two on pests and pesticides.

*Impact of the project on the implementation of the national policy on social protection.* Through the AF, the project has strengthened the capacity of 28 health mutual funds through:

- Contributions to working capital and revolving funds, for an average amount of XOF 3,000,000 by health mutual fund
- Training activities at a total cost of about XOF 63 million, which brought together 244 people of their Board Administration and Monitoring Commissions, and technical officers of the Ministry in charge
- Support for equipment and logistics for a total of XOF 53,678,000.

In addition, the project supported the actions and processes of official recognition of mutual funds in two communities found in Mopti (Dimbal and Bankass) that were conducted by local departments in charge of social development.

**Component E: Assistance to Rural Primary Schools, Health Care Associations and Community Health Centers**

*Rating: Achievements under this component are rated Satisfactory*

**Table 2.6: Outputs for Component E**

Output Indicator	Target	Achievements
By the end of the project, 90% of the social associations that have benefitted from the project social assistance are functioning properly	90%	95% of the social associations that have benefitted from the project social assistance are functioning properly

The objective of this component aimed to mitigate effects of world crises (food price crisis, oil crisis, financial crisis) that affected the most vulnerable populations of Mali via assistance to management committees of rural primary schools and CSCOMs, as well as health care associations, to temporarily support rural primary school and CSCOM staff and restore stocks of school stationary and medicines, as well as renew obsolete or damaged equipment.

The goal of having at least 90% of the social associations that benefitted from the project social assistance to function properly was surpassed as the final figure is 95%. As part of this component, micro-grants were signed on behalf of 541 members for a total of XOF 1,014,552,187 for the management of schools, health centers and health mutual funds and also in view to purchase equipment and personnel, maintain their infrastructure and benefit from training.

It is worth noting that despite difficulties faced early on such as (i) the selection of eligible CSCOMs, schools as well as health care associations and (ii) delays in the payment of public officials' salaries (teachers and agents of health care centers) due to the fact that the micro-grants took time to be signed and effective; this component was successfully implemented.

### **Annex 3. Economic and Financial Analysis**

*(including assumptions in the analysis)*

1. At appraisal, no economic or financial analysis (or cost-benefit for the whole project) was conducted for the following reasons: (i) benefits of the capacity-building component (community empowerment and local governance improvement) defy quantification ; (ii) the investment components cannot be precisely known ex ante, since it is demand-driven and to be defined in the course of the project ; (iii) many of the benefits from anticipated investments (such as in natural resources management, education, health, etc.) cannot be easily quantified in monetary terms.

2. Consequently, only an illustrative cost-benefit analysis was undertaken for a sample of possible income-generating activities and indicated strong potential for economic and financial returns.

#### **Assumptions made at Appraisal**

3. The project was expected to generate many benefits, some economic in nature and others social and environmental in nature. A Cost Benefit Analysis (CBA) could not be conducted for the whole project because of this mix, and more specifically for the following reasons: (i) benefits of the capacity-building components (empowerment of communities and support to local governance) defied quantification; (ii) socio-economic and productive investments were on a demand-driven basis, it was difficult to predict precisely the number of each possible investment; and (iii) benefits from investments in natural resource management, education, health, similarly could not be easily quantified in monetary terms.

4. **Economic Analysis.** At appraisal, in economic terms, PACR total costs were about US\$64 million of which US\$13.12 million for Capacity Building, US\$16.7 million for Communal Investments, US\$24.5 million for Local Productive Investments, and US\$9.67 million for overall project management. The analysis attempted to identify quantifiable benefits and costs that related directly to the activities undertaken following the execution of project components, or that could be attributed to the project's implementation. The main quantifiable benefits arising from the project were income generation through the financing of communal socio-economic and local productive micro-projects (a labor remuneration WP/WOP increase of US\$4.62 equivalent, and a benefit/hectare WP/WOP increase of US\$838.00 equivalent). Based on the above benefits and costs, the overall economic rate of return (ERR) of the project was estimated at 13% over a period of 15 years.

5. **Financial Analysis.** The financial analysis was conducted by focusing on beneficiary CBOs, rather than on macro considerations of national food security or export earnings. Information on the production systems collected during the field visits provided the key parameters for the various budgets and income analysis of the various possible productive investments. Production models and financial budgets were defined for the most critical interventions for income generating activities such as soil and water conservation (dikes and thresholds), horticulture, bee-keeping, poultry, small livestock

feeding, small fisheries, mill, village store, etc. Given the wide variations occurring within the production systems, the models were indicative. The financial analysis was prepared using relatively conservative parameters, but the main indicators for assessing the financial results of the sub-projects were: gross margin, benefits, returns and incremental returns to family labor and benefit/cost ratios.

6. The financial analysis has been conducted by focusing on beneficiary CBOs, rather than on macro considerations of national food security or export earnings. Information on the production systems collected during the field visits provided the key parameters for the various budgets and income analysis of the various possible productive investments. Production models and financial budgets were defined for the most critical interventions for income generating activities such as soil and water conservation (dikes and thresholds), horticulture, bee-keeping, poultry, small livestock feeding, small fisheries, mill, village store, etc. Given the wide variations occurring within the production systems, the models are indicative. The financial analysis has been prepared using relatively conservative parameters, but the main indicators for assessing the financial results of the sub-projects are: gross margin, benefits, returns and incremental returns to family labor and benefit/cost ratios.

7. The table below summarizes the key results of the analysis, the financial returns and ratios for various productive micro-projects. The financial attractiveness of these micro-projects is highlighted by the sound internal rates of return (IRRs), positive net present values and benefit/cost ratios, calculated under the WP/WOP financing scenarios. Sufficient financial benefits are expected to accrue to CBOs receiving LPIF grants. These estimates are in line with an experience of existing rural development programs.

**Table 3.1: Estimates made at appraisal**

<b>LPIF Micro-Project</b>	<b>(WP/WOP) Incremental Benefit</b>	
Micro-dam / threshold	Gross Margin	+XOF 2,375,000
	Labor Day Remuneration	+ XOF 2,328
Village Garden	Gross Margin	+XOF 15, 883,000
	Labor Day Remuneration	+ XOF 2,126
Horticulture	Gross Margin	+XOF 829,000
	Labor Day Remuneration	+ XOF 1,391
Bee-keeping	Gross Margin	+XOF 418,500
	Labor Day Remuneration	+ XOF 2,010
Poultry farming	Gross Margin	+XOF 169,000
	Labor Day Remuneration	+ XOF 1,255
Fish farming	Gross Margin	+XOF 347,900
	Labor Day Remuneration	+ XOF 1,660
Sheep fattening	Gross Margin	+XOF 600,000
	Labor Day Remuneration	+ XOF 3,138

Source: PAD of PACR (2005).

8. **Sensitivity Analysis.** Sensitivity analysis assessed the effect of variations in benefits and costs. An increase in total project costs by 10% would reduce the ERR to about 8%. A 10% cost increase coupled with a 5% benefit decrease would reduce the ERR to 4%. The sensitivity analysis indicates that the project is relatively robust and will remain economically viable under most foreseeable adverse conditions.



**Table 3.2: EIRR variations against Gross Margin variations**

Gross Margin	-15%	-10%	-5%	0%	5%	10%	15%
EIRR	4%	8%	10%	13%	16%	18%	21%

Source: PAD of PACR (2005).

9. Other economic benefits expected from the Project interventions, but not readily quantified, include **social benefits** i.e. social capital building (local governance, communal and local technical and managerial capacity), access to social basic services (potable water, health and education) and access to markets, as well as **environmental benefits**.

### ICR Analysis

The Table below presents an overview of productive investments funded under PACR through Component C.

**Table 3.3: Distribution of Productive Investments 2008-2012 (in XOF)**

Category	# of Projects	Share	Total Financing (XOF)	Share	PACR Grant	Contributions of beneficiaries
Agriculture	442	49%	5,393,792,036	42%	4,909,495,714	484,296,322
Livestock	267	29%	4,570,285,395	35%	4,095,894,629	474,390,766
Processing and Trade	122	13%	1,892,893,315	15%	1,728,527,305	164,366,010
Crafts	79	9%	1,082,687,331	8%	981,861,155	100,826,176
<b>TOTAL</b>	<b>910</b>	<b>100%</b>	<b>12,939,658,077</b>	<b>100%</b>	<b>11,715,778,803</b>	<b>1,223,879,274</b>

Source: PACR

As seen above, agriculture productive investments are dominant (49%), followed by livestock (29%), processing & trade (13%) and crafts (9%). Financing also follows that same order for total financing, PACR Grant and Contributions of beneficiaries.

**Table 3.4: Breakdown of Productive Investments by Regions**

SECTOR	REGIONS								TOTAL	
	SIKASSO		SEGOU		MOPTI		TIMBUKTU			
	#	%	#	%	#	%	#	%	#	%
Agriculture	153	52	100	44	115	45	74	58	<b>442</b>	49
Livestock	95	32	37	16	113	44	22	17	<b>267</b>	29
Processing and Trade	33	11	68	30	7	3	14	11	<b>122</b>	13
Crafts	16	5	23	10	22	8	18	14	<b>79</b>	9
<b>TOTAL</b>	<b>297</b>	<b>100%</b>	<b>228</b>	<b>100%</b>	<b>257</b>	<b>100%</b>	<b>128</b>	<b>100%</b>	<b>910</b>	<b>100%</b>

Source: PACR

This Table shows the number of productive investments by region and shows that Sikasso had the highest number of microprojects (297), followed by Mopti (257), Segou (228) and Timbuktu (128).

### Project Costs

Project costs under Component C remained under control with no overrun despite a slightly higher number of productive investments completed (910) than originally planned (900). As seen in table below<sup>14</sup>, actual expenditures against budgeted / forecast costs show that the project has made efficient use of resources as final figures indicate that total costs were about 10% lower than forecast. This shows that not only PACR costs were adequately estimated but also the efficiency of overall project management with the ability for costs to remain under control and lower than planned.

**Table 3.5: Estimated and actual sub-project expenditures of Component C (in XOF)**

Regions	Forecast		Realizations			
	# of Conventions	PACR Grant	# of Conventions	Rate	PACR Grant	%
<b>Sikasso</b>	271	3 892 945 105	297	109,59%	3 854 033 386	99,00%
<b>Segou</b>	209	3 002 308 218	228	109,09%	2 530 054 547	84,27%
<b>Mopti</b>	304	4 366 993 771	257	84,54%	3 426 467 293	78,46%
<b>Tbt</b>	116	1 666 352 886	128	110,34%	1 883 104 950	113,01%
<b>TOTAL</b>	<b>900</b>	<b>12 928 599 980</b>	<b>910</b>	<b>101,11%</b>	<b>11 693 660 176</b>	<b>90,45%</b>

Source: PACR

Project costs included in the analysis comprised direct costs (i.e. initial cost of the investment) and are based on actual figures. When relevant, Economic and financial rates of return were computed for the sample of productive investments.

#### *Assumptions*

- (i) for every productive investment, the full benefit is realized in year 1 and every year thereafter, throughout the life of the project;
- (ii) a discount rate of 10% is used to compute Net Present Value (NPV) and Financial Internal Rate of Return (IRR) at 5 years and 15 years (with constant cash flows from year 6 to year 15);
- (iii) the expected benefit stream ceases immediately after the productive investment's lifespan is complete;
- (iv) an economic rate of return (ERR) was calculated whenever relevant;
- (v) Sensitivity analysis was conducted with lower revenues (5% decrease), and higher costs (10% increase) coupled with lower revenues (5% decrease).

Average NPV and IRR were calculated for a sample of productive investments aimed to be representative of region coverage and average costs. Twenty-seven productive investments were sampled and included 5 productive investments in village gardens, 10 in dry crop, 5 in Livestock, 4 in Processing & Trade activities and 3 in crafts. The analysis showed that productive investments yielded positive returns overall, as seen below.

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<sup>14</sup> PACR Grant figures vary slightly due to rounding

**Table 3.6: Sample of Productive Investments and results (in XOF)**

Productive Investments	Weighted NPV 5 years	Weighted IRR 5 years	Weighted Overall IRR	Overall ERR
			15 years	15 years
Village garden	1,510,431	44%	55%	28.4%
Dry crop	2,519,344.93	89%		
Livestock	7,247,042.06	-		
Processing & Trade	2,463,902.68	127%		
Crafts	3,276,030.49	186%		

Source: World Bank estimates

On average, NPVs were all positive (ranging from high to very high) and so were ERR computed for village garden (44%), dry crop (89%), production and agro-processing (127%) and crafts (186%). The weighted overall IRR for the five crops over a 15-year period is estimated at 99% (non-weighted ERR amounts to 134%) while the overall ERR is estimated at 28.4% or above the overall project ERR computed at appraisal, i.e. 13%. A sensitivity analysis was conducted to see the effects of higher costs and a combination of both higher costs and lower revenues. With an increase in costs of 10%, the overall ERR would be reduced to 27.7%. A 10% cost increase coupled with a 5% decrease of benefits would reduce the overall ERR to 27.2%.

### Analysis by categories of productive investments

Looking at seven typical productive investments (i.e. adding bee keeping and aquaculture to the five ones mentioned earlier), further analysis was conducted with results below. A sensitivity analysis was also conducted to see the effects of higher costs and a combination of both higher costs and lower revenues. The overall IRR is estimated at 178% (over a period of 15 years). As regards the overall ERR, it is estimated at 36.7% (over a period of 15 years) above the overall ERR calculated at appraisal, i.e. 13%. An increase in costs of 10% would reduce the overall ERR to 33.5%. A 10% cost increase coupled with a 5% decrease of benefits would reduce the overall ERR to 32.1%.

**Table 3.7: Results over a 5 year period (in % and XOF)**

Productive investments	Economic		Financial	
	ERR	NPV	IRR	NPV
Bee Keeping	111%	11,907,167	55%	6,849,964
Crafts	186%	29,782,096	104%	21,489,076
Livestock	166%	23,207,78	85%	15,134,799
Dry crop	89%	6,809,042	34%	2,634,897
Fresh Produce	44%	7,949,640	11%	342,029.40
Aquaculture	-	59,598,968	849%	50,345,065
Production & Agro Processing	127%	16,426,018	62%	9,518,330

Source: World Bank estimates, PACR

As we can see from Table 3.5 above, all activities display positive results whether by calculating ERR, NPV and IRR over a 5 year period.

**Table 3.8: Results over a 15 year period (in % and XOF)**

Productive investments	Economic		Financial	
	ERR	NPV	IRR	NPV
Bee Keeping	117%	34,829,240	68%	26,350,760.09
Crafts	189%	80,598,572	111%	66,082,619
Livestock	170%	58,770,818	93%	45,151,441
Dry crop	96%	17,913,300	42%	12,277,182.75
Fresh Produce	56%	30,374,890	32%	17,082,493.40
Aquaculture	-	136,085,673	-	119,641,741.2 0
Production & Agro Processing	132%	43,522,968	73%	31,786,632.68

Source: World Bank estimates, PACR

**Table 3.9: Sensitivity Analysis**

Productive investments	ERR	
	High cost (10%)	High cost (10%) and low revenue (5%)
Bee Keeping	98%	92%
Crafts	150%	137%
Livestock	133%	121%
Dry crop	79%	74%
Fresh Produce	48%	46%
Aquaculture	-	-
Production & Agro Processing	106%	98%

Source: World Bank estimates, PACR

### Other economic benefits resulting from PACR activities

*Income generation.* PACR has contributed in creating but also raising incomes as net value of production compared to pre-project situation. Incomes have increased steadily throughout implementation. Results are as follows:

**Table 3.10: Evolution of incomes from 2008 – 2012 (in XOF)**

Items	Before PACR	2009	2010	2011	2012
<b>Agriculture Productive investments</b>					
Total production ('000 XOF)	11,805	15,709	50,537	88,923	100,834
Total expenses ('000 XOF)	4,546	6,041	18,393	23,459	33,295
Net value of production ('000 XOF)	7,159	10,568	30,259	58,656	68,316
<b>Livestock Productive investments</b>					
Total production ('000 XOF)	2,050	3 423	4,888	25,970	39,715
Total expenses ('000 XOF)	660	1 088	2,255	5,864	9,079
Net value of production ('000 XOF)	1,390	2 335	2,833	21,026	30,636
<b>Processing and Trade Productive investments</b>					
Total production ('000 XOF)	12,153	14,351	20,862	25,519	31,702
Total expenses ('000 XOF)	3,451	3,656	6,171	7,950	10,280
Net value of production ('000 XOF)	8,702	10,695	14,701	18,042	20,738
<b>Crafts Productive investments</b>					
Total production ('000 XOF)	3,880	6,485	7,260	14,410	11,710
Total expenses ('000 XOF)	1,590	2,690	2,200	4,240	5,490
Net value of production ('000 XOF)	2,320	3,826	4,160	10,170	6,220

Source: CERDREF

Regarding net incomes, the findings corroborate the ones above and are as follows for net incomes (livestock data for 2010/11 require caution as figures appear extremely high):

**Table 3.11: Annual Growth rate of net income (%)**

Category	Before PACR from 2005 to 2008	2009 to 2010	2010 to 2011	2011 to 2012
Agriculture	47,61	186,32	93,84	16,46
Livestock	67,98	21,32	642,18	45,70
Processing	22,90	37,45	25,17	14,94
Crafts	64,91	8,72	144,47	-38,83

Source: CEDREF

Regarding average income by sector and region, results are in the table below. It shows that the highest income can be found in Mopti with XOF 653,333 per member of agriculture CBOs/OSP; the lowest income is in processing and amounts to XOF 105,000 per member CBOs / OSP in Segou.

**Table 3.12: Average income by sector and region (in XOF)**

Sector	Sikasso		Segou		Mopti		Timbuktu	
	Min	Max	Min	Max	Min	Max	Min	Max
Agriculture	275,246		151,250	206,833	107,750	653,333	108,063	286,955
livestock	113,500		127,721		174,227			
Processing			105,773	120,000				
Crafts			112,500	152,000	354,058		143,946	317,000

Source: PACR

A comparison of income per family member using poverty line of XOF 145,000 per year per person has been conducted. It shows that PACR helped increase the number of productive investments and in turn helped concerned members reaching incomes above the poverty line: 50% in Sikasso, more than 42% in Segou, more than 57% in Mopti and a little over 47% in Timbuktu. The number of productive investments assessed and income data are presented by region in the following table:

**Table 3.13: Income comparison by region of sampled productive investments (in XOF)**

Regions	# of productive investments	# with income per member < 145 000	% of income per member < 145 000	# with income per member > 145 000	% of income per member > 145 000
Sikasso	2	1	50,00	1	50,00
Segou	14	8	57,14	6	42,86
Mopti	19	8	42,11	11	57,89
Timbuktu	17	9	52,94	8	47,06

Source: PACR

*Increase in Yields.* Impact study results show that throughout PACR execution, yields of various crops (sesame, rice and fonio) have seen an increase.

**Table 3.14: Evolution of yields in 2005 – 2012 (in XOF)**

<b>Crop</b>	<b>Production Data</b>	<b>Before PACR (2005-2008)</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>
Sesame	Area (ha)	11	11	11	21	23
	Yield (T/ha)	0,14	0,14	0,14	2,575	0,875
	Production (T)	1,54	1,54	1,54	54,075	20,125
Rice	Area (ha)	1	1	14,5	14,5	14,55
	Yield (T/ha)	1,0	2,0	6,9	6,5	6,2
	Production (T)	1	2	99,673	94,008	89,482
Fonio	Area (ha)		5	5		5
	Yield (T/ha)		1,25	2		1,000
	Production (T)		6,25	10	0	5,000

Source: CEDREF

*Employment.* The recent impact study conducted did show that PACR has contributed to the creation of jobs through the productive investments financed. The proportion of jobs created for women ranges from 45% for agriculture, 51% in livestock, 60% in production and agro-processing and 35% for crafts.

**Table 3.15: Job creations**

	<b>Before PACR</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>TOTAL</b>
Agriculture	1,565	1,290	1,188	1,101	1,000	<b>4,579</b>
Livestock	269	324	322	240	256	<b>1,142</b>
Production and Agro-Processing	887	994	688	634	591	<b>2,907</b>
Crafts	116	184	205	132	132	<b>653</b>

Source: CEDREF

Out of 109 micro-projects sampled, PACR has helped create 9,281 jobs for beneficiaries, including 4,608 women, or 49.6%. In addition to self-employment, PACR helped create 161 permanent employee jobs, out of which 6 for women and 959 temporary employee jobs, out of which 431 for women (44.94%). By extrapolation to all the financed micro-projects, it can be inferred that PACR contributed to the creation of more than 77,000 jobs.

## Annex 4. Bank Lending and Implementation Support/Supervision Processes

### (a) Task Team members

Names	Title	Unit	Responsibility/ Specialty
<b>Lending</b>			
Daniel Moreau	Sr. Agriculturist	AFTR2	
Huong-Giang Lucie Tran	Operations Analyst	AFTR2	
Cheick A Traoré	Procurement Spec.	AFMML	
Nyaneba E. Nkrumah	Natural Resource Management Spec.	AFTS2	
Olivier Durand	Agribusiness Spec.	RDV	
Agadiou Dama	Agriculture Services Spec.	AFTR2	
Raymond Audette	Consultant	AFTR2	
Pierre Laluyaux	Consultant	AFTS2	
Ezzedine Moudoud	Consultant	AFTPR	
Suzanne Piriou-Sall	Sr. Rural Development Spec.	AFTS2	
Hoang Cuong T. Tran		AFTS2	
Abdelkrim Oka		AFTR2	
Elysabeth Nkrumah Gislaine Delaine			
Abdoulaye Ky			
Daouda Malle			
Emmanuel Nikiema	Natural Resource Management Spec.	AFTS2	
Nestor Coffi	Financial Management Spec.	AFTME	
Yves Jantzem	Extended Term Consultant	AFTS3	
Amadou Oumar Ba	Agricultural Spec.		
François Le Gall	Sr. Livestock Specialist	AFTS3	
<b>Supervision/ICR</b>			
Hugues Agossou	Sr Financial Management Specialist	AFTME	
Tamar Bocoum	Team Assistant	AFCW3	
Fatoumata Cisse Sidibe	Consultant	AFTMW	
Nestor Coffi	Country Manager	AFMNE	
Agadiou Dama	Consultant	AFTA1	
Olivier Durand	Sr Agricultural Spec.	AFTA3	
Maimouna Mbow Fam	Sr Financial Management Specialist	AFTMW	
Moustapha Ould El Bechir	Senior Procurement Specialist	AFTPW	
Rokhayatou Sarr Samb	Procurement Specialist	AFTPE	
Yeyande Kasse Sangho	Senior Agribusiness Specialist	AFTA1	
Cheick A Traoré	Senior Procurement Specialist	AFTPW	
Moussa Fode Sidbe	Program Assistant	AFMML	
Celestin Niamien	Sr. Financial Management Specialist	AFTMW	
Mahamadou Bambo Sissoko	Sr. Procurement Specialist	AFTPW	
Mamadou Sangare	Procurement Specialist	AFTPW	
Stephane Forman	Sr. Livestock Specialist	AFTA3	

**(b) Staff Time and Cost**

Stage of Project Cycle	Staff Time and Cost (Bank Budget Only)	
	No. of staff weeks	USD Thousands (including travel and consultant costs)
<b>Lending</b>		
.FY01	2.23	9.27
FY02	9.71	36.97
FY03	50.24	181.13
FY04	17.43	106.98
FY05	35.62	169.61
.FY06	15.18	77.43
<b>Total:</b>	<b>130.41</b>	<b>581.39</b>
<b>Supervision/ICR</b>		
FY06	2.08	17.48
FY07	21.05	88.51
FY08	15.30	53.08
FY09	22.71	82.26
FY10	11.16	49.85
FY11	13.48	54.19
FY12	21.23	96.00
FY13	15.08	73.61
FY14	16.57	80.95
<b>Total:</b>	<b>138.66</b>	<b>595.93</b>



## Annex 5. Beneficiary Survey Results

(if any)

### **SUMMARY OF PACR IMPACT ASSESSMENT AND AUTO EVALUATION OF PACR**

The beneficiary assessment of the project was generally positive. The beneficiaries demonstrated to have a good knowledge of the objectives and project activities and they appreciated very well the positive changes occurred in their daily life due to project activities. Beneficiary's perceptions are summarized below.

#### IMPACT AT POPULATION LEVEL

##### Direct beneficiaries of socio-collective investments

**Education:** With the exception of the region of Timbuktu, the gross enrollment rate in areas covered by PACR is everywhere higher than the average gross enrollment rate in other regions. The particular situation of Timbuktu could be explained by the effects of the security crisis in the North which would have resulted in an almost non-attendance in the region during 2012.

However, overall it appears that the proportion of girls attending schools supported by the PACR is almost the same compared to boys (49.7% for girls and 50.3% for boys in 2012 with the PACR and 50.3% against 49.2% without PACR). Possible reasons for these figures may lie (in order of importance) age of the sample surveyed (too young or too old for respectively 68.5% and 11.1%); distance between the school and the village (9.5%), child labor (6.3%), drop out cases (3.2%). There is also a significant disparity between regions, with a higher proportion of girls attending school in Sikasso and Timbuktu regions compared to lower proportions in Mopti and Segou regions.

PACR support is perceived as satisfactory in almost all of the parents surveyed (98.7%). The proportion of dissatisfied occurs in Timbuktu (7.7%) and Mopti (2.5%) for various reasons, including insufficient number of teachers, the cost of their care by communities and low level of training of some teachers. A management committee was set up at each of the schools that have received support from the PACR for its efficient and sustainable operation. The operation of these management committees is considered satisfactory to very satisfactory for the vast majority (86.6%) of student parents against 11% who consider it somewhat unsatisfactory or unsatisfactory.

**Health:** rates of antenatal care and assisted delivery are particularly high in the areas covered by the health centers supported by the PACR. Attendance rates of these health centers are higher because the diseases and causes of consultation in their services being in order of frequency, malaria (78.9%), injuries, fractures or sprains (4.5%), diarrhea (3.8%), the tension and diabetes (3.0%), cough or pain in the back or limbs (2.8%).

All women surveyed reported having given birth or in a health center (97.5%) or with the assistance of a health worker (2.5%). The assisted delivery rate is well above the national rate, which has declined, from 64% in 2009 to 57% in 2010. Reasons for low rates in other regions between low geographical accessibility (isolation) and low cover assisted delivery. Through the generalization of the delivery physician-assisted interventions PACR have particularly contributed to closer geographically and sociologically health services and certain categories of users, including pregnant women and children.

On 88% of respondents claiming to have been sick during the year, 77.4% consulted a service or a health center, particularly community health centers (79.9% of visits), then the CSREF for reference. Consultation with other stakeholders (medical office, healer or marabout, etc.) is relatively low (5.5%) in the surveyed areas.

The main reasons for non-medical consultation seems to be the assessment of the severity of the disease by the parties ("it was not necessary" or "it did not matter"). This reason concerns the vast majority (85%) of those who did not consult staff or a health center. Other reasons are the cost of the consultation and or treatment considered high, the long distance away from the health center or isolation. The vast majority of respondents in all areas (89.1%) positively appreciated the services rendered by employees and health centers, particularly in the regions of Sikasso, Mopti and Segou. The proportion of unsatisfied people (10.9% overall) is particularly high in Timbuktu (67%) and to a lesser extent in Segou (23.8%). Causes of dissatisfaction are in order of frequency: the waiting time to be too long, lack of qualification of health personnel, ineffective treatments and the high cost of prescriptions. A management committee was set up at each of the health centers that have received support from the PACR. Operation management committees are considered satisfactory to very satisfactory by the vast majority (91.4%) of respondents against 8.6% who find it unsatisfactory especially in the Timbuktu region.

**Water Access Points and Hydraulic at Village level:** The majority of the population (between 61% and 55%) that received water access points provided by PACR is satisfied with its supply of drinking water against a large minority that is not satisfied. The latter is mostly found in the Mopti region (45.2%) and Segou (41.9%).

The reasons for unsatisfied populations are in order of frequency:

- Water taste seems not suitable thus encouraging people to use their traditional sources of drinking water;
- Waiting time around the water access point, especially for water systems;
- The early depletion of certain water access points;
- The frequency of failure of pumping equipment in particular;
- The perceived high cost of water, especially for water systems and pumps;
- Excessive distance between families and the water access point.

Although "only" 60% of village populations that have received support from PACR in hydraulic at village level using modern water point for their supply of drinking water, the results of the survey show that almost all of the surveyed population (95.2%) is very satisfied to satisfied for this support. The proportion of unsatisfied is especially significant in the Segou region where they represent more than one respondent out of ten

(11.8%) and to a lesser extent in the Mopti region (4.6%), probably for the reasons cited above (unsuitable taste of water, excessive waiting time, early depletion of wells).

More than half of the population (60%) that benefited from a water access point made with PACR support get its drinking water through modern access points (cemented wells, pumps and valve wells) against 40% from traditional water points ( traditional wells, pumps, etc.).

**Empowerment of women.** Women play an important role in rural areas in different segments of the production and marketing of agricultural products. However, they are disadvantaged in access to resources and means of production, including access to land. PACR had to face the challenge of empowering women. To measure the degree of empowerment, a questionnaire was administered to managers in productive investments. Investigations in areas gave the following results:

- The chores of women were reduced by using the following equipment: 26.67% for hulling; 40% for equipment food processing; 26.67% for mills and 6.67% for other types of equipment;
- 92.11 % of OCB / OSP said that women incomes have at least doubled; 7.89% of CBOs / OSP said that incomes have not increased;
- Women have participated in family expenses.

Data collected from PACR stakeholders in Bamako and regions show that over 80% of successful projects in some regions are those of women and help confirm the survey data. The collected data show that women were strongly empowered through the following support:

- Out of the 910 productive investments funded under PACR, 358 (39.34%) benefited to women;
- Out of the 2,787 participants in capacity building activities, 1,015 of the beneficiaries are women (36.41%) through training and exchange visits, production or management techniques, basic literacy and functional literacy, poultry, rain-fed farming, insemination of cattle and processing of bourgou.

#### Functioning of management committees of collective investments

*Management committees.* Overall, almost all members of the management committees seem to be able to carry out the functions in the committee. However, it appears that with the exception of health associations, after the first year of operation, the vast majority no longer holds general assembly meetings and management meetings of committees only take place occasionally or around specific issues (opening of classrooms, technical failures, maintenance or repair of infrastructure...). Supervisory boards are hardly functional.

For schools, health centers and water access points, committees receive contributions from the populations. Depending on localities, some of them provide paid for services for users. For sub-projects such as rural roads and stockyards, these only mobilize initial budget allocations.

## *Communal councils*

### 1. Exercising communal project management

PACR has helped improve the project owner of Technical Advisors (communes), particularly through increasing the number of financing agreements signed between ANICT and CT, and stimulating:

- Better monitoring of the technical design and execution of works
- Training and support of ODC in favor of Technical Advisors.

However, shortcomings were identified, including:

- Poor quality of certain works, largely due to poor governance, lack of follow-up work by Technical Advisors who are the project owners;
- Maintenance fees (or repair fees) that are high as a result of the poor quality of works;
- Delays in the commissioning of certain infrastructures (schools, health centers) related to malfunctions in the communal programming for the acquisition of materials and equipment.

### 2. Improving municipal management and maintenance of works

PACR has prompted authorities to sign with the management committees of all sub-projects assistance agreements, except in Mopti where these signatures have been limited to 58% of sub-projects.

## IMPACT AT OCB/OSP LEVEL

### 1. Job creation

PACR has helped to create, among the population sampled, 9,281 jobs for beneficiaries, including 4,608 women, or 49.6%. In addition to self-employment, PACR helped create 161 permanent employee jobs, out of which 6 for women and 959 temporary employee jobs, out of which 431 for women (44.94%).

### 2. Technical and technological innovations

In its areas of intervention, PACR helped introduce many technical and technological innovations, ranging from crop residues bundling equipment, which have revolutionized the work of carpenters working on wood; time savings are realized and the product quality is better.

### 3. Increase of yields and incomes

- a) Annual growth rates between 2009 and 2012 of net production have evolved as follows :
- b)

**Table 5.1: Annual Growth rate (%) of net revenues**

<b>Productive investments</b>	<b>Before PACR - 2009</b>	<b>2009 - 2010</b>	<b>2010 - 2011</b>	<b>2011 - 2012</b>
Agriculture	47,61	186,32	93,84	16,46
Livestock	67,98	21,32	642,18	45,70
Processing	22,90	37,45	25,17	14,94
Crafts	64,91	8,72	144,47	-38,83

*Source: PACR*

c) Increase in yields

Yields have increased for many crops until 2011, with the intensification program and production processes supported under PACR.

4. Functionality bodies OCB / OSP

Overall, the OCB / OSP worked well with the support of PACR, with clear improvement in:

- The frequency of statutory meetings,
- The rate of renewals of the mandate of members of management bodies,
- Their number and having sufficient resources to be functional,
- Their integration into the formal financial system.

Conclusion

PACR has achieved all of its objectives. Indeed, his performance was good overall and very good as regards the number of direct beneficiaries of the project (136 %) and the percentage of productive investments that have generated an average annual income per member above the daily poverty line (50% on a forecast of 50%). Other results were as follows: 55% of productive projects have generated an average annual income above the daily poverty line against a forecast of 60%; and 71% of supported villages under PACR have an adequate access to basic social services against a forecast 80 %.

**AUTO EVALUATION OF PACR**

The project conducted in September 2012 an auto-evaluation of PACR focused on components B and C, which served as the basis of the independent impact evaluation conducted at the end of 2013. As regards productive investments, the assessment of the functionality of management bodies in productive projects was conducted on a sample of 80 CBOs managing projects being in operation for at least two years. It was made based on the following criteria:

- The operation of the device and organizational management
- The level of literacy / education of members of the governing body of the OCB / OSP
- The control of management tools

Results revealed that 82% of the management bodies meet at least two of the three criteria combined. Among other factors to explain the rate of functionality to be quite satisfactory, it is noteworthy the significant capacity building program implemented

under PACR especially for beneficiaries in productive investments. Moreover, the 82% rate of proper functioning of the management bodies is much higher than was set as end goal of the project is 75% for component C.

As with productive investments, an assessment of the functionality of the management bodies in socio-collective investments was conducted on a sample of 313 social collective investments. The survey revealed that 90% of the management bodies meet at least two of the three criteria of functionality mentioned earlier.

*Additional average income by member of OCB.* Since management of sub-projects is not the main activity of members of CBOs / OSP, the income they earn from this operation can be considered as additional. The additional average income per member of OCB is derived from operating account in productive investments. The operating account is established by the OCB with support from the provider in advisory service on management. The appreciation of the additional average income was made on a sample of 195 productive investments under operation, which represents nearly 23% of all the productive investments and 28% of sub-projects in operation. The 195 productive investments are operated by 3,304 members of CBOs. They include 128 agricultural projects, 20 livestock projects, 25 projects in food processing and 22 in craft projects. This sample seems representative enough since the 904 in productive projects, agricultural projects accounted for 49 %, livestock projects 29% transformation projects 14% and 8% Handicrafts. The assessment found that the average income in project area is XOF 73,113 per OCB member. The average income varies depending on areas of activity, but also by region. Thus, we see that the highest average income is observed in crafts with XOF 81,645 and the lowest average income in livestock with XOF 58,870. Also the highest average regional income is in Segou with XOF 88,710 and the lowest average regional income is in Sikasso with 53183fcfa. Overall, revenues remain dependent on the possibility of poor harvest years by location (agriculture sub-projects represent 65 % of the sample of projects) and the relatively high number of members by OCB (17 members on average).

*Satisfaction of beneficiaries of productive and socio-collective investments.* 267 members of OCB were surveyed, and included 89 beneficiaries of productive investments, 48 beneficiaries of 12 socio-collective investments. As regards productive investments, results show that (i) 255 people or 95% of respondents are satisfied with the process of construction of infrastructure; (ii) 206 people or 77% of respondents feel that the quality of the infrastructure created is good, and 55 people or 20% believe it is fair; (iii) 209 people or 78% of respondents have undertaken measures to mitigate the adverse environmental impacts of their projects and (iv) 228 people or 85% have introduced technical and technological innovations. As regards socio-collective investments, results show that (i) 48 people representing 100% of respondents are satisfied with the process of construction of infrastructure (ii) 37 people or 77% feel that the quality of the infrastructure created is good, and 9 people or 19% believe it is fair and (iii) 46 people or 96% believe that there has been an increase in attendance of their infrastructure. Regarding attendance, out of a sample of 358 social investments representing about 70% of achievements in this area, results show that 329 social investments have experienced

an increase in their attendance rate, or about 92%, slightly above the end target set by the project.

*As regards capacity building and various efforts conducted*, results showed that 97,66% surveyed are satisfied with the quality of IEC sessions while 2,34% are not. Satisfaction includes utilization of simple and appropriate tools, clarity and content of themes, local languages and complementarity with radio shows done through rural radios.

Animations made in the field at OCB / OSP level allowed a large majority of people to understand better the importance of the topics discussed. Perceptible impacts can be summarized as follows: (i) the introduction of cleanliness days in the villages; (ii) the set-up of hygiene and sanitation committees in villages; (iii) the organization of dumps in the villages; (iv) Change of behaviors of rural populations. The environment is clean, girls go to school and women are more involved in the development of the village.

**Annex 6. Stakeholder Workshop Report and Results**  
*(if any)*

N/A



## **Annex 7. Summary of Borrower's ICR and/or Comments on Draft ICR**

### **I. DESCRIPTION ET DEMARRAGE DU PROJET**

#### **a) Période de préparation de 2002 à 2006**

L'idée du projet a été lancée en novembre 2002 à un moment où le revenu moyen annuel par tête d'habitant du Mali était estimé à environ 300 US\$, et sa population à environ 11,6 millions d'hts avec un taux d'accroissement annuel de 2,4%. Au plan politique et institutionnel, le pays avait enregistré certaines avancées dans les domaines de la décentralisation, avec la mise en place de nouvelles autorités au niveau de ses 703 communes, 8 assemblées régionales et 49 conseils de cercle, ainsi que l'opérationnalisation d'un dispositif d'appui technique et financier à la décentralisation dont l'un des instruments majeurs est l'Agence Nationale des Collectivités Territoriales (ANICT). Le pays commençait également à tirer les enseignements de la première génération du Cadre Stratégique de Lutte contre la Pauvreté (CSLP 2002-2006) pour en préparer une seconde génération qui a été effectivement adoptée le 20 décembre 2006 sous la dénomination de **Cadre Stratégique pour la Croissance et la Réduction de la Pauvreté (CSCR -2007-2011)**. Le PACR a été conçu dans ce contexte avec une visée de développement décentralisé et participatif (DDP) guidée par une logique de complémentarité avec le PCDA et de capitalisation des précédents projets de développement communautaire du pays, notamment du PAIB et du PGRN.

#### **b) De la mise en vigueur en 2006 au 31/12/2011**

De la mise en vigueur du projet le 24/03/2006 au 31/12/2011, les grandes tendances de la période précédente se sont maintenues au plan politique et institutionnel. Au plan de l'accès aux services sociaux de base, le contexte a été marqué par une évolution significative des indicateurs avec (i) un taux brut de scolarisation qui est passé de 70.5% en 2004 à 78.3%, (ii) une augmentation de plus de 25% du nombre de CSCOM, celui-ci étant en effet passé de 660 en 2003 à 826 en 2007, et (iii) un taux d'accès à l'eau potable qui est passé de 60.1% à 76.2% sur la même période.

#### **c) Les périodes de crise 2012-2013**

A partir du début de l'année 2012, les Régions du nord furent brutalement frappées par une crise sécuritaire qui s'est traduite par un fort ralentissement de la vie économique, avec de surcroît, (i) un déplacement massif de leurs populations vers plusieurs pays voisins, et les autres régions du sud, notamment celles de Mopti, Ségou, Koulikoro et Kayes, et (ii) une destruction des capacités d'exploitation et de fonctionnement d'une cinquantaine de sous-projets productifs, et de plus d'une centaine de sous-projets socio-collectifs financés par le PACR dans les Régions de Tombouctou et de Mopti. Les événements intervenus le 22 mars 2012 ont encore aggravé cette situation en raison de la suspension de coopération de la quasi-totalité des partenaires techniques et financiers avec le pays.

### **1.1 Objectifs du projet**

Le PACR a été mis en vigueur le 24/03/2006 avec un crédit initial de 60 millions US\$ de la Banque Mondiale, en visant les objectifs ci-dessous :

#### **a) Objectifs de développement**

L'objectif de développement du PACR est la réduction de la pauvreté et l'amélioration des conditions de vie des populations en zones rurales au Mali à travers (i) un renforcement des capacités des communautés et des services leur venant en appui, et (ii) le financement au niveau local, d'investissements à caractère économique, social et environnemental générateurs de revenus et créateurs de bien-être.

### *b) Objectifs spécifiques*

De façon plus spécifique, le PACR vise 2 objectifs :

- Améliorer l'accès aux services sociaux de base par le financement de sous-projets socio-collectifs à maîtrise d'ouvrage communale (écoles, centre d'éducation pour le développement, centre d'alphabétisation, centre de santé, sources d'eau potable, etc.),
- Améliorer les revenus des populations par le financement des sous-projets directement productifs au profit des Organisations Communautaires et Socioprofessionnelles de Base (OCB, OSP) dans tous les domaines.

Pendant toute la durée d'exécution du projet, ses objectifs n'ont pas été changés.

## **1.2 Composantes du projet**

Pour atteindre ces objectifs, les activités du PACR s'articulaient initialement autour de quatre composantes : Une composante Renforcement de Capacités – Gouvernance et Développement Local (Composante A) pour un montant d'environ 6,135 milliards FCFA ; Une Composante Investissements d'Initiatives Communales (Composante B) pour un montant d'environ 5,580 milliards FCFA ; Une Composante Investissements d'Initiatives Productives des Communautés Locales (Composante C) pour un montant d'environ 11,700 milliards FCFA ; Une Composante Coordination et Gestion du projet, Suivi-évaluation, Gestion de la Connaissance pour un montant d'environ 3,144 milliards FCFA. Au vu des résultats enregistrés par le projet PACR, la Banque Mondiale lui a alloué un fonds additionnel de 11,2 U\$ en vue d'atténuation des effets sur les populations les plus défavorisées de sa zone d'intervention des crises énergétiques qui ont secoué le monde à partir de 2007. Avec la signature de l'accord de ce financement additionnel, il a été créé en plus de ces 4 composantes initiales une nouvelle composante dénommée **Composante-E** visant à appuyer les organes de gestion d'écoles, de centres communautaires et mutuelles de santé.

Les principaux résultats initialement attendus du projet portent sur la réalisation de : 450 investissements socio collectifs ; 900 sous projets productifs ; d'activités de renforcement de capacités des communautés rurales et de leurs partenaires (autorités administratives et techniques, collectivités, société civile et secteur privé). Ceux du fonds additionnel sur :

- L'allocation de 589 micro-dons aux promoteurs de sous-projets productifs pour l'acquisition d'intrants, la réhabilitation d'infrastructures, l'introduction d'innovation technique et l'adhésion à des réseaux de commercialisation
- 742 écoles, centres et mutuelles de santé par la prise en charge de salaire d'agents, la dotation en médicaments et fournitures scolaires, l'entretien et la réhabilitation d'infrastructures.

## **1.3 Organisation et réalisation du projet au sein du Ministère de tutelle, et des autres Ministères et agences impliquées dans l'exécution du projet**

Le projet a évolué pendant ses 7 années d'exécution sous la tutelle du Ministère chargé du Développement Social et de l'Economie Solidaire, en raison de ses missions et de son rôle en matière de promotion d'économie coopérative. Bien que ce Ministère ait connu 5 chefs de

département pendant cette période, le personnel clef de son Cabinet qui a la charge du PACR est resté stable avec le même Secrétaire Général pendant les 7 années, et le même Conseiller Technique pendant 6 années. Cette stabilité a été également observée au niveau des responsables de ses services centraux, et de leurs déconcentrations au niveau régional et local. La collaboration entre le personnel clef du Cabinet et la Direction du projet n'a été affectée par aucun facteur limitant, en raison d'une bonne circulation de l'information, d'une perception partagée et des missions du Comité National de Pilotage du projet. La collaboration avec les services centraux, l'ODHD et les autres projets de la tutelle a principalement consisté à les informer régulièrement sur l'état d'avancement du projet, à charger l'Union Technique des Mutualités de la formation d'une trentaine mutuelle, et à associer la Direction du Matériel et des Finances aux procédures de passation des marchés les plus importants. La collaboration avec ses services déconcentrés au niveau régional et local a été beaucoup opérationnelle, en raison de l'orientation du projet vers l'impulsion de dynamiques locales. Une véritable dynamique partenariale a été également développée avec plusieurs projets de développement local, notamment le Projet d'Appui au Développement Communautaire (PADEC) financé grâce à la BAD, et le Projet de Compétitivité et de Diversification Agricole (PCDA), financé grâce à la Banque Mondiale, et l'ADERE-Nord financé grâce à l'Union Européenne. La cellule du CSCRP a été associée à toutes les sessions du CNP du projet et enrichie par ses données/informations.

## **II. CONCEPTION, EXECUTION, REALISATION ET IMPACT DU PROJET**

### **2.1 CONCEPTION DU PROJET**

#### **2.1.1 La philosophie d'intervention**

La philosophie d'intervention du PACR repose sur cinq (5) piliers :

- le principe de la participation des bénéficiaires à toutes les actions qui le concernent ;
- la recherche d'une véritable auto – promotion des bénéficiaires ;
- l'impulsion d'une dynamique partenariale entre les différentes catégories d'acteurs du développement local ;
- le renforcement des capacités des bénéficiaires et de leurs partenaires, en vue d'un véritable changement de comportement et d'une pérennisation des différentes actions ;
- la consolidation des acquis et la capitalisation des expériences des projets de développement ayant opéré dans ses zones d'intervention.

#### **2.1.2 Le schéma d'intervention**

Le dispositif opérationnel du PACR a été façonné pour atténuer simultanément la plupart des effets des contraintes endogènes au développement socio-économique local, avec : **Un Bureau Central de Gestion du projet (BCG/PACR)** basé au niveau central et une antenne au niveau chacune de ses 4 régions d'intervention,; **Un Groupement d'ONGs dénommé Opérateur de Développement Communautaire (ODC)** basé au niveau de chaque chef lieu de Région, pour affecter à chacune des communes des **Agents de Développement Communautaire (ADC)** ; **Un Bureau ou Groupement de Bureau d'études dénommé Bureau d'Analyse (BA)** ; **Des réseaux de prestataires privés** appuyés par les services techniques ; **L'ANICT** pour canaliser les fonds en direction des conseils communaux et la BND en direction des groupements de producteurs et des promoteurs de micro-entreprises.

## **Les modes opératoires**

Pour atteindre les objectifs du projet, il a été assigné à chacun des acteurs du schéma d'intervention une mission permettant de surmonter au moins une des 5 catégories de contraintes auxquelles les initiatives de développement local sont généralement confrontées, à savoir :

- les faiblesses de capacités des bénéficiaires
- l'exiguïté des marchés locaux
- les difficultés d'accès au foncier
- les difficultés d'accès au financement
- les difficultés d'accès des services sociaux de base.

## **2.2 EXECUTION –REALISATION DU PROJET**

### **2.2.1 COMPOSANTE A –Renforcement des Capacités – Responsabilisation et Participation Gouvernance locale**

Cette composante a pour objectif d'aider les acteurs de la décentralisation, notamment les communautés villageoises et les organisations socioprofessionnelles à la base à : (i) participer plus activement à la planification et à la mise en œuvre du développement local et communal, (ii) être mieux et plus responsabilisées dans la maîtrise et la gestion d'investissements collectifs et productifs.

Pour atteindre ces objectifs, ses apports devaient être suscités à travers 3 sous- composantes, à savoir :

- l'information, l'animation et l'accompagnement des communautés, leurs OCB/OSP et conseils communaux
- la formation des acteurs du développement local à travers des réflexions et débats inter-acteurs, ainsi que la préparation de modules pour des formations destinées aux organes de gestion des investissements aussi bien socio-collectifs que productifs
- la professionnalisation de l'environnement de services et de l'offre de formation grâce notamment à l'exécution de modules spécifiques destinés au renforcement des capacités des prestataires de services et de formation, et des services techniques déconcentrés.

A la date du 30/11/2013, l'état d'avancement et les résultats d'exécution de chacune de ces sous-composantes pouvait se résumer comme suit :

#### **2.2.1.1 Information, animation et accompagnement**

##### *De l'information et de l'animation*

Les activités d'information et d'animation ont été essentiellement conduites par les Agents de Développement Communautaires (ADC) à travers des approches d'IEC et d'appui-conseil. Comme il ressort des tableaux en Annexe A, malgré les effets d'un exode rural de plus en plus massif, des conditions de terrain extrêmement difficiles, et de l'augmentation des prix entraînée par les crises alimentaires, énergétiques et financières, les actions entreprises par les ADC ont permis de toucher à travers **75 065 séances** environ **477 852** personnes dont **50,29%** de femmes contre **350 000** programmées soit un taux de réalisation de **136,52%**.

##### *De l'accompagnement des bénéficiaires*

L'accompagnement des bénéficiaires a été principalement conduit par les ADC, en appliquant des démarches d'appui-conseil et d'assistance technique aux bénéficiaires directs, c'est-à-dire les OCB/OSP et les conseils communaux. Sa modalité de mise en œuvre a essentiellement consisté à organiser des séances d'informations et d'échanges à travers lesquelles les ADC ont tenu avec les populations, les groupements et les conseils communaux **97 032** rencontres de mobilisation, d'organisation et de sensibilisation (SMOS) soit plus de **100** rencontres par ADC et par an.

### **2.2.1.2 Formation des acteurs du développement local**

Conformément aux prescriptions de la mission d'évaluation du PACR :

- a) *Une session de formation et de réflexion inter-acteurs* a été préparée et animée par 2 groupements de prestataires au niveau du chef-lieu de chacun des 18 cercles avec une participation moyenne de 25 responsables des autorités administratives et techniques des communes bénéficiaires, des organisations faitières, des groupements de producteurs et des organes de gestion des investissements socio-collectifs, comme il ressort du tableau n°5 ci-dessous.

**Tableau 7.1 : Nombre de participants aux journées de concertations et d'échanges inter – acteurs**

N°	Thèmes	Durée	Nbre de participants	Participants	Prestataire
1	Rôle et responsabilité des acteurs du développement local	5	279	Elus et Agents des collectivités territoriales, Services techniques, Leaders traditionnels et associatifs	ISPEC - SABA et RTI – CEPROCIDÉ – ACA
2	Développement local et pérennisation des investissements socio collectifs	5	232		
3	Coopération décentralisée : enjeux et perspectives	5	270		
	<b>Ensemble</b>	<b>15 jours</b>	<b>781</b>		

Source: PACR

- b) *Des sessions de formation au profit d'au moins 2 responsables des 54 conseils communaux* ont été organisées en cohérence avec la stratégie nationale de formation en décentralisation, en les conduisant en 2 étapes ayant couvert chacune les thèmes :
- 1) de la planification du développement local
  - 2) de la maîtrise d'ouvrage et la passation des marchés
  - 3) du rôle des acteurs de la décentralisation
  - 4) de la mobilisation des ressources.

### **2.2.1.3 Professionnalisation de l'environnement de service et de l'offre de formation**

*Des formations des organes de gestion des investissements financés* ont été organisées selon une visée de professionnalisation de l'environnement de service et de l'offre de formation, en renforçant les capacités de l'ensemble des prestataires de services qui interviennent en appui aux communautés rurales et aux organisations professionnelles à travers 5 catégories d'actions bien distinctes :

- 1) des activités de renforcement des capacités des services techniques et prestataires d'appui-conseil
- 2) des concertations régulières entre prestataires de formation
- 3) l'élaboration et la diffusion de supports didactiques
- 4) des initiatives visant à créer des centres ressources

5) l'évaluation ex-post des formations dispensées.  
Le tableau ci-dessous indique que les résultats atteints par la formation des prestataires, la catégorie d'actions dominante pour la professionnalisation de l'environnement des services

**Tableau 7.2 : Répartition région du nombre de participants aux sessions de formation des prestataires et services techniques**

Régions	Prestataires Services publics			Prestataires privés			Total
	H	F	Total	H	F	Total	
Sikasso	58	1	59	73	6	79	296
Ségou	55	1	56	53	13	66	224
Mopti	41	0	41	35	0	35	225
Tbt	28	1	29	6	1	7	86
<b>Total</b>	<b>182</b>	<b>3</b>	<b>185</b>	<b>167</b>	<b>20</b>	<b>187</b>	<b>372</b>

Source: PACR

## 2.2.2 COMPOSANTE B – Investissements d'Initiatives Communales

### a) Aspects saillants du processus d'exécution

La charge d'exécution de cette composante a été confiée à l'ANICT à travers un accord de projet avec l'IDA, et un accord subsidiaire avec le Ministère de l'Economie et des Finances du Mali.

### b) Bilan quantitatif

Conformément au programme d'exécution de la composante, le projet n'a financé des investissements qu'au titre de 4 années d'exécution (2006-2007/2008-2009-2010) pour un coût total de 5.231.763.053 FCFA, dont la répartition régionale figure sur le tableau n°3 ci-dessous.

**Tableau 7.3 : Coût des conventions**

Région	2006	2007/2008	2009	2010	TOTAL	%
	Montant	Montant	Montant	Montant	Montant	
<b>Sikasso</b>	193 689 749	1 041 670 198	534 752 980	183 840 998	1 953 953 925	37,35%
<b>Ségou</b>	129 711 668	613 407 824	306 985 155	81 691 865	1 131 796 512	21,63%
<b>Mopti</b>	156 355 079	835 006 536	433 502 096	141 151 256	1 566 014 967	29,93%
<b>Tombouctou</b>	46 319 015	319 394 591	159 466 657	54 817 386	579 997 649	11,09%
<b>Total</b>	<b>526 075 511</b>	<b>2 809 479 149</b>	<b>1 434 706 888</b>	<b>461 501 505</b>	<b>5 231 763 053</b>	<b>100,00%</b>

Source: PACR

En terme de nombre, ce sont 515 conventions qui avaient été signées, ce nombre ayant été réduit par la suite à 501 à cause :

- de l'annulation de 8 conventions de la dotation de 2006 en raison de défaillances dans les procédures de passation des marchés
- du traitement en 2 conventions intercommunales seulement, des droits de tirage 2006 de 6 communes de la Région de Sikasso
- l'annulation d'une convention relative à l'acquisition d'équipements solaires du CSCOM de Kassorola (dotation 2010), en raison du non paiement de la contribution de la commune.

Le tableau n°4 ci-dessous révèle que ces 501 conventions ont été toutes exécutées, et qu'à la date du 31/11/2013, seulement 3 de leurs infrastructures n'étaient pas fonctionnelles, il s'agit de trois puits encore exploités en raison soit de l'existence d'une roche qui n'a pas permis d'atteindre la nappe, soit à cause de phénomènes d'éboulement.

**Tableau 7.4 : État d'exécution des conventions de la composante B**

Régions	Nombre de Conventions		Nombre de Projets réceptionnés	Nbre fonctionnel
	Signé	Révisé		
Sikasso	223	214	214	213
Ségou	109	107	107	107
Mopti	140	137	137	135
Tombouctou	43	43	43	43
<b>Total</b>	<b>515</b>	<b>501</b>	<b>501</b>	<b>498</b>

Source ANICT

Du point de vue répartition sectorielle, il ressort du tableau n°5 ci-dessous qu'en termes de nombres, les investissements dans le domaine de l'éducation sont prédominants avec 43.82% suivis de ceux sur la santé avec 22.71%, de l'hydraulique 16.93% et des équipements marchands avec 15.54%.

**Tableau 7.5 : Répartition sectorielle des investissements**

PACR	Villages à appuyer		Population	Secteurs	Nombre de sous-projets	% Projet
	Nombre	%				
Ensemble	1042	100,00%	1 103 659	Amén. territ.	5	1%
				Education	220	43,82%
				Equip. march.	78	15,54%
				Hydraulique	85	16,93%
				Santé	114	22,71%
<b>TOTAL</b>	<b>1042</b>		<b>1 103 659</b>		<b>502*</b>	

Source: PACR

Conformément aux prescriptions de l'accord de crédit, un programme de formation a été conçu par le BCG/PACR et financé par l'ANICT sur les droits d'appui technique respectifs, dans le but de former les comités de gestion de ces sous-projets dans le domaine de la gestion communautaire en mode décentralisé, et de façon spécifique dans ceux de la gestion des écoles, des points d'eau, des centres de santé et des équipements marchands. Comme il ressort du tableau ci-dessous, le nombre total de responsables de comités de gestion ayant participé à ce programme s'est chiffré à 1.387 participants dont 18% de femmes.

**Tableau 7.6 : Nombre de participants aux sessions de formation des comités de gestion**

Secteurs	CG formés	Effectifs participant comités de gestion			% femmes
		hommes	femmes	Total	
Module de base S/E	114	307	75	382	20%
Equipements marchands	44	112	25	137	18%
Education	106	267	32	299	11%
Santé	59	204	63	267	24%
Hydraulique	84	182	27	209	13%

Alpha fonctionnelle	45	71	22	93	24%
<b>TOTAL</b>	452	1143	244	1387	18%

Source: PACR

### 2.2.3 COMPOSANTE C : Initiatives Productives des Communautés Locales

#### a) Crédit initial

##### *Aspects saillants du processus d'exécution*

Conformément à la stratégie d'intervention, ce sont les ADC qui ont incité les exploitants individuels à se regrouper pour identifier et formuler les avant-projets. De la mise en vigueur du projet en 2006 à sa revue à mi-parcours en 2010, les exploitants se sont principalement regroupés en associations à but non lucratif et de surcroît plus orientées sur des modes de production à caractère collectif. Compte tenu des limites de ce type d'organisation en matière d'initiatives productives et de l'inefficacité des modes collectifs de production, les équipes du projet se sont activement investies pour leur mutation en coopératives de nombre de membres adéquat (15 à 20 personnes), privilégiant plutôt des modes d'exploitation qui mutualisent uniquement les services en responsabilisant chacun des membres pour sa production. Le pourcentage d'associations bénéficiaires a progressivement diminué en passant de 70% en 2008 à 3% en 2012, de telle sorte que la quasi-totalité des groupements évoluent actuellement sous la forme de coopérative de service.

#### b) Bilan quantitatif

A la date du 30/11/2013, l'objectif de 900 sous-projets était dépassé puisque 910 groupements avaient bénéficié des financements de la composante à travers des conventions de financement signées avec les antennes régionales qui leur confèrent pleinement la maîtrise d'ouvrage de leur investissement. Du point de vue répartition régionale, le tableau n°8 révèle que la Région qui en a le plus bénéficié est celle de Sikasso, avec 32,63% des sous-projets, suivie de celle de Mopti avec 28,24 % des sous-projets. Du point de vue niveau d'achèvement, le tableau n°8 indique qu'à la date du 30/11/2013, les travaux d'infrastructure et les acquisitions d'équipements de 906 sous-projets avaient été réceptionnés, soit un taux de réception de 99%.

**Tableau 7.7 : État d'exécution des investissements des conventions**

REGIONS	Nombre de Conventions		Nombre d'investissements physiques réceptionnés	Taux de réception (%)	Nombre d'investissements physiques en cours de réalisation
	R	%			
Sikasso	297	32,63	297	99	0,00
Ségou	228	25,05	228	100	0
Mopti	257	28,24	253	98	4
Tombouctou	128	14,07	128	100	0
<b>Total</b>	<b>910</b>	<b>100</b>	<b>906</b>	<b>99</b>	<b>4</b>

Source : Antennes PACR

Le montant total des 910 sous-projets financés s'est chiffré à **onze milliards six cent quatre-vingt-treize millions six cent soixante mille cent soixante-seize (11 693 660 176) Fcfa**, dont la répartition par Région figure au tableau n°9 ci-dessous.

**Tableau 7.8 : Cout de réalisation des conventions (subvention PACR)**



Régions	Prévisions		Réalizations			
	Nbre de conv.	Subvention PACR	Nbre de conv.	Taux	Subvention PACR	%
<b>Sikasso</b>	271	3 892 945 105	297	109,59%	3 879 609 836	99,66%
<b>Ségou</b>	209	3 002 308 218	228	109,09%	2 530 054 547	84,27%
<b>Mopti</b>	304	4 366 993 771	257	84,54%	3 426 467 293	78,46%
<b>Tbt</b>	116	1 666 352 886	128	110,34%	1 883 104 950	113,01%
<b>TOTAL</b>	<b>900</b>	<b>12 928 599 980</b>	<b>910</b>	<b>101,11%</b>	<b>11 693 660 176</b>	<b>90,45%</b>

Source: PACR

Du point de vue domaine d'intervention, le tableau ci-dessous, indique que ce sont les sous projets de production *agricole* qui sont prédominants en terme de nombre avec 49%, suivis de ceux de *l'élevage* (29%), de la *Transformation* (13%) et *l'Artisanat* (9%).

**Tableau 7.9 : Répartition du nombre de sous projets productifs par secteur**

SECTEURS	SIKASSO		SEGOU		MOPTI		TOMBOUCTOU		TOTAL	
	Nbre	%	Nbre	%	Nbre	%	Nbre	%	Nbre	%
Production agricole*	153	52	100	44	115	45	74	58	<b>442</b>	49
Elevage	95	32	37	16	113	44	22	17	<b>267</b>	29
Transformation	33	11	68	30	7	3	14	11	<b>122</b>	13
Artisanat	16	5	23	10	22	8	18	14	<b>79</b>	9
<b>TOTAL</b>	<b>297</b>	<b>100%</b>	<b>228</b>	<b>100%</b>	<b>257</b>	<b>100%</b>	<b>128</b>	<b>100%</b>	<b>910</b>	<b>100%</b>

Source: PACR

### c) Renforcement des capacités

A l'instar des comités de gestion des sous-projets socio-collectif, les organes de gestion des sous-projets productifs devaient être formés en Entrepreneuriat rural et en technique de production, à travers l'accompagnement pendant au moins 6 mois de chacun des organes de gestion par un prestataire de conseil technique et d'au moins 12 mois par un prestataire de conseil en gestion. Il est apparu à l'exécution une quasi-inexistence de prestataires privés au niveau local pour fournir ces appuis, de telle sorte que le projet a dû recourir à des agents des services publics locaux pour accompagner 652 des 910 groupements bénéficiaires (71,64%) dont 108 en gestion par les services locaux du Ministère de tutelle, et 454 en technique de production par ceux de l'urbanisme, de l'hydraulique, de l'agriculture, de l'élevage, de la pêche, de l'artisanat etc.

**Tableau 7.10 : Répartition des OCB/OSP ayant bénéficié des appui-conseils des Agents des services publics**

N°	Région	Etude	Contrôle	Accompagnement en technique de production	Accompagnement en gestion	Total
1.	Sikasso	1	86	75	26	<b>188</b>
2.	Ségou	0	138	127	61	<b>326</b>
3.	Mopti	0	0	117	21	<b>138</b>
	<b>TOTAL</b>	<b>1</b>	<b>224</b>	<b>319</b>	<b>108</b>	<b>652</b>

Source: PACR

Le tableau n°12 ci-dessous révèle que globalement ces ont 372 agents qui ont suivi des sessions de formation dont la moitié par ceux des services publics.

**Tableau 7.11 : Répartition par région des nombres de participants aux sessions de renforcement des capacités des prestataires**

Régions	Prestataires Services publics			Prestataires privés			Total
	H	F	Total	H	F	Total	
Sikasso	58	1	59	73	6	79	296
Ségou	55	1	56	53	13	66	224
Mopti	41	0	41	35	0	35	225
Tbt	28	1	29	6	1	7	86
<b>Total</b>	<b>182</b>	<b>3</b>	<b>185</b>	<b>167</b>	<b>20</b>	<b>187</b>	<b>372</b>

Source: PACR

**Tableau 7.12 : Répartition régionale des nombres de participants aux sessions d'Alpha initiale et d'alpha appliquée à l'Entreprenariat rural**

Antennes	Alpha initiale				Alpha appliquée à l'entreprenariat rural				Total
	OCB /OSP	H	F	Total	OCB/ OSP	H	F	Total	
Sikasso	104	697	1436	2133	177	213	45	354	<b>2.487</b>
Ségou	87	755	1009	1764	116	234	114	348	<b>2.112</b>
Mopti	1	0	25	25	109	144	74	218	<b>243</b>
Tombouctou	51	354	392	748	98	147	49	196	<b>944</b>
<b>Total</b>	<b>243</b>	<b>1 806</b>	<b>2862</b>	<b>4670</b>	<b>500</b>	<b>738</b>	<b>282</b>	<b>1.000</b>	<b>5.670</b>

Source: PACR

**Tableau 7.13 : Répartition régionale des nombres de participants aux formations en technique de production (atelier-apprentissage-visites d'échanges)**

Antennes	nbre OCB	effectifs participants			% femmes
		H	F	total	
Sikasso	306	450	415	865	48%
Ségou	246	456	246	702	35%
Mopti	288	631	278	909	31%
Tbt	126	262	118	380	31%
<b>Total</b>	<b>996</b>	<b>1799</b>	<b>1057</b>	<b>2856</b>	<b>37%</b>

Source: PACR

Le dépassement du nombre d'OCB/OSP ayant participé aux formations (929) par rapport au nombre total de bénéficiaires (910), a résulté du fait que plusieurs d'entre elles ont été associées aussi bien aux ateliers qu'aux visites d'échanges. Du point de vue répartition sectorielle, le tableau en annexe révèle que ces activités de renforcement de capacités techniques ont couvert tous les domaines d'intervention des OCB/OSP.

### 2.2.3.2 Fonds Additionnel de la Composante C :

Les appuis du fonds additionnel ont été apportés à 585OCB/OSP bénéficiaires en appliquant les mêmes principes et procédures que ceux du crédit initial.

Comme il ressort du tableau en annexe, le projet est parvenu, en visant cet objectif, à signer des accords subsidiaires de financement avec 455 de ses groupements bénéficiaires, soit un taux de réalisation significatif de 77% en terme de nombre.

#### **2.2.4 Assistance sociale**

Les activités d'assistance sociale ayant fait l'objet d'une nouvelle Composante (E), de nouvelles procédures ont été conçues pour pouvoir financer de façon efficiente 742 comités de gestion de sous-projets socio-collectifs. En appliquant rigoureusement ces procédures, le projet est parvenu à signer **541 accords de micro-dons** soit un taux de réalisation de 72%, dont les détails estimatifs figurent en annexe E.

#### **2.2.5 Composante D : Gestion, coordination du projet, Suivi-évaluation et partage de Connaissance**

Les aspects les plus déterminants de l'exécution de cette composante furent :

- La mise en place du dispositif opérationnel et de gestion ;
- La coordination des activités ;
- La passation des marchés ;
- La gestion financière.

##### **2.2.5.1 Le dispositif opérationnel et de gestion**

###### **a) *Le BCG/PACR, les Antennes et ODC***

Les personnels du BCG/PACR et des Antennes ont été recrutés par des appels à la concurrence à travers lesquels il est apparu que les salaires proposés aux postulants n'étaient pas aussi incitatifs de telle sorte que plusieurs candidats classés premiers ont plutôt désisté. De plus des agents de profil d'agroéconomiste pour le poste d'assistant principal aux Chefs d'antenne n'ont toujours pas pu toujours être recrutés en raison de leur rareté sur le marché du travail. L'ensemble du dispositif opérationnel et de gestion a relativement fonctionné malgré :

- une surcharge excessive d'activités de gestion qui n'a pas permis d'être plus présent sur le terrain et plus pro-actif en matière de communication, de suivi-évaluation et de programmation des formations
- le départ de 3 des 4 Directeurs pour des projets offrant de meilleures conditions de travail
- les changements intervenus au niveau de tous les chefs d'antenne régionale pour diverses raisons.

###### **c) *Le Comité National de Pilotage***

Par son Décret N° 504-PM du 14/11/2005, le Premier Ministre a fixé le cadre institutionnel et organisationnel du projet, en instituant un CNP comme l'organe d'orientation et de suivi de la mise en œuvre du projet et des organes similaires pour le niveau régional (CRSC) et pour le niveau cercle (CLSC). Avant la crise de 2012, le comité national de pilotage s'est réuni 2 fois par an comme prévu, et 1 fois en session extraordinaire. A travers ses sessions, il a relativement bien joué son rôle, en analysant de façon critique les projets de rapports d'activités, de budgets, des plans opérationnels et des aide-mémoires, des missions de supervision de la Banque mondiale et en formulant des recommandations pertinentes qui ont toutes été appliquées. Ces recommandations se sont révélées d'autant plus pertinentes qu'il a régulièrement associé à ses travaux des représentants du CSCR, de l'ODHD et des projets de développement similaires, notamment de l'ADERE Nord, du PASAOP et du PCDA, le PAPAM et le FODESA.

### **2.2.5.2 La Coordination et la Complémentarité des activités**

Au niveau central, la coordination des activités a été bien assurée par le BCGP dans une logique de recherche permanente d'identification des dysfonctionnements et de propositions de mesures susceptibles de corriger les faiblesses constatées.

Au niveau Régional, les antennes ont globalement joué leur rôle bien qu'elles ne soient pas parvenues à appuyer de façon constante des activités de terrain en raison des surcharges de travail. Elles ont pu par ailleurs établir des relations bien suivies avec les autorités administratives, les services techniques, les organisations faitières et surtout avec les Antennes Régionales de l'ANICT et les coordinateurs des ODC.

Au plan de la complémentarité et de la mise en synergie, d'importants acquis ont été enregistrés à tous les niveaux, à travers :

- des concertations quasi-permanentes avec les projets de développement similaires tels que le PCDA, le FODESA, le PADEC, le PASAOP, le PNIR, l'ADERE Nord, Lux-Développement, le projet des villages du millénaire PRODEVALAIT, FODESA, PAISA, etc.
- l'implication des Directions Nationales les plus concernées (Agriculture, élevage, pêche, production et Industrie animales, Développement social et Economie solidaire) dans la conduite d'activités essentielles telles que l'élaboration des modules, l'organisation des visites d'échanges et de découverte d'innovations technologiques, de partage sur les bilans annuels.

### **2.2.5.3 La Gestion Financière**

Selon l'accord du crédit initial du PACR, les fonds doivent être retirés du compte du crédit tenu à l'IDA au moyen des demandes de retrait de fonds, pour les composantes A, C, D et E, et de RSF pour la composante B. A cet effet, 4 comptes ont été ouverts dans les livres de la BDM-SA conformément aux procédures prescrites, et des comptes subsidiaires dans les livres de la BNDA-SA pour mettre à la disposition des OCB/OSP bénéficiaires, les fonds nécessaires aux paiements de leurs prestataires et à l'acquisition de leurs intrants. Ces comptes ont été annuellement audités sans réserve par des cabinets d'experts indépendants, et le projet est en outre parvenu à contenir les tensions de trésorerie ayant résulté de la suspension de la coopération entre le Mali et la Banque mondiale suite aux crises.

### **2.2.5.4 La Passation des marchés**

Au niveau central, plus de 200 marchés ont été conclus, dont 52 de plus de 50 millions FCFA chacun. En application des recommandations de leurs revues par les missions de l'IDA, du Contrôle Général des Marchés Publics et des audits annuels, plusieurs mesures ont été prises pour améliorer les procédures de leur passation, notamment :

- la formation de tous les agents du BCGP impliqués dans ces procédures
- la non implication des responsables chargés de la gestion financière
- un meilleur suivi de la planification des marchés et de leur archivage
- la gestion des achats courants dans le cadre de marchés à clientèle.

Au niveau local, chacun des 1.412 bénéficiaires directs a conclu en moyenne 2 marchés pour recruter ses prestataires d'études et de contrôle, de formation, de travaux et d'acquisition

d'équipement et de matériels. Leurs procédures ont été revues par des missions d'audit interne et externe dont les constats et recommandations ont conduit à :

- former en passation des marchés 162 responsables des 54 conseils communaux et 136 agents du projet, dont 124 des ODC, 8 des antennes régionales et 4 du BCG/PACR
- relever de leurs fonctions pour des raisons de moralité, un Chef d'Antenne régional, un Assistant Principal, ainsi que des agents d'ODC dont un Coordinateur et plusieurs superviseurs et animateurs de terrain.

La conjonction de ces différentes mesures a fortement contribué à améliorer la qualité de la passation des marchés à telle enseigne que ses risques ont été jugés modérés par les 2 missions de supervision de l'année 2012 de la Banque.

### **2.2.5.5 La Supervision et le Suivi-évaluation**

#### *La Supervision*

La Banque mondiale a effectué une dizaine de missions de supervision dont les recommandations furent pertinentes et globalement appliquées. Le Bureau Central de Gestion a conduit des missions de terrain à un rythme minimum d'une mission de terrain par trimestre pour mener des plaidoyers sur la vision et les stratégies du projet, identifier les faiblesses de parcours et préconiser des mesures correctives conséquentes. Les antennes régionales ont combiné leurs missions de supervisions avec celles visant à signer des conventions, à pré-évaluer des sous-projets et à résoudre des problèmes ponctuels auxquels certains d'entre-deux étaient confrontés. A la quasi-totalité des missions du BCG/PACR et des antennes, ont été associés les coordinateurs des ODC, les représentants des Bureaux d'analyse et des Services techniques déconcentrés du Ministère de Tutelle.

#### *Le Suivi-évaluation*

Le système de suivi-évaluation est resté opérationnel pendant toute la durée d'exécution du projet, avec une base de donnée informatisée aussi bien au niveau central, qu'au niveau de chaque antenne régionale et une remontée des informations par voie électronique. Ce système a donné globalement satisfaction aux besoins de pilotage du projet et d'information de ses partenaires.

### **2.2.6 Gestion d'impact environnemental et social**

En exécution du Plan Cadre de Gestion Environnementale et Sociale (PCGES) et du Plan de Gestion des Pestes et Pesticides (PGPP), les OCB ont été sensibilisées sur les enjeux et défis environnementaux, et plusieurs d'entre elles ont été appuyées par :

- 1) *des dotations en mini-incinérateurs, des cahiers de suivi des nappes, des foyers améliorés, de petites pharmacies, des appuis pour le reboisement, et des latrines*
- 2) *la réalisation de trois sessions de formation dont l'une sur l'hygiène alimentaire et les deux autres sur les pestes et pesticides.*

### **2.2.7 Impact du projet dans la mise en œuvre de la politique nationale sur la protection sociale**

Grâce au fonds additionnel, le projet a renforcé les capacités de 28 mutuelles de santé à travers :

- des contributions à leurs fonds de roulement et roulants, pour un montant moyen de 3000 000fcfa par mutuelle
- des activités de formation d'un coût total d'environ 63 millions qui ont regroupé deux cent quarante quatre (244) personnes de leurs Conseils d'Administration et Commissions de Contrôles), ainsi que des agents des services techniques du Ministère de tutelle

- des appuis en équipements et en moyens logistiques pour un montant total de **53 678 000 FCFA**.

De plus, le projet a financé les actions et les processus de reconnaissance officielle des mutuelles de 2 localités de Mopti (Dimbal et Bankass) qui ont été menées par les services locaux chargés du développement social.

### **III. IMPACT DU PROJET**

Le projet a généré de multiples impacts positifs dont les plus significatifs ont été soulignés par un Bureau d'études indépendant comme suit :

**Au niveau des populations :** Selon l'étude, le PACR a contribué à améliorer les conditions d'accès aux services sociaux de base des communautés villageoises dans ses zones d'intervention. Ainsi les taux bruts de scolarisation se sont nettement améliorés (en moyenne 81,3 % dans les écoles appuyées par les PACR contre 62-79% en moyenne dans les régions d'intervention du projet) ; de même que les taux de fréquentation des centres de santé communautaires, des consultations prénatales et des accouchements assistés nettement plus élevés au niveau des centres appuyés par le PACR comparés aux moyennes régionales. Enfin le taux de couverture des besoins en eau de boisson des populations ayant bénéficié de l'appui du projet en matière d'hydraulique est de 60% contre 40% qui s'approvisionnent à partir de points d'eau traditionnels.

Pour les populations bénéficiaires des sous projets productifs, au moins deux tiers des organisations socioprofessionnelles ont diversifié les sources de financement en accédant à d'autres guichets de crédit. Par ailleurs ces organisations ont créé plus de 77 000 emplois dont 38 400 emplois féminins. Il s'agit essentiellement d'auto-emplois et dans une moindre mesure d'emplois salariés temporaires et d'emplois salariés permanents. Le projet a particulièrement contribué à l'autonomisation des femmes, (1) en allégeant leurs tâches grâce à leur accès aux équipements, les équipements de transformation agro-alimentaire en particulier, et (2) en augmentant considérablement leurs revenus et par conséquent leur participation aux dépenses de la famille. En fait une forte proportion des projets productifs financés par le PACR (environ 40%) a été destinée aux femmes dont les OSP constituent la grande majorité (plus de 80%) de celles qui ont réussi dans certaines régions. Le projet a contribué à l'introduction d'innovations techniques et technologiques majeures en matière d'élevage laitier, d'aviculture, d'embouche, de régénération des bourgoutières, de conditionnement des poissons, de transformation des produits agroalimentaire, de production de fumure organique et de la menuiserie. L'adoption de ces techniques et technologies a permis une augmentation régulière des revenus tirés des sous projets productifs, en particulier pour les sous projets d'élevage, puis de l'agriculture. Les résultats les plus faibles ont été enregistrés au niveau des sous projets de transformation et d'artisanat. Les revenus tirés des sous projets productifs sont surtout utilisés pour l'alimentation de la famille, l'achat d'intrants et d'équipements et la prise en charge de la scolarité des enfants. Par ailleurs le projet a permis une large diversification des activités de production en particulier dans les domaines de l'élevage et de l'agriculture et une intensification des productions agricoles avec le doublement des rendements de certaines cultures, riz et sésame notamment.

**Au niveau de la gouvernance,** l'approche PACR est basée sur la participation des acteurs à la base, à travers les organes de gestion des sous projets et la maîtrise d'ouvrage des collectivités territoriales. A travers les activités de renforcement des capacités des acteurs, l'accompagnement et le suivi des ADC, les résultats de l'étude montrent:

- une amélioration de l'exercice de la maîtrise d'ouvrage communale par le nombre accru de sous projets financés (de 197 en 2007/2008 à 502 en fin 2012) et une meilleure qualité des ouvrages comparée à la qualité des ouvrages réalisés par d'autres partenaires ; toutefois des insuffisances demeurent comme la proportion relativement élevée des ouvrages de mauvaises qualité (évaluée à 28% en 2010) et par conséquent des charges de réparation ou d'entretien en perspective ;
- la prise en charge de la gestion des ouvrages collectifs par les communautés à travers des conventions d'assistance mutuelle entre la CT et le comité de gestion de l'infrastructure ; l'application de conventions est jugée satisfaisante dans plus de trois quart des communes ; l'entretien des infrastructures est effectif malgré des faiblesses constatées notamment sur leur qualité ;
- la fonctionnalité des organes de gestion des sous projets, malgré des insuffisances marquées par une chute des taux de recouvrement des recettes prévues, la non application des textes statutaires en particulier le renouvellement des instances, la régularité des réunions statutaires, le paiement des cotisations et les sanctions à infliger aux contrevenants;
- la fonctionnalité des organes de gestion des sous projets productifs s'est aussi améliorée à travers l'accroissement du nombre OSP qui disposent de suffisamment de ressources pour faire face à leur fonctionnement, leur expérience d'utilisation des services des banques et des institutions de Micro-Finance, en particulier pour les OSP évoluant dans les domaines de la transformation et de l'artisanat

**Au niveau des organes d'exécution**, le projet a intégré le renforcement des capacités des prestataires de services pour une amélioration ou un renforcement de leur propre capacité. A ce titre 126 ADC/ODC, 64 agents des services publics et 255 prestataires privés ont bénéficié de formations techniques, de visites d'échange et d'appuis conseil en aviculture et insémination artificielle, marketing et techniques de production, hygiène alimentaire et contrôle de qualité des aliments, gestion des pestes et pesticides, calcul des coûts et analyse financière des sous projets productifs, gestion spécifique des infrastructures, Gestion des contrats, entrepreneuriat rural et artisanat, etc. Les résultats de l'étude indiquent une amélioration de leurs prestations, en particulier dans les domaines de la mobilisation sociale, de l'appui conseil et de la formation technique des acteurs à la base. Les prestataires privés et publics ont particulièrement apprécié l'impact des formations sur leur performance dans les domaines de l'aviculture, l'insémination artificielle, les techniques de production agricole, le calcul des coûts et l'analyse financière des sous projets productifs, la Gestion des contrats et l'entrepreneuriat rural et l'artisanat. Les compétences et capacités du personnel du PACR ont été renforcées dans les domaines du développement Décentralisé et Participatif (DDP) ; de la passation de marchés et de maîtrise de divers logiciels de gestion, de suivi-évaluation, etc. Ces formations ont contribué à améliorer sensiblement le niveau de performance des agents.

**Au niveau du Ministère de tutelle** : les capacités des services déconcentrés du Ministère chargé du développement social ont été renforcées à travers des formations et/ou ateliers dans les domaines de l'entrepreneuriat et de l'hygiène alimentaire, la gestion et le marketing, le processus de mise en place des mutuelles de santé etc. Dans l'ensemble le PACR a particulièrement contribué à la mise en œuvre du volet lutte contre la pauvreté du Programme développement Social et Sanitaire par la mise à disposition d'infrastructures socio-collectives au niveau des communes et des communautés, le financement de sous projets productifs et générateurs de revenus, l'extension des mutuelles de santé et l'appui technique, financier et matériel des organes de gestion de ces infrastructures.

**En matière environnementale**, les données recueillies au cours la présente évaluation attestent d'un niveau satisfaisant d'application du plan cadre de gestion environnementale ; il ressort que

les bonnes pratiques environnementales au niveau de l'assainissement, de la gestion des déchets (solides et liquide) de la gestion des ressources naturelles et de la sécurité au travail ont été appliquées et adoptées largement par les bénéficiaires. Cela est imputable aux différentes formations dispensées par le programme.

**Sur la pertinence de la stratégie et du dispositif d'intervention**, l'étude confirme l'adéquation entre les objectifs du projet et les approches et moyens mis en œuvre pour les atteindre. La pertinence de l'approche basée sur le développement décentralisé et participatif des communautés à la base, l'exercice de la maîtrise d'ouvrage par les communes dans le contexte de la décentralisation et le suivi - accompagnement rapproché des porteurs de sous-projets par des agents de développement communautaire, des prestataires privés ou des agents de l'Etat contractualisés est avérée. De même la tutelle du projet assurée par le ministère chargé du développement social, tandis que la coordination, la supervision et le suivi de sa mise en œuvre réalisés par un comité national et des comités régionaux et locaux contribuent autant à sa réussite et à multiplier ses effets et impacts comme l'atteste l'évaluation des indicateurs de performance et des résultats intermédiaires qui sont bons dans l'ensemble.

**En conclusion** l'évaluation des interventions du projet a permis d'établir qu'il a introduit des changements appréciables au niveau des principaux acteurs du développement à la base à travers l'amélioration de:

- l'accès aux services sociaux de base des communautés rurales dont les capacités de gestion des investissements socio-collectifs mis à leur disposition se sont aussi renforcées;
- des niveaux de revenus des producteurs ruraux et surtout des femmes productrices devenues plus autonomes ;
- des capacités de maîtrise d'ouvrage des autorités communales ;
- des performances des prestataires privés et publics et des ONG intervenant dans leur appui conseil et la formation techniques des communautés à la base.

Par ailleurs des mesures de sauvegarde environnementale et de protection sociale ont été mises en œuvre au niveau des unités de production.

Cependant d'importants défis demeurent pour la consolidation des acquis et la pérennisation des réalisations. Ainsi à la fin du projet :

- quelques investissements socio-collectifs ne sont pas achevés ou ne sont pas exploités ;
- des organes de gestion ont besoins de suivi-accompagnement dans le processus de leur autonomisation, l'amélioration de leur fonctionnalité et la gestion durable des infrastructures socio-collectives et des équipements productifs;
- la nécessité d'une structuration des OCB/OSP en unions ou fédérations pour une dynamique de renforcement de leurs capacités n'est pas effective,
- la nécessité de leur mise en relations avec les partenaires techniques (prestataires, fournisseurs, appui conseil) d'une part et avec d'autres organisations socioprofessionnelles d'autre part est quasi inexistante ou faible pour un soutien durable à la promotion de leurs activités;
- les services d'appui conseils de proximité, de l'Etat ou les privés ont presque partout des capacités d'intervention limitées ou sont faiblement représentés au niveau local.

Aussi l'étude recommande:

- d'appuyer la structuration, l'organisation et l'implantation locale ou régionale de services de ressources pour les appuis communautaires aux microprojets productifs et socio-collectifs ;



- de poursuivre le renforcement des capacités opérationnelles des services techniques pour le suivi, la supervision et l'appui conseil des sous projets communautaires ;
- d'envisager la synergie avec les programmes et projets qui sont en perspective (PAPAM, développement accéléré du Nord, etc.) pour la prise en charge des besoins de consolidation et de pérennisation des sous projets appuyés par le PACR;
- d'étendre les interventions du projet à d'autres communautés et Communes en cas de nouvelle phase ;
- de mettre en place un dispositif de suivi post projet qui œuvrera à encourager et appuyer les bénéficiaires dans l'entretien de leurs dispositifs.

## **V. LES FACTEURS LIMITANTS**

L'exécution du projet a été confrontée à de multiples contraintes dont les plus importantes furent :

- une quasi-inexistence d'organismes privés d'appui-conseil au niveau local et des faiblesses de capacités de ceux qui sont basés au niveau régional
- des faiblesses de capacités de toutes les catégories d'acteurs (organes des collectivités, des OCB/OSP et services techniques déconcentrés, toutes les catégories de prestataires
- un fort taux d'analphabétisme de la plupart des membres des OCB/OSP qui a suscité l'introduction d'un important programme d'alphabétisation initiale.
- une surcharge de travail pour les agents de développement communautaire (ADC)
- une démarche d'exécution des modules de maîtrise d'investissement qui ne va pas souvent au-delà de l'initiation
- les effets des crises sécuritaires dans les régions nord du pays
- les conséquences des déficits pluviométriques de la campagne 2010-2011

## **CONCLUSION GENERALE**

Malgré l'éventail des facteurs limitants, le PACR a atteint la totalité de ses objectifs. Comme il ressort du tableau d'évaluation de ses indicateurs de résultats intermédiaires en annexe, sa performance a été en effet bonne dans l'ensemble et même très bonne en ce qui concerne le nombre de bénéficiaires directs du projet (136%) et le pourcentage de projets productifs ayant généré un revenu annuel moyen par membre supérieur au seuil journalier de pauvreté (63% sur une prévision de 50%). S'agissant de l'amélioration des services sociaux, ce sont 87% des villages appuyés par le Projet qui ont eu un accès adéquat aux services sociaux de base contre une prévision de 80%.

La tangibilité de ces résultats est due à :

- la pertinence des objectifs, des approches, méthodologies et schéma d'intervention
- l'adéquation des stratégies de sensibilisation, de mobilisation et d'organisation sociale
- l'adéquation du suivi et des orientations du Ministère de tutelle.
- la pertinence des recommandations des missions de supervision et de revue de l'IDA
- la capacité de l'équipe du projet en matière de recherche action, de suivi, d'orientation, de coordination et d'impulsion d'une véritable dynamique partenariale
- l'engagement de tous les acteurs, notamment des autorités administratives et techniques, des élus et des bénéficiaires directs à la base.

C'est en raison de ces performances que tous les conseils régionaux et la quasi-totalité de ses autres bénéficiaires directs et indirects ont formulé le vœu qu'il poursuive ses activités en consolidant les acquis et en les étendant à d'autres communes.

## **Annex 8. Comments of Cofinanciers and Other Partners/Stakeholders**

N/A

## **Annex 9. List of Supporting Documents**

- CEDREF SARL (2014), Independent Impact Evaluation of the PCAR, Final Report.
- World Bank (2013), Project Appraisal Document of the Reconstruction and Economic Recovery Project
- Government of Mali (2013), Final Implementation Completion Report.
- BCG/PACR (2013), Listing of Local Productive Initiative Investments.
- BCG/PACR (2012), Auto-evaluation of PACR.
- World Bank (2010), Additional Financing Project Paper of the Rural Community Development Project (PACR).
- World Bank (2006), Implementation Completion and Results Report Guidelines from OPCS, October 2011 updated version.
- World Bank (2005), Project Appraisal Document of the Rural Community Development Project (PACR).
- World Bank (2004), Implementation Completion Report for the Project to Support Grassroots Initiatives to Fight Hunger and Poverty (PAIB).
- World Bank (2002), Minutes of Project Concept Note Review Meeting.
- World Bank (several years), Implementation Status and Results Reports (ISR).
- World Bank (several years), Aide-mémoire of supervision and implementation support missions.

# MAP

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## MALI

<ul style="list-style-type: none"> <li>○ SELECTED CITIES AND TOWNS</li> <li>⊙ PROVINCE CAPITALS</li> <li>⊕ NATIONAL CAPITAL</li> <li> RIVERS</li> </ul>	<ul style="list-style-type: none"> <li> MAIN ROADS</li> <li> RAILROADS</li> <li> REGION BOUNDARIES</li> <li> INTERNATIONAL BOUNDARIES</li> </ul>
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MAY 2009