

**JOINT EVALUATION OF  
EFFECTIVENESS AND IMPACT OF THE  
ENABLING DEVELOPMENT POLICY OF THE  
WORLD FOOD PROGRAMME (WFP)**



**MALI  
COUNTRY STUDY**

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# JOINT EVALUATION OF EFFECTIVENESS AND IMPACT OF THE ENABLING DEVELOPMENT POLICY OF THE WFP

## *MALI COUNTRY STUDY*



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### **VOLUME I: MAIN REPORT**

### **VOLUME II: (on CD Rom) ANNEXES:**

- 1 – Work Plan and Country Map
- 2 – List of People Met
- 3 – Field findings: Project Fact Sheets
- 4 – References



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**ACRONYMS**

AIDS	Acquired immunodeficiency syndrome
ANICT	Agence Nationale d'Investissement des Collectivités Territoriales
CCC	Centre de Conseil Communal
CESAC	Centre de Soins d'Animation et de Conseil
CFAF	African Financial Community franc
COCSSA	Comité d'Orientation et de Coordination du Système de Sécurité Alimentaire
CP	Country Programme
CSCOM	Centre de Santé COMMunautaire [community health centre]
DNPP	Direction Nationale des Projets du PAM
DOC	Direct Operational Costs
DSC	Direct Support Costs
EB	Executive Board
ECHO	European Commission Humanitarian Office
EDP	Enabling Development Policy
EMOP	Emergency Operation
ESIP	Education Sector Investment Programme
EWS	Early Warning System
FA	Fundamental Activity
FAO	Food and Agriculture Organization
FCC	Fonds Commun de Contrepartie
FFT	Food for Training
FFW	Food for Work
FSA	Fonds de Sécurité Alimentaire
GMRP	Grain Market Restructuring Programme
HCR	High Commission for Refugees
HIV	Human immunodeficiency virus
HNP	Health/Nutrition Project
IFAD	International Fund for Agricultural Development
IGN	Institut Géographique National
ISC	Indirect Support Costs
ITSH	Internal Transport, Storage and Handling
MDGs	Millennium Development Objectives
NGO	Non-government organization
NPEP	National Policy on Environmental Protection
NSS	National Security Stock
ODOC	Other Direct Operational Costs
OMA	Observatoire des Marchés Agricoles
OPAM	Office des Produits Agricoles du Mali
PAIB	Projet d'Appui aux Initiatives de Base [basic initiatives support project]
PDDSS	Plan Décennal de Développement Sanitaire et Social
PMN	Programme Mali Nord
PRODEC	Programme Décennal pour le Développement de l'Éducation
PRODESS	Programme Décennal pour le développement de la Santé et de l'Action Sociale
PRRO	Protracted Relief and Recovery Operation
PRSP	Poverty Reduction Strategy Papers
PSA	Programme Support and Administrative Funds
RBM	Results-based management

SFP	School Feeding Project
SIGMA	Système d'Information Géographique Malien
SIM	Système d'Information sur les Marchés
SPR	Standard Project Report
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
VAM	Vulnerability Analysis & Mapping
VIA	Village irrigation area
WB	World Bank
WFP	World Food Programme
WHO	World Health Organization

## **EXECUTIVE SUMMARY**

### **INTRODUCTION**

1. On May 4, 1999, the World Food Programme Executive Board approved the Enabling Development Policy (EDP) to help the organization sharpen the focus of its development activities. This external evaluation, sponsored by a number of WFP donors, aims at assessing the efficiency, effectiveness, impact, relevance and sustainability of this policy. The evaluation consists of three phases: the desk phase, which was completed in March 2004; the field phase, which included seven country studies (including Mali); and the synthesis phase. Four main evaluation questions (EQs) and a related evaluation matrix were identified and developed in the first phase. These questions constitute an analysis framework to guide the work of the various country study teams.

2. The objective of the country studies is to contribute “evidence-based” elements to the overall evaluation process through the assessment of EDP-related principles, activities and results in the specific country contexts. In line with the EDP evaluation matrix, the country study aims at assessing the following: the relevance of EDP principles to the country and local context; the degree to which WFP’s delivery process has been adapted to facilitate implementation of the EDP; the results (outputs, outcomes and impacts) of the EDP at the local and country levels; and the degree of sustainability of the EDP at the local and country levels.

3. Mali is one of the poorest countries in the world (174th out of 177 in 2002, according to United Nations Development Programme human development indicators), with a population growth of more than 3% per year. Only 19% of adults are literate. Close to 64% of the population lives in poverty. It is within this context that the government developed the Poverty Reduction Strategy Papers (PRSP). Furthermore, food security has steadily improved over the last 20 years, due to greater grain production, better marketing and improved market supply. The Malian government has implemented a balanced food security strategic framework in terms of the production, accessibility, supply and prevention goals it sets out.

4. It is within this context that WFP has maintained a presence in Mali for 40 years. Over the last five years, development activities carried out through the country programmes (CP) accounted for between 50% and 78% of WFP’s total annual food aid destined for this country. Second in importance is the Protracted Relief and Rehabilitation Operation (PRRO), with close to 28%. Finally, emergency operations are rather marginal and vary between 0% and 6% of total food aid contributions in the same period.

5. The 2003-2007 Country Programme for Mali includes four projects: basic education support (which accounts for 46% of the total food aid planned for the CP); a supplementary feeding and community health services support component (5%); the creation of productive assets (32%); and finally, support for the grain market restructuring programme (GMRP), with 17% of the food aid planned for the CP in this period.

6. The analysis of WFP’s activities in Mali has made it possible to establish a number of response elements to the four main evaluation questions identified in the first phase of the overall evaluation.

### **RELEVANCE OF THE CP AND WFP’S DEVELOPMENT POLICY**

7. Overall, the CP is consistent with the key principles of the EDP. Although the type of intervention conducted remains similar from one CP to the next, except for health, the approach used has greatly evolved, serving as a sign of progression between CPs in terms of adherence to EDP principles. The latter are explained in the CP document, except for gender equality mainstreaming—this issue is considered only at the activity targeting level. Finally, it should be

noted that although the logical framework tool is very useful for participative program design, it would seem that certain underlying concepts are not always well understood, resulting in confusion in the use of outputs and results indicators.

8. The CP is in line with the Millennium Development Goals and UNDAF (United Nations Development Assistance Framework) and relevant to Malian public policy. Similarly to the balance achieved in the food security strategic framework and to the PRSP, the CP—with its component aiming at the creation of productive assets—contributes to increasing both supply and the purchasing power of the poorest individuals. The basic education support and health/nutrition components, which represent 51% of the food aid allocated to the CP, are investments in human capital for future generations. Finally, support for the GMRP makes it possible to improve grain market performance while ensuring the capacity to prevent crises through the national security stock.

9. Geographic targeting of intervention areas for WFP activities was conducted based on a vulnerability analysis and mapping (VAM) exercise, except for the Kidal region, which is not dealt with in this study but was nonetheless selected in the CP, mainly for stability reasons. On the whole, the selection criteria identified for each type of intervention are respected. At the local level, however, the selection of intervention sites is also dependent on factors such as balance between communes and the presence of partners in the field and of projects that can be supported by WFP.

#### **MECHANISMS FACILITATING THE IMPLEMENTATION OF THE EDP IN THE CP**

10. Partnership is an essential element of WFP development interventions, whether with the government, with which agreements are signed for each activity component; with the United Nations System (UNS), with which dialogue takes place on a regular basis and activities with shared support are developed; or with partners in the field, either as the initiators of cooperation within the framework of the creation of productive assets or as the organizations responsible for monitoring, such as is the case with the education and health components.

11. The 2003-2007 CP was developed within the framework of a participative process that allowed all stakeholders to collaborate in its design. The participation of partners in the field and local communities is a key factor that positively contributes to the implementation of the CP.

12. The monitoring and evaluation system has to deal with a number of gaps. It accordingly does not systematically include the data necessary to the analysis of the results or outcomes of WFP CP interventions. The available data on outputs are sometimes inconsistent (as is the case with basic education support). Finally, the basic frame of reference of the 2003-2007 CP is still not available.

13. Significant effort was made in targeting activities for women. On the other hand, the CP proposes no particular strategy to promote gender equality in relation to program implementation.

14. The funds allocated for development activities have seen a considerable increase in the 2003-2007 CP, within a context where other WFP activities (emergency and rehabilitation) are in decline. WFP is in a position to favour local acquisitions, which ranges between 13% and 70% of the food aid distributed within the framework of the CP (the variation is essentially due to the availability of grains on local markets).

15. Paradoxically, the volumes of financial resources per tonne of food aid are relatively more important for rehabilitation operations than for development operations. The WFP country office is highly limited in its development activities because of the lack of financial and human resources, which directly affects the implementation of a number of EDP principles such as monitoring, training, guideline development, manuals, etc.

**MAIN RESULTS BY TYPE OF ACTIVITY**

16. Basic education support targets schoolchildren (boys and girls) in rural public primary schools located in WFP intervention areas. Girls are particularly targeted through dry rations (oil). The logistics are in operation and beneficiary schools are provided with food aid compatible with local food habits on a regular basis. In the field, proper mobilization of school principals and the students' parents through management committees for the kitchens responsible for the activity's implementation can be observed. Increased enrolment rates are reported, but the data available to measure the effects are more or less reliable. That is why WFP has established a monthly monitoring system with partners in the field.

17. The supplementary feeding and community health services support component is very recent: it officially began in late 2003. Its goal is to facilitate access to locally produced enriched flour, which is either distributed (malnutrition) or sold at a subsidized price. The main beneficiaries are children aged 6 to 59 months and pregnant and breast-feeding women, but also anyone who goes to the health centre to buy enriched flour at the subsidized price. A number of implementation elements remain to be defined for the smooth operation of the project, such as, for example, use of the funds generated by the sale of enriched flour. This component includes a small, relatively marginal HIV/AIDS component.

18. The activity for the creation of productive assets has been implemented in the northern regions of the country. The communities and villages effectively targeted by this activity depend on proposals made to WFP by partners in the field, and within these communities the distribution of food supplies is left to the discretion of the heads of villages, associations or groups directly involved in the activity's implementation.

19. WFP's logistics are very efficient, and overall the food delivered corresponds to the food habits of the beneficiaries. WFP's contribution constitutes added support to the implementation of a project, which makes it possible to mobilize a large number of people to carry out specific tasks. The interventions are relatively widespread, both geographically and in terms of the types of activities supported. Overall, results are positive as regards securing food production and security, water supply, conservation of natural resources and diversification of revenues, but are always very localized. The sustainability of the assets created is largely dependent on the way the projects are designed and managed by the partners.

20. WFP also contributes to the national security stock within the framework of its support to the GMRP, within which it actively plays the role of coordinator and actuator within the donor co-management committee. We can, however, question the timeliness of the support provided by WFP to the national security stock, given that the latter's current level within the context of the increasing fluidity of markets is itself brought into question.

21. More generally as regards implementation, two main elements are observed. WFP gives priority to local acquisitions when production levels allow. Moreover, synergy between the various program components is very low.

22. Based on the (relatively limited) available data, it can be said that WFP's use of the resources at its disposal is very effective. However, the financial resources available are inadequate for the implementation of certain EDP principles such as training, manual design, guidelines, data collection, etc. Human resources are also too low to deal with all of the requirements of the implementation of all of the principles contained in the EDP. In addition, we can ask ourselves if, within the health component, but even more in the creation of productive assets, using financial resources to compensate the beneficiaries involved in the activities might not make it possible to considerably increase the number of beneficiaries without negatively affecting the markets, which are largely operational (except maybe in a few particularly isolated areas).

## **SUSTAINABILITY**

23. The sustainability of the results remains an important issue. For example, within the context of the creation of productive assets, WFP is partly dependent on the way the partner, as early as in the design phase of the project, takes into account the issue of ownership, management and maintenance of the assets created. As regards public institutions, no real strategy exists to strengthen their capacity to take over where WFP leaves off. Furthermore, WFP has not really developed any exit strategies for its activities on intervention sites.

In conclusion, WFP has a number of challenges to deal with:

- At the macro level: Strengthen programming within the framework of a strategic vision. For example, priorities must be identified, particularly as regards the creation of productive assets that will allow WFP to support projects aiming for a common goal and thus prevent a multitude of interventions in various sectors, the effects of which are spread much too thinly.
- At the meso level: Strengthen collaborations with territorial communities within the context of decentralization, while maintaining a global vision of the results to be achieved identified in the programming.
- At the micro level: Develop synergies between the various types of activities implemented.
- Reinforce implementation of certain EDP principles (in particular, training for institutional capacity building, a more comprehensive taking into account of the gender dimension, monitoring systems, data collection, the implementation of exit strategies, etc.).

## **BACKGROUND**

### **INTRODUCTION**

1. On May 4, 1999, the World Food Programme Executive Board approved the Enabling Development Policy (EDP) to help the organization sharpen the focus of its development activities. This external evaluation, sponsored by a number of WFP donors, aims at assessing the efficiency, effectiveness, impact, relevance and sustainability of this policy. The results of the evaluation are expected to: i) provide the sponsoring donors with valuable insights and issues for consideration in relation to future support for WFP development activities; ii) contribute through empirical evidence to a better understanding of the conditions for success and failure of food aid in development activities; and iii) identify measures and mechanisms that could potentially enhance WFP's effectiveness in the design and implementation of its development portfolio. It was decided that the EDP would be evaluated mainly on the basis of the assessment of the results it has generated. The assessment is to be carried out at the global, country and local levels, but with the main focus on the local level.

2. The evaluation consists of three phases: the desk phase was completed in March 2004. The field phase, which included seven country studies (including Mali), took place between March and July. As for the synthesis phase, it is due for completion in late 2004. Four main evaluation questions (EQs) and a related evaluation matrix were identified and developed in the first phase. These questions constitute an analysis framework to guide the work of the various country study teams.

3. This report is divided into five main chapters. Following the background, Chapter 1 briefly presents the methodology used and the difficulties encountered. Chapter 2 describes the Mali context with respect to food security and food aid issues and outlines WFP interventions in that country. Chapter 3 illustrates the evaluation's main findings at the country, regional and local levels. Finally, Chapter 4 presents the country team's main conclusions.

### **OBJECTIVES AND SCOPE OF THE COUNTRY STUDY**

#### ***Basis for country selection***

4. In the desk phase, two criteria were retained for the selection of countries to be visited during the second phase of the evaluation. The first is of a quantitative nature and refers to the need for a balanced regional representation of WFP's development portfolio. The second is of a qualitative nature and refers to the evaluation team's assessment<sup>1</sup> of the contribution that each country study could make in responding to the evaluation questions.

5. A total of seven<sup>2</sup> countries across the world were selected, including Mali. The countries selected should provide a fair representation of the contexts in which WFP runs its development operations, although it should be noted that the selection process was not undertaken on a statistical basis.

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<sup>1</sup> The basis for this assessment includes: i) the need to include all the socioeconomic contexts in which WFP operates; ii) the presence of particularly interesting activities or experiences that could be the basis for specific case studies; iii) situations where countries have adjusted their development portfolios (completion or development of new activities); iv) coverage of the EDP's five areas of focus; and v) existing studies and evaluations that could facilitate the country team's work.

<sup>2</sup> The six other countries are Ethiopia (pilot study), Mozambique, Honduras, Bolivia, Bangladesh and Pakistan.



### *Objectives of the country study evaluation*

6. The objective of the country study is “to contribute evidence-based elements to the overall evaluation process through assessment of EDP-related principles, activities and results in the specific country context.” In line with the EDP evaluation matrix, the country study assesses:

- the relevance of EDP principles to the country and local contexts;
- the degree to which WFP’s delivery process at the country level has been adapted to facilitate the implementation of EDP principles;
- the results (outputs, outcomes and impacts) of the EDP at the local and country levels; and
- the degree of sustainability of the EDP at the local and country levels.

### *Terminology used in this report*

7. Before entering into the body of the report, it is important to provide some clarification on the terminology used. WFP undertakes three types of operations:

- Emergency Operations (EMOP): The mechanism by which WFP provides emergency food aid and related assistance to meet the food needs of people affected by a disaster or other emergency. An EMOP generally lasts no more than 24 months, including extensions, after which any need for continuing relief and rehabilitation/recovery assistance should normally be met through a Protracted Relief and Recovery Operation.
- Protracted Relief and Recovery Operation (PRRO): The mechanism by which continuing WFP assistance is provided to emergency-affected populations, including refugees and displaced persons, once an EMOP has reached its two-year limit, and by which developmental approaches are gradually introduced to promote recovery. PRROs are normally planned, approved and implemented in a three-year cycle.
- Development Operations: The category of food aid programmes and projects that support economic and social development. This category is called a Country Programme (CP). Country Programmes consist of a number of specific projects called activities, conducted within a country for a set period (normally five years). These activities are derived from the “key areas of assistance” described in the country strategy outline.

8. WFP operational budgets are organized according to the following costs:

- Direct Operational Costs (DOC): Any cost that WFP incurs in providing inputs used directly in WFP interventions by beneficiaries, the government of the recipient country or other implementing partners. This includes the cost of commodities, ocean transportation and related costs, and landside transportation, shipping and handling (LTSH).
- Other Direct Operational Costs (ODOC): Costs related to cash resources normally put at the disposal of implementing partners for capacity building and project implementation.
- Direct Support Costs (DSC): Costs in immediate support of a project, additional to direct operational costs and that would not be incurred if the project did not exist. These may include non-food items, technical support services, project preparation, appraisal, monitoring and evaluation.
- Indirect Support Costs (ISC): Costs incurred in staffing and operating WFP headquarters and regional offices, and the standard maximum structure at Country Offices that cannot be attributed easily to any programme category or activity.

9. The terms used in the evaluation are those contained in OECD definitions,<sup>3</sup> e.g.:
- Outputs: The products, capital goods and services that result from a WFP operation.
  - Outcomes: The likely or achieved medium-term effects of an intervention's outputs.
  - Impacts: The positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.
  - Sustainability: The continuation of benefits from a development intervention after major development assistance has been completed.

### *Activities undertaken*

10. The country study was conducted as follows:

- Cooperation with the head of the overall evaluation so as to use the methodology developed during the pilot study in Ethiopia. This cooperation took the form of a two-day workshop in Rome with all the team leaders of all the country studies.
- Preliminary analysis of the documents provided by the WFP Country Office (CO) in Mali before the field mission.
- Sixteen-day field mission carried out by a team of four consultants and which included: i) a briefing session with WFP; ii) interviews at the country, regional and local levels with public officials, donors, NGOs, WFP staff, etc.; iii) project visits and interviews with beneficiaries; and iv) debriefing sessions (see Annex 1).
- Drafting of the report and consolidation of observations (including a verification of the facts by way of consultation with the WFP CO in Mali).

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<sup>3</sup> See OECD, 2002, "Glossary of Key Terms in Evaluation and Results-Based Management."

**Table 1: Location of projects visited in Mali<sup>4</sup>**

Region	Cercle [province]	Commune/Village	Activities
Gao	Gao	Magnadoue	<i>School feeding</i>
Gao	Gao	N'Jawa	<i>Food for Work</i>
Gao	Gao	Forgho Arman	<i>Food for Training</i>
Gao	Gao	Wakareye	<i>School feeding</i>
Gao	Gao	Fatande	<i>Food for Work</i>
Gao	Ansongo	Gouthine	<i>Food for Work</i>
Gao	Ansongo	Monzonga	<i>School feeding</i>
Gao	Bourem	Districts of Bourem	<i>Food for Work</i>
Gao	Bourem	Dengha	<i>Food for Work</i>
Koulikoro	Nara	Daye	<i>School feeding</i>
Koulikoro	Nara	M'Borié	<i>School feeding</i>
Koulikoro	Kolokani	Kolokani	<i>Nutrition/Health</i>
Koulikoro	Kolokani	Didiéni	<i>Nutrition/Health</i>
Koulikoro	Nara	Goumbou	<i>Nutrition/Health</i>
Tombouctou	Tombouctou	Salam/Nebkit El Elk	<i>School feeding</i>
Tombouctou	Tombouctou	Tombouctou/Kabara	<i>Food for Work</i>
Tombouctou	Tombouctou	Alafia/Tassakane/Tawai	<i>Food for Work</i>
Tombouctou	Tombouctou	Alafia/Tintelout/Awdess	<i>Food for Work</i>
Tombouctou	Diré	Diré/Douékiré/Bangou	<i>Food for Work</i>
Tombouctou	Diré	Bourem Sideye/Timbagan	<i>Food for Work</i>
Tombouctou	Diré	Gari/Gari	<i>School feeding</i>
Tombouctou	Diré	Tindirima/Tindirima	<i>Food for Work</i>
Tombouctou	Niafunke	Koumaïra/Tondo	<i>Food for Work</i>
Tombouctou	Niafunke	Sounboundou/Tomi	<i>Food for Work</i>
Tombouctou	Niafunke	Sounboundou/Singo	<i>Food for Work</i>
Tombouctou	Niafunke	Soumpi/Kassoum	<i>School feeding</i>
Tombouctou	Gourma Rharous	Daka-Fifo/Tiboraguène	<i>Food for Work</i>
Mopti	Douentza	Dangol Boré/Boré	<i>Food for Work</i>
Mopti	Douentza	Dangol Boré/Boré	<i>School feeding</i>
Mopti	Douentza	Dangol Boré/Boré	<i>Nutrition</i>
Mopti	Bandiagara	Sangha/Diaminigoura	<i>Food for Work</i>
Mopti	Bandiagara	Sangha/Kamba Komodiguile	<i>Food for Work</i>
Mopti	Bandiagara	Wadouba/Dologon Dongodié	<i>Food for Work</i>
Mopti	Bandiagara	Soroly/Kokolo	<i>School feeding</i>
Mopti	Bandiagara	Soroly /Kokolo	<i>Food for Training</i>
Mopti	Mopti	Korombana/Korientze	<i>Food for Work</i>
Mopti	Mopti	Korombana/Korientze	<i>Food for Work</i>
Mopti	Mopti	Korombana/Korientze	<i>Food for Work</i>
Mopti	Mopti	Sio/Siracoro	<i>Food for Work</i>
Mopti	Mopti	Sio/Soufouroulaye	<i>Nutrition</i>
Mopti	Mopti	Mopti	<i>HIV/AIDS</i>

<sup>4</sup> Location of WFP areas of intervention available in Annex 3.

# 1 METHODOLOGY

## 1.1 KEY FEATURES OF THE METHODOLOGY

11. In line with the overall evaluation methodology, the analysis is conducted on two levels:

- **Country level:** The analysis of the practical implementation in the CP of the key concepts of the EDP, such as partnership, participation, ownership, targeting, equality, expected results, etc. The country-level analysis also included funding and staffing patterns, as well as the balance and linkage of the various components (EMOP, PRRO and CP) and five areas of focus of the EDP.
- **Local and beneficiary level:** The analysis assesses the results of WFP interventions at the project and community levels.

12. The evaluation matrix developed during the desk phase and adapted during the pilot mission in Ethiopia was the main analytical tool used during the country study. The collection of data and performance information for the results and indicators identified in the evaluation matrix involved various sources. Triangulation was a key element of the country team's work in the field. The two main sources of information were written documents (see the bibliography in Annex 4) and interviews (see the list of people met in Annex 2).

- **The document analysis** included: i) project documents, memoranda of understanding, letters of agreement; ii) CPs and other strategies; iii) the vulnerability analysis study; iv) monitoring and evaluation reports; v) national and sectoral policies; vi) common country assessments and other technical studies. WFP documents were analysed mainly with respect to the level of application of EDP principles, whilst analysis of other documents provided indications on the relevance and consistency of WFP interventions with respect to the international context and national policies. The quality and reliability of the documents analyzed vary. Thus, as is shown below, the reconciliation of data from various documents sometimes proved impossible (see education).
- **Interviews were conducted:**
  - i. with *WFP staff* at the country and regional levels to determine the progress made and difficulties encountered in the implementation of EDP principles in Mali;
  - ii. with *government representatives* to verify the relevance and consistency of WFP interventions with respect to sectoral policies, assess the CP's implementation methodology and understand WFP's role within the framework of the country's poverty reduction strategy;
  - iii. with *UN agencies* to analyse WFP's role in common country assessments as well as in partnerships with other UN agencies;
  - iv. with *donors* to strengthen partnerships and obtain different perspectives and points of view on the pros and cons of the use of food aid in a development context;
  - v. with local and international *NGOs*, key partners of WFP in the field, both for the implementation and monitoring of interventions; and
  - vi. with the *beneficiaries*, constituting one of the key elements of the field mission: women receiving or buying enriched flour in the health centres, schoolchildren and members of groups involved in the creation of productive assets. Most of the interviews were conducted in a group setting. In a number of cases, men and women were separated to improve the team's understanding of their respective perceptions and realities.

13. The results of WFP activities were examined at both the project and community levels. The analysis of the overall results of WFP operations was based on existing and available standard progress reports (SPRs) produced by WFP and partners, evaluation reports and a number of interviews.

14. Furthermore, evidence arising from project visits and beneficiary interviews was a key element in the independent assessment of the actual results of WFP interventions. However, given the size of the country (and thus the distances to be travelled), project locations and the time available (8 days), field visits aimed to provide a picture of what is actually happening at the project level and to cross-check field observations with the information provided in reports and interviews. Field observations constitute a key contribution to the evaluation process, but cannot be considered fully representative of the results of WFP interventions in the field, given the limited sample and statistical value.

15. With respect to methodological issues, three key points relating to the work in the field will be clarified here:

- **Site selection:** Only part of the projects (see Table 1 above) in four of the six regions covered by WFP activities were visited. The evaluation team worked hard to make sure the various socioeconomic contexts beneficiaries have to deal with were taken into account. Furthermore, in each region, the team visited the various types of activities undertaken within the framework of the CP.
- **Interviews and focus group discussions:** During the project visits, discussions were held with representatives of local communities, women's associations, peasant associations, partner NGOs, regional officials, school principals and a few schoolchildren.
- **Key information collected:** The evaluation team used the various checklists developed during the preparatory phase and finalized during the pilot mission in Ethiopia to guide its collection of information. The latter, though essentially of a qualitative nature, was then consolidated into tables to allow for a more systematic analysis of the findings (see Annex 3).

16. Finally, on the first day of the mission, a briefing session with WFP was organized. Following the field visits, two debriefing sessions were carried out—one with all of the WFP staff at the Bamako office, and the other initiated by the German embassy. The latter invited all of the people met during the mission: government officials, partner NGOs, UN system representatives and other donors. WFP was also invited but decided not to attend so as not to affect discussions between the parties involved.

## 1.2 DIFFICULTIES ENCOUNTERED AND LIMITATIONS OF THE EXERCISE

17. The main difficulty was the collection of quantitative data to analyse the effectiveness of both the projects themselves (results) and programme funding. The various sources of funding and the various sources of supply (imports and local purchases) do not allow for the calculation of comparable costs per unit. The WFP office in Bamako does not have a cost accounting system. In addition, certain other financial data could not be provided with precision despite the efforts expended by the team in the field. Moreover, data on the monitoring of activities were not always collected in a consistent manner and are not always reliable. That being said, the evaluation team received all of the data available.

18. The duration of the mission and the size of the team added to the limitations. Even if the WFP Country Programme in Mali is not, financially speaking, the most important of the seven countries to be visited as part of the evaluation, the evaluation questions remain the same, the contacts to be met numerous and the travelling time between projects to be visited long and arduous. The time the team disposed of to draft the report was also an important constraint that led the evaluation team to choose, among other things, not to include narrative illustrations.

19. Finally, the evaluation mission took place after the end of the school year. It was thus not possible to see the support for basic education activity in operation. Moreover, although some schools succeeded in mobilizing a few schoolchildren, in most cases the team was able to meet only with the school principal and the members of the management and parents' committees.

## 2 WFP INTERVENTIONS IN MALI

### 2.1 THE COUNTRY CONTEXT

#### 2.1.1 Socioeconomic data

20. Mali is one of the poorest countries in the world. It ranked 174th out of 177 in 2002, according to UNDP human development indicators (2004 report), and is very dependent on external aid, which comprised 15% to 25% of the GDP in the 1990s. In that same decade, almost 73% of the population lived on less than \$1 per day. Its 12.6 million inhabitants (in 2002) live on an average of \$256 per year. The population increases by 3% every year, while the annual economic growth rate is on average only 1.7%.

21. The literacy rate of adults is very low (19%) and the net enrolment rate in primary school is only 38% (32% for girls). The infant mortality rate is 122 out of every 1,000. The prevalence of HIV/AIDS is relatively limited, standing at 1.9%.

**Table 2: Demographic and socioeconomic indicators**

Demographic data	Mali	Sub-Saharan Africa
Average population (in millions) (2002)	12.6	641
Population growth rate (%) (2002-15)	3.1	2.1
Infant mortality rate (deaths per 1,000 births) (2002)	122	108
Male life expectancy at birth (2002)	47.9	46.3
Female life expectancy at birth (2002)	49	
Rate of prevalence of HIV/AIDS in adults (%) (2003)	1.9	7.7
Economic indicators		
Real GDP per inhabitant – annual growth rate (%) 1990-2002	1.7	
Real GDP per inhabitant for 2002 (\$)	256	469
% of the population living on less than \$1 per day 1990-2001	72.8	
% of agriculture in the GDP for 2001	37.8	
% education in the GDP for 1999-2001	2.8	
% of health in the GDP for 2001	1.7	
% of the population with access to drinking water in 2000	65	57
Development aid per inhabitant (in \$ in 2002)	37.4	26.3
Social indicators		
Adult literacy rate for 2002	19	63.2
Literacy rate of women for 2002	11.9	
Youth literacy rate (15-24 years) for 2002	24.2	
Literacy rate of young girls (15-24 years) for 2002	16.9	
Net enrolment rate in primary school for 2001/2002	38	
Net enrolment rate of girls in primary school for 2002	32	
% of the total population suffering from malnutrition in 1999-2001	21	32

Sources: UNDP 2004 Report on Human Development; and WB development economics central database.

#### Brief overview of poverty

22. According to the Poverty Reduction Strategy Papers (PRSP), poverty affected close to 64% of the total population in 1998, almost a third of which lived in extreme poverty. The great majority of the poor population (88%) lives in rural areas, and women are much more affected than men.

**Table 3: Poverty rate per region in 1998**

Regions	Poverty Rate (%)		
	Very poor*	Poor*	Total
Mali	21	42.8	63.8
Urban	1.6	28.5	30.1
Rural	27.9	48	75.9
Kayes	24.7	37.7	62.4
Koulikoro	18.5	41	59.5
Sikasso	13.9	51.9	65.8
Ségou	25.9	42.3	68.2
Mopti	38.1	38.1	76.2
Tombouctou	26.4	50.4	76.8
Gao	11.1	67.6	78.7
Kidal	3.6	89.2	92.8
District de Bamako	0.2	28.4	28.6

Source: Republic of Mali, Poverty Reduction Strategy Papers, 2002.

\* Note: The PRSP do not present the criteria used to differentiate between the "poor" and "very poor" categories.

23. The spatial analysis of poverty presented in the PRSP makes it possible to characterize poverty in each region (particularly regions where WFP operates). The table below clearly shows the constraints the regions targeted by the CP must face.

**Table 4: Characteristics of the regions where WFP operates within the framework of the CP**

Region	Characteristics of the Poverty	Main Constraints
Kayes	62.4% of the population lives below the poverty line The net rate of enrolment in primary schools is 37.3% 1/5 of communities have a primary school Infant mortality rate greater than the national average	Interior and exterior isolation Exodus of able-bodied workers Food insufficiency Low rate of health, education and transportation coverage
Koulikoro	Lowest % of poor people after Bamako The net rate of enrolment in primary school is 36.7% 1/3 of communities have a primary school The state of health of the population is less critical than anywhere else except Bamako	Weak basic infrastructures Not enough hydro-agricultural installations Sanding up of the Niger River
Mopti	Lowest social indicators in the country Highest % of poor people 1/8 of communities have a primary school Highest infant mortality rate in the country	Land conflict Very pronounced gender inequity Not enough agricultural equipment
Tombouctou	77% of the population lives under the poverty line	Natural constraints (isolation, sanding, vagaries of the weather) Food insufficiency Weak basic infrastructures
Gao	78.7% of the population lives under the poverty line	Natural constraints (drought, desertification, isolation) Social aspects (rural exodus, discrimination of women, etc.)
Kidal	9/10 of the population lives under the poverty line	Natural constraints (drought, desertification, isolation) Not enough basic structures Weak management of natural resources Not enough food and drinking water outlets

Source: 2002 PRSP.



### 2.1.2 *State of food security*

24. Between 1981 and the turn of the millennium, under the impact of actions carried out within the framework of the Grain Market Restructuring Programme (GMRP),<sup>5</sup> a steady improvement of the food situation in Mali can be observed, due to greater grain production, better marketing and improved market supply: from 1980 to 1997 the total grain production increased by 4.7% per year, markedly faster than the population. This increase involved mostly corn (+12%), rice (+9%) and, to a lesser degree, millet and sorghum (+2%). Today, domestic consumption is fully covered by the national production; the more or less significant recourse over the years to an imported supplement concerns mostly rice (imports represented 10% to 30% of the volume consumed) and wheat (approximately 90% of the domestic consumption is imported). The actual improvement of the level of food security translates into an average availability per inhabitant of more than 200 kg of grain in a good harvest year.

25. The grain market has become more competitive and more integrated. Thus, the Kidal and Gao regions, which depended on the Algerian market for their supply, redirected their supply zones to Malian markets, particularly that of Mopti. However, the instability of prices remains a very significant constraint and heavily affects the purchasing power of inhabitants. This variability may be cyclically exacerbated by the demand for grain from neighbouring countries, due to the greater integration of the national market in the sub-regional market through exports.

26. Mali's level of food security has improved, but the nature of the risk has changed and remains inadequately covered. The main problem is no longer the availability of grains but their accessibility by vulnerable populations. The risk thus passed from an essentially rural cyclical insecurity due to climactic factors to a more structural, mainly urban and peri-urban poverty still inadequately taken into account.

27. In the rural environment, although the southern, central and western regions are today perfectly integrated in the grain market, the fact remains that the northern regions of Tombouctou, Gao and Kidal and the northern areas of Koulikoro, because of their isolation and the climatic constraints specific to their agricultural production conditions, still cyclically suffer from a grain deficit. Although grains are always present in sufficient quantities on most markets in these regions, the price levels they reach are often incompatible with the population's purchasing power.

28. According to the food security strategy, the average daily energy intake per person is 2,254 kcal. This corresponds to 92% of the energy intake level recommended by the World Health Organization (WHO). Despite the lack of systematic nutritional monitoring, this average hides significant disparities. Indeed, the Mali demographic and health survey conducted in 2001 reveals that malnutrition is an essential health and well-being issue for the population, and particularly for children. This survey thus showed that 10.6% of children in Mali suffer from severe malnutrition (weight/height), 32.2% of children 0 to 59 months of age are too small for their age (failure to thrive reflecting, among other things, the level of socioeconomic development of the population). Significant iron deficiencies as well as deficiencies in micronutrients such as vitamin A and iodine were also observed.

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<sup>5</sup> Implemented at the beginning of the 1980s and financed by aid/programme counterpart funds, the principal objective of the GMRP was the improvement of the food security of populations by focusing essentially on the liberalization of grain markets and on its positive impact on the food production. Faced with the climactic risks of the Sahelian environment, the GMRP gradually turned towards prevention and management of cyclical food crises. See the box at point 2.1.3 for more details.

### 2.1.3 Government and donor priorities, measures and programs addressing poverty and food insecurity

#### Sustainable development and poverty reduction programmes

29. Adopted in May 2002 by the Malian government, the Poverty Reduction Strategy Papers (PRSP) represent the sole framework of its policies and medium-term strategies and the main negotiating document with all its technical and financial partners. The Mali PRSP set ambitious objectives for poverty reduction and growth to achieve the Millennium Development Goals (MDGs). The strategy is based on three mainstays: i) institutional development and the improvement of governance and participation; ii) human development and reinforcement of access to basic social services; and iii) the development of infrastructures and support to productive sectors.

30. The PRSP provide the overall intervention framework for the implementation of policy and programme measures that have already been developed but which are being revised to take into account the evolution of the socioeconomic context defined in the strategy. These policies include in particular:

- The *Education* policy (PRODEC), the objectives of which are to (i) bring the gross rate of fundamental education from 63% to 73% in 2004 (from 49% to 59% for girls) while reducing inequalities between the regions; and (ii) bring the adult literacy rate to 42.5%.
- The strengthening of *Health, Nutrition and Population Services* through PRODESS and that of the *HIV/AIDS* and *Development* components through the creation of Centres de Soins d'Animation et de Conseil (CESAC) [organized care and counselling centres] in two regions for the case management of persons infected with or affected by HIV/AIDS.
- The *Rural Development* policy, which develops a new vision built around a master plan integrating, among other things, a system-based approach, a new division of roles between stakeholders with accountability assigned to developers (private actors, producer organizations), a desire for the sustainable management of natural resources and the environment and the food security policy. *Sustainable management of natural resources through the National Policy on Environmental Protection (NPEP)* is one of the great priorities targeted by the PRSP.

#### Millennium Development Goals and UNDAF

31. With the PRSP, the Millennium Development Goals and UNDAF constitute the principal frame of reference as regards government policy and donor interventions. UNDAF gives priority to the attainment by Mali of the MDGs through support to the main national development programmes and projects. For 2003-2007,<sup>6</sup> UNDAF developed a strategic approach based on three priority areas of intervention: i) governance (consolidation of the democratic process and improvement of development management); ii) population and essential social services; and iii) rural development, food security and the environment. Also identified as strategic cross-cutting themes: the war on poverty, human rights, gender equity and HIV/AIDS.

#### National food security policy

32. The national food security strategy adopted by the government in November 2002 is defined as a “frame of reference for the orientation and coordination of interventions for everyone involved in the effort towards food security within the perspective of war on poverty in Mali: the government, civil society and external partners.” The national food security policy targets five specific objectives: i) the promotion of productive, diversified, sustainable and regionally integrated agriculture; ii) the development, liberalization and sub-regional integration of

<sup>6</sup> United Nations Development Assistant Framework, 2003-2007, Mali.

agricultural and agri-food markets; iii) the sustainable improvement of the conditions of access of vulnerable groups and areas to food and basic social services; iv) the improvement of prevention and management mechanisms for cyclical crises, in line with the development of structural food security; and v) the development of the capacities of actors and the promotion of good governance of food security.

33. Food security at the structural level refers to development programmes that have a medium- and long-term impact on the improvement of revenues for inhabitants and their access to food. It makes it possible to establish a link with the war on poverty, since it was proven that the food insecurity in Mali was increasingly less related to the availability of food and more a result of a weak purchasing power.

### Ongoing programme in the area of food security: the GMRP

#### The GMRP

The reference structure in Mali in terms of a food security and crisis preparedness system is the Grain Market Restructuring Programme (GMRP); it has made it possible to notably improve the level of food security through the liberalization of markets—resulting in increased production—and through the implementation of an effective national early warning (EWS) and cyclical food crises processing system. To respond to a food crisis situation identified and quantified by the EWS, the food security system disposes of the following tools:

- The National Security Stock (NSS), managed by the Office des Produits Agricoles du Mali (OPAM) [agricultural products office of Mali]. It is composed of 35,000 tonnes of local grain. Withdrawal of grain from the NSS is limited to the following two situations: i) technical rotations to maintain the quality of the grain in stock; and ii) implementation of EWS recommendations: free distribution or alternative actions (consisting in subsidized or non-subsidized intervention sales and participative activities conducted within a food for work framework). The beneficiaries of NSS aid belong to the 173 cercles (349 communes) considered at risk and located north of the 14th parallel.
- A common counterpart fund (Fonds commun de contrepartie – FCC), funded by the State budget and GMRP partners and which ensures, based on annual budget estimates, all of the operating costs for the system and the implementation of the first food security actions favoured by the EWS. In 1998 and 1999, the GMRP contributed an annual amount of 1.5 thousand million CFAFs, equivalent to the total cost of the free distribution of 7,500 tonnes of grain.
- A food security fund (Fonds de sécurité alimentaire – FSA), financial supplement to the NSS, funded by the State and donors and the objective of which is set at an amount of 5.5 thousand million CFAFs, approximately equivalent to the costs of importing and distributing 25,000 tonnes of grain.
- An emergency intervention plan and a monitoring cell that can be very quickly activated in the event of a major incident.

In Mali and sub-regions, the GMRP is considered a particularly effective model of coordination and cooperation between the State and its development partners. The results achieved are for the most part due to the specific nature of the cooperation and decision-making structures established (structures for informal stakeholders, regular meetings, consensual decisions, use of a common fund, etc.) as well as to the way the programme operates.

34. The only ongoing national programme for food security is the GMRP,<sup>7</sup> supported since its creation by Germany, Canada, the United States, France, the Netherlands, the European Union and WFP. In the period between 1981 and 1996, the role played by the GMRP in the steady improvement of the food situation, although not exclusive, was important. Faced with the Sahelian challenge of the vagaries of the weather, the GMRP was progressively invested with a

<sup>7</sup> The GMRP is presented in the yellow box at point 3.1.2.

key role in the prevention and management of cyclical crises. Thus the GMRP facilitated the creation of a complete food security system at the country level, the main instruments of which are: the Early Warning System (EWS); the Observatoire des Marchés Agricoles (OMA) [market observation system], formerly the Système d'Information des Marchés (SIM) [market information system]; the National Security Stock (NSS); and the restructured Office des Produits Agricoles du Mali (OPAM). The goal of the Haut Conseil National de la Sécurité Alimentaire [national high council on food security] is to set directions for food security, ensure the coordination of sectoral food security policies, and strengthen regional and sub-regional cooperation.

35. It is acknowledged that WFP played and continues to play an essential role in the GMRP, on three levels: as donor, donor coordinator and co-administrator of counterpart funds. The coordination of donors has been ensured by WFP since 1981, as well as the permanent donor secretariat. It was only in 1996 that direct functions of day-to-day management such as the chairmanship and secretariat of the Technical Committee, parity committee on financial monitoring, and accounting management, were progressively placed under the responsibility of the Malian party, in accordance with the medium-term plan established between the donors and the Malian government.

36. In 1997-1999, the transfer to the Malian government of a significant portion of the responsibilities of public service missions in the area of food security took effect. Already ensuring 40% of the total cost of the system in 1998, the State raised its contribution to 62% in 1999. In 1998, the Government of Mali and GMRP partners initiated a study entitled "Impact de la libéralisation sur les filières céréalières au Mali" [impact of liberalization on the grain systems in Mali]. The synthesis document, which has been the subject of numerous cooperation meetings and one national seminar in June 1999, confirms the main points of the findings, i.e. the decommitment of the government to the grain markets, the liberalization of the grain marketing and transportation process, the floating of prices and an environment favourable to the promotion of private and associated grain system operators. This document makes numerous recommendations and proposes actions that served as the basis for the development of the medium-term 2000-2004 action programme: it includes one year of consolidation (food security system strengthening activities that have already been programmed, studies aiming to verify the feasibility of the new activities and determination of methods for their implementation) and four years for the implementation of planned activities. Starting in 2000, the five-year operating cost for the system, estimated at 8.5 thousand million CFAFs, was assumed at 70% by the government, while external partners continue to provide steady but reduced financial support (totalling 500 million CFAFs per year). They also undertook to assume, along with the government, the major risk, i.e., the occurrence of a generalized food crisis, in this case by quickly mobilizing indispensable additional means.

37. Apart from the GMRP, the donors support a number of initiatives in the area of food security and rural development, namely:

Donors	Period	Amount (for info. only)	Interventions
European Commission	1998-2006	40.7 M€	Rice system, desertification, emergency
Netherlands	2001-2003	8.2 M€/year	Support for the rural development conceptual plan
Coopération française	2001	21.6 M€	Institutional support for the rural sector, GMRP, hydro-agricultural installations, support for decentralized financial systems, support for livestock production and grain systems, etc.
GTZ	1997-2003	52 M€	Improvement of the agricultural production, rice system, environment
WB	1994-2005	196.8 M€	Rural development programme and water
BAD	1992-2003	110 M€	Hydro-agricultural installations, rural development projects

Source: [CE] delegation to Bamako: excerpt from the country strategy document.

## Education

38. Faced with very low levels of education, the Malian government established a ten-year education development programme (PRODEC) centred around the relationship between the school and the community. This served as the basis for the development of an Education Sector Investment Programme (ESIP), which was launched in 2001. The major challenges presented by the education sector are as follows: i) the search for balance between quantitative development and the guarantee of at least a minimum of basic quality in education; and ii) the synchronization of the processes to decentralize management, resources and responsibilities.

39. The main components of the ESIP can be summarized as follows:

- Improved access and education: Reduction of the number of villages without schools and prioritization of emphasis on the poorest areas, raising awareness of parents, etc.
- Improved quality of the education: Development of curricula and adapted teaching methods, implementation of an incentive framework for initial and continuing training, recruitment and management of teaching staff, etc.
- Implementation of cross-cutting measures: Development of an education/gender policy and increasing involvement of women in the management of the educational system, etc.

40. The ESIP joint monitoring mission in 2002 raised the following points, which were confirmed in the mid-point review conducted in January 2004. Thus, as regards access and education, growth in the rate of enrolment in primary schools can be observed with a positive trend in favour of girls, and the growing commitment of populations within the context of a low increase in accommodation and teaching capacities, resulting in the increasing overpopulation of classrooms. The quality of the education remains limited, particularly due to the lack of textbooks.

## Health

41. Because health problems are a continuing challenge, a clear institutional framework must be developed to guide policy, strategies and instruments and thus ensure the effectiveness of actions. It is within this perspective that a ten-year health and social development plan (Plan décennal de développement sanitaire et social – PDDSS) was developed for 1998-2008. The first phase (1998-2003) is currently underway and the second is being developed. The aim of the plan is essentially to extend health coverage, improve the quality of services, reduce mortality linked to priority illnesses and strengthen administrative processes. This program's main innovation is, on the one hand, the reinforced mobilization of civil society and, on the other hand, the empowerment of communities with regard to their own health problems.

42. Because of shortcomings in its execution, the PRSP recommend the revision of PRODESS, with particular emphasis on prevention, the war on malnutrition and the improvement of services in underprivileged areas.

## HIV/AIDS

43. The precarious economic situation and the weakness of the health coverage represent significant constraints to the reduction of the impact of the epidemic. However, PRODESS has provided for the creation of care, facilitation and counselling centres in the two regions to manage people infected with or affected by HIV/AIDS.

44. In addition, the government established a programme to fight AIDS (2002-2006), the objective of which is essentially to prevent the spread of the disease in the general population with particular emphasis on the most vulnerable population groups and to improve the quality of life of people living with the virus. This programme is founded on the highest political

commitment and is coordinated by the President of the Republic and technically by the Department of Health.

### **Rural development**

45. As regards rural development, the government aims to: i) seek food security combining the increase, diversification and maximum development of agricultural, pastoral, fish and silvicultural production; and ii) improve environmental productivity and protection within the framework of the sustainable management of natural resources. The strategic axes of the rural development policy were reviewed in light of the sectoral guideline developed in 1998, a diagnostic analysis (performed in 2000) of the sector's evolution and the evaluation of the implementation of the *Rural Development Master Plan* since 1992. They are based on the following main points:

- The development of the systems, which constitutes a major axis of the rural development policy, through system studies, training activities conducted by various actors and agricultural products bureaus, and information and communication activities;
- The restoration and maintenance of soil fertility, in support of agricultural/silvicultural/pastoral production, by systematically taking into account this fundamental dimension in all programmes aiming to build and strengthen the technical and financial capacities of producers and their organizations to take charge of restoration/conservation activities;
- The promotion of rural credit, to make investment in the sector possible, and the adoption of more efficient and environmentally friendly production techniques (inputs, equipments, etc.).

### **Decentralization process**

46. Since 1993, in response to the pressure exerted by civil society and the donor community, the Malian government committed to decentralization as a poverty-fighting tool fostering local democracy and the conscious participation of populations to their own development. The territory is divided in 8 regions, 49 cercles and 703 communes. The government has established two mechanisms to support this process:

- A financial mechanism, entrusted to ANICT: Agence Nationale d'Investissement des Collectivités Territoriales [national territorial community investment agency], which has a directorate located in Bamako and regional directorates in each region. Pursuant to an agreement with the government, ANICT receives funds from certain partners earmarked for investment in decentralized communities. It asks for a financial contribution of 20% from communes on the various investments it manages.
- A technical mechanism based in each cercle, the CCC: the Centre de Conseil Communal [communal advisory centre], responsible for advisory and technical support to the communes. The CCC is entrusted to a local beneficiary (generally an NGO) established in the cercle and who knows the development problems of the various communities.

## **2.2 WFP INTERVENTIONS IN MALI**

*The aim of this sub-chapter is solely to present the WFP portfolio, the two CPs as well as their main features. Assessment elements are presented in Chapter 3.*

### **2.2.1 Intervention portfolio**

47. WFP has been present in Mali for 40 years, since 1964. One of its most important interventions was the multiple-goal rural development project conducted over more than 20 years (1976-1997). This led to the creation of a specific branch within the Department of Agriculture

called the Direction Nationale des Projets PAM (DNPP) [WFP projects national directorate]. Over these 40 years, more than  $\frac{3}{4}$  of WFP's budget was allocated to development projects.<sup>8</sup>

48. WFP carries out three types of operations in Mali:

- Emergency Operation (EMOP): Essentially two regional operations. The first targets people affected by the crisis in Côte d'Ivoire and the second targets people affected by drought and a drop in grain production.
- Protracted Relief and Recovery Operation (PRRO): The general aim of this programme was to contribute to peace and the rehabilitation of regions affected by the internal conflict raging in the country at the end of the 1990s. Lasting 3 years (2000-2003), the role of WFP's aid was to facilitate the participation of populations in rehabilitation activities and steady access to food in transition periods by favouring projects initiated by and benefiting women.
- Country Programme (CP): The current CP includes 4 activities detailed at point 2.2.2.

**Table 5: Food aid received by WFP, 1999-2003 (in tonnes)**

	EMOP		PRRO		CP		Total
1999	97	0.99%	4,807	49.06%	4,895	49.96%	9,798
2000	0	0.00%	2,576	26.60%	7,106	73.40%	9,682
2001	0	0.00%	2,656	29.97%	6,205	70.03%	8,861
2002	126	1.47%	1,907	22.31%	6,515	76.22%	8,548
2003	751	6.23%	1,900	15.77%	9,398	78.00%	12,049
<b>Total</b>	<b>973</b>	<b>1.99%</b>	<b>13,846</b>	<b>28.29%</b>	<b>34,119</b>	<b>69.72%</b>	<b>48,937</b>

*Source: Data from the WFP office in Bamako and calculations by the evaluation team.*

49. A more detailed analysis of the distribution of the intervention portfolio (see Table 5) shows that on average, the food aid allocated to the CP represents close to 70% of the total food aid allocated by WFP to Mali. This proportion has steadily increased over the last few years, from 50% in 1999 to 78% in 2003. The remaining food aid is allocated to PRROs (close to 30%) and only less than 2% is allocated to emergency operations. Two elements are responsible for the increase in available amounts in 2003: an emergency aid operation in 2003, but above all, the launch of the 2003 CP, which disposes of quantities of food aid not available in the previous CP (see point 2.2.2 for more details on this subject).

### 2.2.2 Country programmes (CPs) and features of current interventions

50. The guiding principles of the WFP portfolio in Mali were approved by the WFP EB in 1997, based on a country guideline and country strategy plan drafted in 1997. It was based on these documents that the first CP (1999-2002) was formulated, at the same time the EDP was taking shape. It was followed by the 2003-2007 CP.

#### 1999-2002 Country Programme

51. The main objectives of the 1999-2002 CP are: i) the short-, medium- and long-term strengthening of food security; ii) poverty control; and iii) the development of human resources. This programme targets some 504,000 beneficiaries per year.

52. The CP provides for the implementation of four fundamental activities:

- Fundamental Activity (FA) 1: **Food for Work (FFW) and Food for Training (FFT) activities.** The long-term objective is to contribute to improving the food security, income and living conditions of populations and to provide training to the members of beneficiary communities, particularly women, so that they may acquire skills allowing them to take charge

<sup>8</sup> 1999-2002 WFP Country Programme.



of their own development. This activity represents 35% of the budget planned for the CP for the four years of implementation.

- **Fundamental Activity 2: School Feeding Project (SFP).** This project is the most important—38% of resources are allocated to it. It targets the students of nomadic and community primary schools in particular. Its aim is essentially to improve enrolment rates, particularly that of girls.
- **Fundamental Activity 3: Health and Nutrition.** WFP's intervention (13% of the total allocation) contributes to the distribution of supplementary food and the improvement of the nutritional status of populations, particularly that of young children and pregnant and breast-feeding women, by fostering their access to basic health services.
- **Fundamental Activity 4: Strengthening of the Food Security and Emergency Preparedness System (support to the GMRP).** WFP support is planned within the context of the GMRP's 1997-1999 medium-term action plan, in synergy with other donors. The aim is to contribute to the establishment of new instruments to respond to food crises, the improvement of the Early Warning System's work and the implementation of alternative measures to free distribution. To this end, WFP planned to make available 4,000 tonnes of wheat flour, i.e., 13% of the food aid planned for this CP.

**Table 6: Planned food aid by type of activity (1999-2002 CP)**

Activities		Tonnes	Total %
FA 1	FFW	10,569	36%
FA 2	School feeding	11,199	38%
FA 3	Health/nutrition	4,020	13%
FA 4	Security reserve	4,000	13%
<b>Total</b>		<b>29,788</b>	<b>100%</b>

*Source: WFP, 1999-2002 CP document.*

### 2003-2007 Country Programme

53. The overall objective of the CP is to better position vulnerable households—particularly women and children—to take charge of their own development and face droughts and other natural disasters. This programme is broken down into several specific objectives, each of which gives rise to one (or two) activity(ies):

- Improve education and school attendance and reduce the dropout rates, particularly of girls, in regions affected by food insecurity.
  - ⇒ FA 1: support for basic education
- Contribute to the reduction of the malnutrition rate by facilitating access to a nutritional supplementary food item for pregnant and breast-feeding women and children 6 to 59 months of age.
  - ⇒ FA 2: supplementary food and support for community health services
- Create and preserve assets that directly allow households to face food insecurity and react in the event of a disaster.
  - ⇒ FA 3 or 3A: creation of productive assets
  - ⇒ FA 3B or 4: Support for the GMRP within the framework of disaster prevention and mitigation

**Table 7: Planned food aid by type of activity (2003-2007 CP)**

Activities		Tonnes	Total %
FA 1	School feeding	29,485	46%
FA 2	Health/nutrition	3,000	5%
FA 3	Creation of productive assets	20,381	32%
FA 4	Prevention and mitigation of disasters	10,956	17%
<b>Total</b>		<b>63,822</b>	<b>100%</b>

Source: WFP, 2003-2007 CP document

54. The total volume of planned food aid in this CP is twice that provided for in the previous CP, although it is only one year longer. The activities planned in this CP are the same as in the previous CP, but the relative importance granted to each one has evolved. The increase in available aid meets WFP's desire to reinforce its presence in support for basic education. Indeed, the food aid planned for the SFP uses up almost half of the resources provided for, which is also three times more than the amounts available during the previous CP for this activity. Second is the creation of productive assets, with 32%. Finally, the amount of food aid budgeted for the health/nutrition activity now represents only 5% of the total amount planned for the programme.

55. The **support for basic education** project falls perfectly in line with the EDP's second priority, "to enable poor households to invest in human capital through education and training." It falls in with the continuity of FA 2 of the 1999-2002 CP. The 2003-2007 CP only began in November 2003, following delays at the Department of Education in finalizing the list of schools targeted by the new CP.

Support for Basic Education		
Objective	Improve education and school attendance and reduce dropout rates, particularly of girls, in regions affected by food insecurity.	
Expected results	<ul style="list-style-type: none"> <li>▪ Increase enrolment and attendance rates of schoolchildren—particularly girls—from poor households.</li> <li>▪ Reduce the disparity between boys and girls in enrolment and dropout rates recorded by targeted primary schools.</li> </ul>	
Beneficiaries	<ul style="list-style-type: none"> <li>▪ 78,220 children in rural (primary) schools benefit from food aid in the form of a meal.</li> <li>▪ 10,000 children of nomadic parents receive two meals.</li> <li>▪ 31,760 girls, subject to an attendance rate of at least 80%, receive dry rations.</li> <li>▪ 1,260 kitchens also receive 5 cooked rations per day worked.</li> </ul>	
Implementation details	<ul style="list-style-type: none"> <li>▪ Distribution of rations composed of grains, legumes and vegetable oil.</li> <li>▪ WFP ensures delivery to school sites through private operators selected based on a call for tenders.</li> <li>▪ Preference is given to local purchases depending on availability.</li> <li>▪ The governmental technical authority is the Department of Education, with intermediaries in the regions and cercles.</li> <li>▪ WFP cooperates with many partners in the field to monitor implementation.</li> <li>▪ It involves parent-teacher associations (PTAs), and management committees for the school feeding are created.</li> </ul>	
Planned budget	Cost of the food aid	\$ 8,262,865
	Total cost for WFP	\$ 18,561,702
	Cost for the government	\$ 1,000,000

Source: WFP summary of Activity 1.

56. The **health/nutrition** project (HNP) in the first CP was in fact never launched. In reality, it is a test project of one year, which in the end comprised the health component of this CP. Introduced in 1998, the aim of this project was to contribute to the government's efforts to improve the health and nutritional conditions of populations by ensuring extensive health coverage. It included 3 components: i) increased visits to CSCOMs and revitalized health centres by women of reproductive age; ii) extended health coverage; and iii) improved sanitation of the cities of Mopti, Djenné, Gao and Tombouctou. This project was the subject of an evaluation in 2000 that highlighted a number of elements. Among these, a lack of cooperation and coordination with national authorities, the unsuitability of the product used, questioning of the targeting in nomadic areas and the pernicious effects of the distribution of food for visits to CSCOMs (artificial inflation of attendance rates) was observed. In light of this, the attendance component was interrupted and a new intervention strategy was developed with the support of a food technologist.

57. Based on this experience and the strategy, WFP developed a new, six-month (Oct. 2002 to March 2003) health/nutrition test project in the Mopti region (distribution of 18 tonnes of supplementary flour). Following this a new project was developed in the 2003-2007 CP. This supplementary food and community health services project corresponds to the EDP's first priority, "to help young children and expectant & nursing mothers to meet their special nutritional needs and other related health needs."

Health/Nutrition		
Objective	Contribute to the reduction of the malnutrition rate by facilitating access to a nutritional food supplement for pregnant and breast-feeding women and children 6 to 59 months of age.	
Expected results	<ul style="list-style-type: none"> <li>▪ Prevent malnutrition and contribute to the recovery of malnourished children through supplementary food.</li> <li>▪ Foster a change in bad practices regarding food and the health of children in mothers and pregnant women.</li> </ul>	
Beneficiaries	<ul style="list-style-type: none"> <li>▪ 140,500 children 6 to 59 months of age.</li> <li>▪ 61,000 pregnant and breast-feeding women.</li> </ul>	In 95 health areas (operational CSCOMs) in the WFP intervention area.
	<ul style="list-style-type: none"> <li>▪ 5,800 AIDS orphans or patients.</li> <li>▪ Beneficiaries wishing to buy enriched flour at a subsidized price.</li> </ul>	
Implementation details	<ul style="list-style-type: none"> <li>▪ 2% of the allocation is reserved for cooking demonstrations, 49% is distributed to malnourished children and pregnant and breast-feeding women, 14% to AIDS orphans and patients and 35% is sold.</li> <li>▪ WFP ensures delivery to the CSCOMs concerned through private operators selected on the basis of a call for tenders or using its own trucks, following the WFP mode of delivery.</li> <li>▪ Enriched flour (misola and ucodal (sinba)) are purchased locally.</li> <li>▪ The governmental technical authority is the Department of Health, with intermediaries in the regions and cercles.</li> <li>▪ WFP cooperates with many partners in the field to monitor implementation.</li> </ul>	
Planned budget	Cost of food aid	\$2,873,770
	Total cost for WFP	\$2,040,434
	Cost for the government	\$1,803,608

Source: WFP summary of Activity 2.

58. The **creation of productive assets** project (FA 3 or 3A) responds to the EDP's third priority "to enable poor households in chronically food insecure regions to create sustainable assets." The 3A CP only began operation in early May 2004 because of a delay signing the Operational Protocol between the Department of Agriculture, Livestock and Fishery (responsible for the implementation of the activity through its technical structure, the DNPP) and WFP.

Creation of Productive Assets		
Objectives	<p>Create and preserve assets that directly enable households to face food insecurity and prepare for and react to disasters.</p> <p>Develop the capacities of managing structures in the community with a strong participation of women in the latter as regards the management and preservation of assets.</p>	
Expected results	<ul style="list-style-type: none"> <li>▪ Increased number of assets created or rehabilitated (nurseries, agroforestry plantations, improved pastures, soil and water management structures, hydro-agricultural installations and community social infrastructures), with 60% of community assets, enabling households to achieve food security and improve their income.</li> <li>▪ Establishment of appropriate institutional mechanisms through which territorial communities can manage and maintain the assets created.</li> <li>▪ Strengthening of the capacities of households to improve their income.</li> <li>▪ Increased access of women to assets adapted to their needs and capacities.</li> <li>▪ Increased number of households with food security.</li> </ul>	
Beneficiaries	<ul style="list-style-type: none"> <li>▪ Direct beneficiaries: 139,000 people per year directly receive the ration held per day in exchange for their participation in the work.</li> <li>▪ 40% of women among the direct beneficiaries.</li> <li>▪ In total, 695,000 people per year on average (direct beneficiaries cited above and their families).</li> <li>▪ 30% of the assets created directly benefit women (particularly the irrigation areas, nurseries and firewood produced on community woodlots).</li> <li>▪ 70% of the people trained are women.</li> </ul>	<p>Geographic and socioeconomic targeting:</p> <ul style="list-style-type: none"> <li>▪ Gao, Mopti, Tombouctou, Kidal, and some areas north of Koulikoro and Kayes</li> <li>▪ 36% of households in these areas suffer from chronic food insecurity: <ul style="list-style-type: none"> <li>▪ marginal and/or low-performance farmers;</li> <li>▪ artisans with low and unstable income;</li> <li>▪ households led by women;</li> <li>▪ semi-sedentary breeders forced to migrate with the seasons to survive.</li> </ul> </li> </ul>
Implementation details	<ul style="list-style-type: none"> <li>▪ The proposed projects come from requests from the base (groups, village communities), in collaboration with a technical and/or financial partner.</li> <li>▪ Coordination of the activities is ensured jointly by WFP representation in Bamako and the DNPP, in accordance with the principle of co-management.</li> <li>▪ The signing of memoranda of understanding with the various partners is programmed annually.</li> <li>▪ WFP ensures the delivery of food to the final distribution sites and, from there, to beneficiaries through partners and/or beneficiary communities.</li> <li>▪ Deliveries are made in two steps: 50% when the work begins and the rest near the end of the work, based on the progress report.</li> <li>▪ For food for work (FFW), the daily family ration (1 man-day) is equivalent to 5 individual rations (1 man-day): 2 kg of grains and 75 g of vegetable oil.</li> <li>▪ For food for training (FFT), the daily ration (for 1 day of training) is equivalent to 3 individual rations: 1.2 kg of grains and 45 g of vegetable oil.</li> <li>▪ Food is distributed in the form of dry rations to be brought home.</li> </ul>	
Planned budget	Cost of the food aid	\$4,673,480
	Total cost for WFP	\$9,706,037
	Cost for the government	\$703,000

Source: WFP summary of Activity 3.

59. The **disaster prevention and mitigation** project (FA 3B or 4) responds to the fourth priority of the EDP targeting “interventions intended to reduce difficulties following food crises and natural disasters and to prepare the economic and social reintegration of the populations and areas affected by food insecurity.” In line with the national food security programme, this activity supports the supply of the National Security Stock to face emergency situations identified by the EWS (Early Warning System), supplementing the support provided by the Government of Mali and other donors.

Disaster Prevention and Mitigation		
Objectives	Within the framework of the GMRP: <ul style="list-style-type: none"> <li>▪ Contribute to the creation of conditions for sustainable food security mainly based on the systematic mobilization of human resources.</li> <li>▪ Contribute to the prevention of food crises and the reduction of the impact of various natural risks.</li> </ul>	
Expected results	<ul style="list-style-type: none"> <li>▪ Strengthening of the management of the national security stock.</li> <li>▪ Facilitation of the implementation of EWS recommendations.</li> <li>▪ Facilitation of the management of “food security” aid.</li> </ul>	
Beneficiaries	<ul style="list-style-type: none"> <li>▪ 74,000 people per year</li> <li>▪ Geographic targeting: intervention area covered by the EWS and located north of the 14th parallel, i.e., the northern area of the Kayes, Ségou and Koulikoro regions and the regions of Mopti, Tombouctou, Gao and Kidal (349 communes at risk).</li> </ul>	
Implementation details	<ul style="list-style-type: none"> <li>▪ WFP provides 10,956 metric tonnes to the NSS over five years.</li> <li>▪ The acquisition strategy is flexible: local purchases of dry grains (millet, sorghum, corn) at competitive prices when surpluses are available, importation of products in periods of shortage.</li> <li>▪ The food aid is provided in compliance with government / GMRP donor commitments and with the provisions of the State/OPAM Plan Implementation Agreement in three forms:               <ol style="list-style-type: none"> <li>i) Distribution of food aid in the communes or parts of communes experiencing or likely to experience famine, a food crisis or food difficulties.</li> <li>ii) Intervention sales to be conducted by OPAM in areas “at risk” and/or experiencing a supply disruption following OPAM’s Plan of Operations adopted by the COCSSA.</li> <li>iii) Alternative development actions to free distribution allowing for the creation of revenues so as to access the market.</li> </ol> </li> <li>▪ Rations (dry grains—millet, sorghum, corn) are distributed per person in accordance with the standards set by the EWS.</li> </ul>	
Planned budget	Cost of the food aid	\$2,300,760
	Total cost for WFP	\$6,081,356
	Cost for the government	\$5,928,570

### 3 MAIN FINDINGS

#### 3.1 RELEVANCE OF THE CP AND OF WFP'S DEVELOPMENT POLICY

*This chapter presents an analysis of the relevance of the EDP in relation to the evolution of the poverty reduction and food security context. Following what was done in the Ethiopia country study, the first point deals with the CP's consistency with EDP principles; then comes the assessment of relevance to and consistency with the country context and international priorities and the relation between the development portfolio and other operations. This chapter ends with an analysis of the relevance of the targeting.*

##### 3.1.1 Consistency of the CP with the principles and objectives of the EDP

60. Two country programmes were developed in Mali. The first (1999-2002 CP) was designed before the approval of the EDP, and the second one, after. The FFW is in line with food for work activities conducted before the first CP. In the second CP, emphasis is placed on the creation of productive assets, and the term FFW is used with respect to activities. The SFP and support for the GMRP continue from one CP to the other. The health/nutrition component seems to be the one which was revised the most following the difficulties encountered and subsequent interruption in the first CP. Overall, continuity from one CP to the other in terms of types of interventions can be observed.

61. That being said, the analysis of the two country documents has made it possible to bring to light a number of changes introduced by WFP with respect to the approach taken in the second CP that can be directly attributed to the introduction of the EDP. The main changes observed are the following:

- The 2003-2007 CP was designed in a very participative manner with all stakeholders. Thus, starting in the spring of 2001, a workshop with institutional and technical partners as well as beneficiaries from various WFP intervention areas was held. Once the draft CP was produced, a second validation workshop was organized in May 2002 with all partners as well as WFP representatives at the regional level (Dakar).
- Components of the 2003-2007 CP are no longer named in terms of activity but rather in terms of objective. Thus we no longer talk about school feeding, but rather about support for basic education; not FFW but the creation of productive assets.
- For each component, the 2003-2007 CP sets out the problems to be resolved, the objectives and expected results, the beneficiaries, partnership elements and monitoring system, which was not previously done.
- Appended to the 2003-2007 CP is a logical framework including a number of indicators.

62. However, a lack of understanding of certain concepts, brought to light by an analysis of the logical framework, has led to some confusion on the indicators to be followed. The following are thus presented as results indicators: the number of beneficiaries who consume local supplementary flours, the number of CSCOMs covered by the activity, the number of children attending school by gender, etc. Furthermore, some indicators are used for both outputs and results. These elements are important because this has a direct impact not only on the establishment of monitoring records but also on the effective possibility of measuring the results attained at the end of the programme. Finally, the expected results are not often the subject of quantification—it will thus be almost impossible to evaluate to what degree the results attained are in line with those expected at the beginning of the programme. As for impact indicators, they are quantified, but at such a comprehensive level that no tool currently available to WFP in Bamako can measure them.



63. As regards the commitment to women, it should be noted that women and girls are particularly targeted by WFP activities. However, in the CP document, the promotion of gender equity (particularly access and the full participation of women in power and decision-making structures) is only very briefly mentioned, while the initiatives that this aspect should involve in the programme itself (relations with national authorities, training and awareness-raising sessions that could be offered to partners) are not developed.

#### **Key points regarding the consistency of the CP with EDP principles**

- Overall, the CP is consistent with the key principles of the EDP. However, although the type of intervention conducted is similar from one CP to the next (except for health), the approach taken has much evolved, a sign of progression between the two CPs in terms of adherence to EDP principles.
- Although the logical framework tool is very useful for the participative design of the programme and from the point of view of an analysis of expected results, it seems that certain underlying concepts are not always well understood, which leads to confusion in the use of the outputs and results indicators.
- At no time does the CP mention the taking into account of gender equity other than in regard to the targeting of activities.

### **3.1.2 Relevance of the CP to country/local policies and context**

#### **National policies**

64. The CP directly contributes to the strategic axes of the PRSP, as regards both axis 2 on human resource development and access to basic social services via the health/nutrition and support for basic education components and axis 3 on the development of basic infrastructures and productive sectors via the creation of productive assets component. By attaching key importance to governance and participation, axis 1 of the Strategic Framework echoes the EDP principles of participation, ownership, monitoring and evaluation, partnership, results management, etc.

65. The food security strategic framework provides for good balance between production, accessibility, supply and prevention objectives. It is the same for the CP. The long-standing support for the GMRP has contributed to stabilizing the grain markets, and the national food security stock makes it possible to react in the event of a crisis. The creation of productive assets component contributes not only to the productive and environmental dimension but also to the accessibility dimension by supporting and diversifying—even increasing—revenues. The health/nutrition component contributes to reducing the vulnerability of the most weakened. The support for basic education component contributes to improving access to food within the perspective of long-term investment in human capital.

#### **MDGs and UNDAF**

66. The CP is consistent with the UNDAF framework. It contributes to poverty reduction by strengthening the assets of groups that are vulnerable and at risk of food insecurity (revenues, productive assets created) and to the improvement of conditions of access to health by vulnerable groups by targeting women and children in its health/nutrition activity. To facilitate partnership with other United Nations agencies, the cycle of the CP is harmonized with those of UNDP and UNICEF.

67. The CP contributes to a number of MDGs, such as the eradication of extreme poverty and hunger; the achievement of universal primary education; supporting the creation and implementation of policies and strategies for rural development, the strengthening of food

security and environmental protection; and the fight against HIV/AIDS, malaria and other illnesses.

#### **Key points regarding consistency with country policies**

- The CP directly contributes to the strategic axes of the PRSP and is relevant to the country policies following **therefrom**.
- The CP is consistent with the food security strategic framework as regards production, accessibility, supply and prevention **objectives**.
- The CP directly contributes to the strategic axes of the MDGs **and** UNDAF.

### **3.1.3 Complementarity and integration with other WFP operations in Mali**

68. As shown in Table 5, the CP absorbed close to 70% of the total food aid distributed by WFP in Mali between 1999 and 2003. Emergency operations are marginal (2%) and are not implemented every year. The other important WFP intervention is the PRRO. This intervention, which mainly aimed at providing support to populations in northern Mali affected by the rebellion in the 1990s, falls somewhere between the emergency operations from which these populations benefited, conducted by WFP but also by the HCR and ECHO, and CP interventions. The three-year intervention provided for ended in 2003. PRRO activities were essentially FFW and FFT, and the achievements were very similar to what was implemented within the context of the 1999-2002 CP in the same regions. During the field visit, it was easy to see the results of activities funded by the PRRO on sites close to those where CP activities are implemented within the framework of the creation of productive assets.

69. A number of EDP principles can be found in the PRRO, such as partnership (with the government and partners in the field), priority given to local purchases, participation, and targeting. However, as it was designed around the same time as the EDP, it cannot be said that EDP principles are systematically integrated in the PRRO, but, similarly to the 1999-2002 CP, a certain number of its principles are reflected in it, while others are mostly absent, such as RBM, ownership and exit strategies.

#### **Relevance of the targeting of the CP**

70. In its 40-year presence in Mali, WFP intervened in most of the regions at various points in time. At the time when the 1999-2002 CP was designed, WFP decided to focus its development program in the northern regions of Mali (Mopti, Gao, Tombouctou and Kidal). These regions are characterized by significant structural grain deficits and particularly low levels of human development. Furthermore, at that time, part of the populations displaced in the 1990s at the time of the rebellion were in the process of resettling in these areas.

71. In 2002, WFP performed a VAM<sup>9</sup> study to update the food insecurity profiles of rural communities and households. This study concluded that the regions of Mopti and Tombouctou presented high proportions of chronically food insecure households. Numerous communities in the Gao region are also affected. The study considers that the Kayes and Koulikoro regions are, overall, in a better situation, although a number of communities suffering from chronic food insecurity can be found here as well, in the northern areas near the Mauritanian border (north of the 14th parallel). No mention is made in the study of the vulnerability of communities in the Kidal region (see map of Mali in Annex 1). In accordance with the methodology used, the analysis was first conducted based on literature on food security in Mali, which identifies the regions of Tombouctou, Mopti, Gao and the northern parts of Koulikoro and Kayes. The field investigation was conducted on this basis. The latter thus did not cover the region of Kidal.

<sup>9</sup> VAM corresponds to the acronym ACV in French.

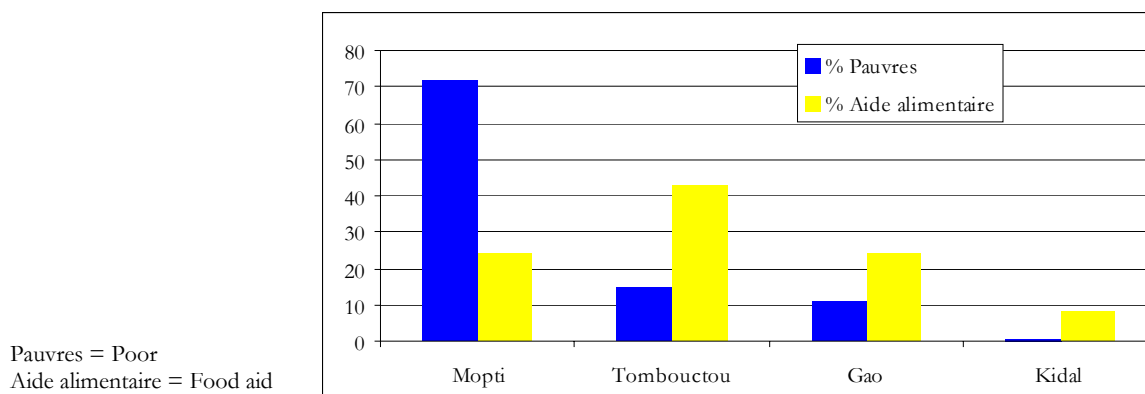


72. The VAM study was selectively performed within the framework of the drafting of the 2003-2007 CP and essentially served in the geographic targeting of WFP interventions (see following paragraphs). It would seem that the results of the VAM study were taken up and integrated with the data obtained from the EWS, a tool that is widely used and which, within the framework of the GMRP, provides steady, detailed information on the vulnerability status of the poorest households.

73. Based on the VAM study, the 2003-2007 CP increased its intervention coverage by adding the northern parts of Kayes and Koulikoro, where WFP interventions had already taken place before the 1999-2002 CP. It is thus both an extension of coverage and a return to past intervention areas. Kidal remains an intervention region in the 2003-2007 CP based on arguments similar to those given in the VAM study for the regions of Tombouctou and Mopti. Furthermore, the continued WFP presence in regions previously affected by internal conflicts (mainly Kidal and Gao) is one of the elements contributing to stability in these regions.

74. Once the intervention areas have been targeted, another level of targeting is used to distribute the food aid available for intervention between the areas. For example, the evaluation team compared the food aid distribution planned in the four northern regions for the “creation of productive assets” activity and the proportion of poor people within these same regions to the total number of poor people<sup>10</sup> in the four northern regions where WFP operates. Effective unbalance between needs and the distribution of aid can be observed. For example, 70% of the poor in these four regions live in Mopti, but only 20% of the planned food aid is allocated to this region. This imbalance may be explained in part by a series of factors such as the presence (or absence) of partners capable of implementing a sufficient level of activity to proceed with the corresponding distribution of food. However, no element within the CP explains this imbalance.

**Figure 1: Creation of productive assets: Proportion of the planned food aid (2003-2007 CP forecasts) and of the number of poor people in the four northern regions**



Source: 2003-2007 CP and 2001 Malian investigation on the poverty assessment (Primature, delegated department in charge of the WB Plan and PAIB).

Note: The Kayes and Koulikoro regions were excluded from this example because, as WFP does not operate in these regions as a whole or for the duration of the programme, this would skew the results.

75. An analysis of problems at the sectoral level takes up a number of indications justifying the implementation of the activity in one or another of the planned areas of intervention. Overall, the choices are in line with the geographic areas of intervention selected in the CP, except for the choice that was made to intervene in Kolokani (which is not in the WFP area of intervention—see map in Annex 1) within the framework of the health component.

76. In WFP areas of intervention, a second level of selection is made in collaboration with national, regional and local authorities as well as with partners in the field. Selection criteria were

<sup>10</sup> They group together the poor and very poor categories identified in the 2001 Malian investigation on the poverty assessment.

determined in the memoranda of agreement with the government. For example, as regards support for basic education, the selection criteria include the isolation of certain villages in the recruitment area, the elimination of schools in places resembling cities, the mobility of the populations, etc. As regards the creation of productive assets, households are targeted based on the results of the VAM study. The latter identified three household profiles to benefit from WFP support: i) chronically food insecure households; ii) households not successfully facing consistent food deficit; and iii) households successfully facing consistent food deficit but for which the nutritional situation remains a cause for concern.

77. On the whole, these criteria are followed, even if other factors also have influence at the local level. For example, in the Gao region, WFP is present in every commune. This balancing of interventions meets a political will for extended coverage of the region and for stability between the various communes. Furthermore, in the creation of productive assets, partners in the field play a key role, as they are the ones who submit requests for intervention to WFP which, in turn, may or may not approve them. The data obtained from the Early Warning System (EWS) are also a source of useful information when selecting requests. Indeed, this allows WFP to approve a request or not based on an analysis of the vulnerability of households.

78. Within the communities themselves, distribution is left at the discretion of the person in charge of the association or group, village chief, etc. Partners in the field themselves are not always informed of the way the distribution will be carried out. According to certain WFP representatives at the regional level, what matters is that the work planned is carried out in accordance with the required technical standards. It is thus not always possible to know who can effectively work on the work sites within the communities, if everyone can participate or if the work is reserved to specific groups; if the most vulnerable (who are not necessarily capable of performing the work planned within the framework of activities) really benefit from the interventions or not. That being said, the beneficiaries of the assets created worked on their achievement. The field visits showed that quite often, the end beneficiaries are part of groups or associations, and it is as a group that decisions are made on how to manage the assets created.

#### **Key points regarding targeting**

- Geographic areas of intervention within the framework of the 2003-2007 CP were selected based on the results of the VAM study, except for the Kidal region.
- The results of the VAM study conducted in 2002 are mainly used by WFP to prepare the CP. WFP also uses the data from the EWS when selecting requests. Accordingly, both information systems are of use.
- CP activities are implemented in the areas of intervention determined by the VAM study, except for the health component in operation in Kolokani (outside the northern area of Koulikoro according to the map of WFP interventions).
- Within the areas of intervention, the capacity to target specific communities and the most vulnerable people within these communities is the product of collaboration with the government and partners in the field.
- The choice of activity sites also depends on factors other than food insecurity, namely balance between the communes and the presence of partners in the field and of an eligible development project within the framework of WFP interventions (creation of productive assets).
- The people who can work to create productive assets are identified at the discretion of the communities. Very often, the end beneficiaries are part of groups, and it is as a group that decisions are made on how to manage the assets created.

### **3.2 MECHANISMS, MEANS AND TOOLS INTRODUCED/STRENGTHENED AT THE COUNTRY LEVEL TO FACILITATE THE IMPLEMENTATION OF THE EDP WITHIN THE CP**

#### **3.2.1 Progress (and changes) in partnership**

79. As highlighted in EDP policies, food aid alone cannot foster development: partnership is a prerequisite for this aid to support a real process providing access to the desired transformations. The issue of partnership is thus key to the implementation of EDP principles. The mission was able to meet with a large number of WFP partners, in Bamako as well as in the three areas of intervention it visited, which allowed it to assess: i) the changes that occurred in partner relationships established by WFP following the implementation of the EDP, and ii) WFP's position within the context of the decentralization from which arose a new category of local actors: commune mayors.

80. Within the United Nations system, WFP is a partner that is considered very active and as having played a dynamic role in the development of the UNDAF framework: not only in the thematic group "food security and rural development," but also in those dedicated to education and health, two new areas for action compared to the previous period, where WFP was recognized mainly for its skills in emergency operations and rural development. In the field, partner relationships are closest with UNICEF and UNESCO with respect to school feeding and the health/nutrition dimension. WFP is associated with UNICEF in particular within the framework of a school feeding and community school programme in the Mopti and Kayes regions implemented by local NGOs. FAO, like IFAD, are longstanding partners of WFP in Mali. WFP supports FAO's Special Programme for Food Security in the Mopti region and the Lakeland development project funded by IFAD in the Tombouctou region. In both cases, WFP contributes by providing food to village communities creating irrigated rice-growing areas. Activities carried out jointly with United Nations system partners remain relatively limited, given the limited financial resources of UN agencies. Relations with UNAIDS essentially consist in the sharing of information and have not led to the implementation of joint projects.

81. WFP's work as coordinator of the GMRP donor co-management committee is unanimously appreciated by both its Malian partners and the donors. Yet, while within this framework dialogue between donors is regular, WFP's development activities are little known or poorly understood by certain important donors. WFP Mali is still often perceived as an agency specializing more in emergency aid or in carrying out traditional FFW activities. Although WFP is officially kept informed by the government of discussions on decentralization and its implications, it is not associated with the reflection underway on the connection at the commune level of the various interventions, support for the drawing up of communal development plans, their funding, etc., all of which are the subject of numerous meetings and joint efforts between donors. As a donor pointed out, "we wouldn't even think of associating WFP with these meetings." [translation] Yet, the mayors the mission met with in the field, particularly when visiting schools whose kitchens are supported by WFP, are very aware of the role WFP plays in their commune. The donors are undoubtedly the victims of a rather widespread view of WFP, but WFP Bamako is also not proactive enough in this field, something the people we spoke with at WFP Bamako readily admitted.

82. While their field of action with decentralized communities is significant and relations in the field with local authorities and regional offices consistent, it is obvious that WFP still has not succeeded in establishing with these elected officials the connections necessary to carry out development activities. It should be pointed out, however, that this is one of the objectives WFP Bamako has set for itself for 2004.

83. In the areas where WFP operates, the multiplicity and diversity of executing partners are both an asset and a constraint for WFP. An asset, because this allows it to operate on a large number of sites with diverse activities. This diversity denotes a true participation on the part of

partners in intervention decisions. A constraint for WFP, because this situation leads to a scattering of its limited resources. As for the methods used for the implementation of activities, WFP often seems highly dependent on those of its development partners, who play a liaison role with beneficiary communities. International NGOs and local NGOs obviously do not have the same capacity. Most local NGOs have human and financial resources that are too limited to always ensure coordination, concertation and monitoring activities. This raises again the big issue of WFP's continuity and gradual withdrawal. However, international NGOs often manage larger programmes that dispose of significant means and that seem to "ask too much of WFP" without the latter necessarily having its own intervention strategy to provide its opinion on their requests.

84. The results in the field are, overall, deemed satisfactory as regards partners. Small local NGOs all recognize that their partnership with WFP is dynamic and that they have acquired new skills (particularly the NGOs following the school feeding and health/nutrition activities) that they will be able to promote with other donors. The monitoring performed by partners in the field within the framework of support for basic education is steady and reports are systematically provided to WFP (for more details, see point 3.3.1). The continuous effort made by WFP regional offices to create a framework for consistent joint efforts (focus on health, education) with all stakeholders (administrations, technical branches, local authorities) for the monitoring and implementation of development activities should also be emphasized.

85. In the future, the communal authority will be an essential and unavoidable contact in the establishment of various activities. This will enable the reinforcement of activities at the base. WFP already has contacts with communal authorities, but these contacts will have to be strengthened and systematized. This will require time and certainly work with respect to the strengthening of institutional capacities. Furthermore, the conduct of activities will continue to depend on the existence of appropriate partners and rules in effect in each ethnic group concerned (for example, various ethnic groups can have different criteria for the organization of distributions within them; the role of the village chief can also differ).

#### **Key points regarding partnership**

- Within the United Nations system, WFP seems to be a very active partner.
- Activities effectively implemented with other United Nations system agencies are limited given the financial constraints of these partners.
- WFP's reflection on the connection of its interventions with local authorities within the framework of communal development is insufficient, particularly within the context of decentralization.
- The multiplicity and diversity of executing partners is both an asset and a constraint for WFP. This diversity denotes the real participation and autonomy of partners in WFP intervention decisions. However, it leads to a scattering of its limited resources.
- The methods used to implement WFP activities seem too highly dependent on those used by partners.

### **3.2.2 Stakeholders' participation and ownership**

86. The participation of all stakeholders is an important element of the EDP that directly follows on that of partnership discussed above. At the country level, two major issues should be raised:

- An extensive consultation process was established by WFP to formulate the 2003-2007 CP, including representatives of public authorities from the various sectors and levels of responsibility concerned (country, regional, even local), as well as partner representatives. The

design and definition of the intervention strategy, objectives and priorities was conducted in a workshop and the intervention logic was validated by the stakeholders.

- The coordination of WFP interventions with the Malian government was ensured by a specific branch within the Department of Agriculture, the WFP projects national directorate (DNPP). This solution is relevant as long as interventions are focused on development issues. When talking about health and education, the programme must be run at another level, thus preventing the DNPP from become judge and jury. Thus, as early as the 1999-2002 CP, an interdepartmental CP coordination committee bringing together representatives from the departments in charge of rural development, health, basic education, foreign affairs and planning and territorial administration was created. Currently, the Department of Foreign Affairs runs the CP as regards public authorities (even if institutional issues remain to be resolved within the DNPP).

87. In terms of each activity component, the sectoral departments concerned are the regulatory authority for the activity, and they are responsible for carrying out the activity in accordance with arrangements specified in each memorandum of agreement between WFP and the government. The documents reflect this accountability in decentralized areas.

88. At the local level, the evaluation team noted a number of elements relating to the participation of stakeholders:

- Education: As regards national education, school principals and teachers are involved in the implementation of the SFP. Management committees composed of members of the community are often chaired by the school principal and are relatively operational.
- Health/nutrition: At the local level, the personnel at the CSCOMs are responsible for implementing the activity. Management committees are gradually being established.
- Creation of productive assets: Partners in the field play a key role. Indeed, they are the ones who contact WFP and/or DNPP representatives at the regional level through requests for intervention in a project with the supply of food when a workforce must be mobilized. In addition to requests made by international NGOs within the framework of implementation of their own development programmes, requests for support from WFP also quite regularly come directly from local associations, women's groups, cooperatives and farm movements. These associations contact a local NGO, which in turn contacts WFP and/or the DNPP at the regional level. Requests are approved in consultation between WFP and the DNPP following a visit in the field, which is most often conducted jointly.

89. As regards the beneficiaries, participation elements vary more. Their participation is most important in activities for the creation of productive assets: not only can they initiate the WFP intervention, but above all—and it must be emphasized—WFP's contribution (which generally represents a rather limited supplement) only serves to support the beneficiaries' own contribution in work and almost always money as well to the sites they build up. These work sites, undertaken by men (dykes, rice-growing areas, "bourgoutieres," etc.) as well as women (reforestation, fish ponds, etc.) always require a considerable effort sustained over several months (sometimes for several years after, as is the case with reforestation). The beneficiaries of the health component are essentially consumers, in the sense that a large part of the enriched flour is sold. That being said, a number of women are actively involved in cooking demonstrations, but the latter are marginal. Schoolchildren, except in a few cases (presence in the management committee or supply of firewood), are not stakeholders in the design and implementation of the activity. However, the parents and, in many cases, the village's women's associations, very often participate significantly in the implementation of the school feeding (regular contributions, productive activities to complement the everyday kitchen fare).

### Key points on participation and ownership

- WFP established a participative process for the design of the 2003-2007 CP.
- WFP adapted the coordination mechanism for interventions following the CP's evolution.
- Partners as well as government officials in the field play a key role as regards the creation of productive assets, schools and CSCOMs.
- The level of participation of beneficiaries differs depending on the type of intervention. While it is relatively limited in health activities, it is most significant within the framework of the creation of productive assets.

### 3.2.3 Progress (and changes) in demonstrating results

90. One important aspect of the EDP is the necessity to highlight the results of the interventions. To this end, WFP has established the Results-Based Management (RBM) system. Among other things, this involves careful attention to results indicators. Indeed, within the framework of development interventions, the collection of information cannot be limited to the quantity of food distributed or the number of beneficiaries. It is more important to know what the results obtained are in comparison with quantified objectives but also in comparison with the situation at the time the intervention was launched (e.g., increase in the enrolment of children in schools receiving assistance, the reduction of repeated grades, etc.).

91. Many problems were identified in this area:

- Confusion regarding a number of indicators within the logical framework appended to the 2003-2007 CP. The indicators related to outputs, results and impacts are not always appropriate. Furthermore, there is no comparison base available in the project documents apart from the planned number of beneficiaries (see point 3.1.1 for more details).
- Currently, the existing data collection system does not allow for the systematic analysis of the results of WFP development interventions in Mali. The most systematically collected data regard outputs (number of rations distributed, of beneficiaries, of assets created, etc.) and are available in the SPRs. The format of the SPR since 2003 is much more readable. The data are systematically broken down by gender and show the difference between what was planned and what was achieved.
- The data available regarding outputs are not necessarily reliable. Thus, as regards education, significant variations in enrolment are observed from one year to the next (for more details see point 3.3.1).
- A basic frame of reference still does not exist. According to WFP, a geographic information system for Mali (SIGMA) is being developed and should allow for the collection of results data:

#### SIGMA

Within the framework of the SIGMA project funded by WFP and partners and hosted at the Institut Géographique National (IGN) [national geographic institute], important work is underway to better analyse and position (following a cartographic approach) the data on vulnerability and food insecurity per large geographic area. This programme has a Steering Committee that includes the EWS, the IGN, the Direction Nationale de la Statistique et de l'Informatique (DNSI) [national directorate for statistics and computers], WFP and planning and statistics branches of the departments of Health, Education and Rural Development, and aims at establishing a tool shared by the various actors and fed with their data. Given the extreme diversity of existing databases in Mali, the heterogeneity of methods for the collection of information and the difficult consolidation of data, this new project driven by WFP will play an important role in the development of a collective frame of reference to monitor the impact of interventions on the vulnerability and food insecurity of households in Mali.



92. The establishment of results-based management involves the introduction of new practices, not only with respect to the logical framework but also as regards monitoring and evaluation. WFP Mali commissioned studies in 2001 and 2002 on how to strengthen monitoring systems and methods. Within this framework, the development of partnerships with field operators for external monthly monitoring per school and CSCOM and the preparation of monthly monitoring checklists and quarterly reports should improve the quality of the data and their reliability, particularly as regards outputs. However, a brief analysis of these checklists showed that they did not allow for all of the data necessary to the analysis of results to be collected. In addition, there is still no external monitoring system in place for the creation of productive assets component.

93. This study also recommended the implementation of a basic frame of reference (still missing), the organization of training (none has taken place for the moment; WFP essentially organized information sessions with partners in the field to fill out the monitoring checklists) and the formalization of methodological orientations (an implementation guide for the health component is being developed). These various aspects still need to be strengthened before they can be fully operational.

94. Monitoring and evaluation are not the sole responsibility of WFP. The CPs and memoranda of agreement with the government mention the commitment of public authorities in this regard. The monitoring reports produced by the government during the 1999-2002 CP are not necessarily available in WFP offices, and those that are available are most often limited to the movement of stocks and the number of beneficiaries. During the mission, the departments concerned reiterated their commitment to monitoring and evaluation within the 2003-2007 CP.

#### **Key points on the highlighting of results**

- There is no systematic collection of data allowing for the analysis of the results of WFP interventions within the framework of the CP.
- Some confusion has been observed between the outputs and results indicators in the logical framework appended to the 2003-2007 CP.
- Some data on outputs are not always consistent (see the example of education).
- The monitoring checklists currently available do not allow for an analysis of the results.
- No basic frame of reference currently exists.
- The general weakness of the monitoring and evaluation system is partially being addressed with the development of a monitoring system within the framework of the education and health projects.

### **3.2.4 Gender mainstreaming**

95. Completely at odds with years of FFW in rural development where the beneficiaries were essentially men, the two CPs (1999-2002 and 2003-2007) now focus most of the resources available (51% of the total) on support to the social sectors of Education and Health/Nutrition, with a particular targeting of women. Two gender studies were initiated prior to the development of the CPs, one in 1998 and the other in 2001, emphasizing the growing attention granted by WFP Mali to the taking into account of women in its country programme activities.

96. Thus, in the Education / School Feeding Project, specific provisions target girls to encourage parents to send them to school, and 100% of the beneficiaries targeted by the Health/Nutrition activity are women and their children. The participation of women in rural development and training activities is the subject of specific objectives in both CPs: in the first (1999-2002), it was planned that 29% of direct beneficiaries of the creation of productive assets

would be women, while in the second CP (2003-2007), their share is increased (40% of beneficiaries) and more particularly detailed: it is planned that 30% of the assets created will have to be directly controlled by women and that 70% of training activities will be intended for them. Mention is also made that 20% of management committee members will have to be women.

97. However, gender principles are still not very operational, even in the latest country programme. In particular, the latter lacks clear directives regarding their concrete integration by partners (national authorities and executing partners) and the initiatives that WFP Mali should take to this end as regards awareness-raising and skill development.<sup>11</sup> The methodological tools allowing for gender monitoring—which are not solely the responsibility of WFP Mali—seem inadequate as well as not adapted to the context. For example, while the percentage of productive assets created and controlled by women is listed in the logical framework of the 2003-2007 CP as a results indicator, it is not even mentioned among the indicators used in the monitoring and evaluation system developed in late 2002 by a support mission.<sup>12</sup>

98. Until 2003, the main indicator broken down by gender regularly monitored by WFP or executing partners is the number of male and female beneficiaries. As of 2003, following the recommendations made in the Evaluation of the Implementation of “Commitments in Favour of Women” in Mali,<sup>13</sup> the SPR provides gender process indicators on the planned and attained proportion of women occupying key positions on school feeding management committees and in the associations involved in activities for the creation of productive assets.

99. Based on the information collected and interviews held during the field visits, the following observations were made:

- There are significant discrepancies in the taking into account of women in activities for the creation of productive assets between the various WFP areas of intervention. Because WFP depends on executing partners to carry out activities, we can see that in Tombouctou, a region where hydro-agricultural installations represent the major portion of the activity programme (a dominating partner of the Programme Mali Nord), women automatically account for a much inferior share of the beneficiaries. With more balanced activities in the three other regions, the representation of women there is much stronger (cultivation activities, reforestation, etc.).
- The tonnage distributed / beneficiary ratios following the activity raised differences between activities such as hydro-agricultural installations and others: as women are much less numerous in the former type of activity, they benefit much less from the most “interesting” distributions. There are also significant discrepancies—it should be mentioned—in the ratios for a same activity implemented mainly by men between the regions. The Tombouctou region is one of those where beneficiaries establishing VIAs receive the greatest quantities.
- Conversely, women represent the clear majority of beneficiaries of literacy activities: unfortunately, the latter’s share in the 2003-2007 CP, as in the 1999-2002 CP, is tiny (2%). The ration allocated is very correct.
- They are effectively present in school feeding management committees and often very active with their associations in the conduct of cultivation activities to supplement the kitchen fare. They are also present in committees for the distribution of food for productive activities that

<sup>11</sup> The evaluation mission on “Commitments in Favour of Women” conducted in Mali in 2002 particularly regretted that the real efforts expended by WFP Mali did not produce more tangible results: among other things, regarding the two abovementioned gender studies, the evaluation noted that their conclusions were so general in nature that they provided only very little operational indications.

<sup>12</sup> Second mission to strengthen monitoring methodologies for activities supported by the WFP 2003-2007 Country Programme, WFP, Bamako, October 2002.

<sup>13</sup> Final evaluation of WFP’s commitments in favour of women 1996-2001, country case study: Mali, March 2002.



directly concern them (reforestation, cultivation). The various committees established for the building of irrigation areas who were met during the field mission did not include women.

- WFP partners do not necessarily encourage the strengthening of gender equity in their activities: they support small groups of women or women's associations in a traditional manner.

100. Overall, and despite the real progress already made with respect to gender issues, progress remains to be made as regards commitments made in the WFP<sup>14</sup> gender policy, particularly with respect to commitment no. V regarding the involvement of women in distribution and other committees. Indeed, the level of representation of women (20%) in management committees for activities targeting the creation of productive assets is by far inferior to parity. Furthermore, although participation in committees is a first step, their true involvement in the decision-making process must now be ensured, and according to what was observed during the mission in the field, this level varies greatly from one committee to the next.

#### **Key points of the principle of gender mainstreaming**

- The CPs are paying increasing attention to the participation of women as beneficiaries of activities.
- The measures promoting the strengthening of gender equity remain insufficient, within both WFP and its partners (institutional and executing).

### **3.2.5 HIV/AIDS mainstreaming**

101. Since 2000, WFP undertook to develop ways of fighting HIV/AIDS using food aid, which led to the creation of a unit to this end within the department of policy and strategy. Given that these measures were taken after the drafting of the EDP, the issue of HIV/AIDS is not specifically dealt with in the latter. However, within WFP, the way food aid can contribute to the fight against HIV/AIDS is an integral part of its development strategy.

102. In Mali, the health/nutrition component of the 2003-2007 CP includes a small HIV/AIDS control component (14% of amounts allocated to the activity) in the form of a component targeting the prevention of transmission from mother to child, based on a recommendation by UNICEF. Furthermore, information is exchanged between WFP (vice-chair of the thematic group on HIV/AIDS in UNDAF) and UNAIDS. Moreover, WFP has expressed its willingness to increase the attention paid to this issue by making it a cross-cutting activity and thus create synergies with other interventions in the CP, but that remains to be shown.

#### **Key points on the taking into account of HIV/AIDS**

- WFP has implemented a few activities focused on this issue within the framework of the health/nutrition component.
- WFP has shown a willingness to make HIV/AIDS a cross-cutting activity and thus increase synergies with other activities, but implementation of this is still in the early stages.

<sup>14</sup> WFP, 2002, 'Gender Policy (2003-2007) enhanced commitment to women to ensure food security,' Policy issues Agenda item 4.

### Note on the implementation of EDP principles

WFP's experience in Mali shows that implementation of the EDP's various principles involves the effective evolution of the way interventions are developed and implemented. Balance must constantly be sought between the targeting of interventions and the presence of partners in the field in the places targeted, between the desire to target certain areas and the need for public powers to respond to the demands of various territorial communities. WFP has a series of objectives in terms of gender equity and HIV/AIDS mainstreaming which require time before partners accept them and eventually assume ownership. Furthermore, implementing an RBM system is one thing if WFP holds all of the cards from design to evaluation, and quite another if the system must be developed in partnership.

The various principles contained in the EDP indeed involve the development of a very particular approach based on the duration and availability of adequate human and financial resources. These various principles can only be developed in all their dimensions by establishing intense collaboration mechanisms, providing for meeting, workshops, training, etc.

### 3.2.6 Resourcing

103. Implementation of the CP in accordance with EDP principles requires a number of resources. One of the first constraints in implementing a CP is the gap between the approved budget and actual contributions. For the 1999-2002 CP, actual contributions represented 63% of the approved budget.

**Table 8: Contributions to the Mali Country Programme**

	1999-2002 CP (\$)	2003-2007 CP (\$)
Approved budget	14,490,330	36,866,477
Confirmed contributions	8,956,157	N/A

Source: WFP 1999-2002 CP, 2002 SPR, 2003-2007 CP.

104. In addition, the planned budget for the 2003-2007 CP is more than twice that of the previous CP. This can be explained in part by the desire to maintain a certain volume of activity at a time when other types of intervention (EMOP and PRRO) are in decline (see table at point 2.2.1), but also by a desire to develop support for basic education as well as establish a presence in two new regions: northern Kayes and Koulikoro. As well, the total volume of food aid (all types of intervention included) processed by WFP Mali increased by 23% between 1999 and 2003. Aside from the availability of food aid, financial resources play an essential role in the implementation of the CP and of the measures envisaged within the framework of the EDP. It is widely recognized that the resources required in this case are greater than for other types of activities. Table 9 presents the annual budgets allocated to each type of intervention since 2000. Below the various types of activities are the resources for administrative and support costs (PSA), which support all WFP activities. Table 10 presents the volumes of food aid received each year per type of activity.

**Table 9: Financial resources (ODOC and DSC) received per year and per type of activity**

	2000 (\$)	Total %	2001 (\$)	Total %	2002 (\$)	Total %	2003 (\$)	Total %
EMOP	0		0		6,000	1	7,700	1
PRRO	239,777	73	267,287	16	463,922	57	193,129	28
CP	32,000	10	1,217,537	74	289,302	35	426,732	63
PSA	55,000	17	166,782	10	55,000	7	55,000	8
Total	326,777	100	1,651,606	100	814,224	100	682,561	100

Source: WFP Bamako.

105. It is quite clear that the financial resources available for the CP vary significantly from one year to the next. Many explanations are possible, such as delays in transfers between

headquarters and the country office and delays in donations from donors to WFP. In any case, the variation cannot be attributed to the variation in amounts of food aid received in the same years. For example, as shown in Table 10, greater amounts were received in 2000 than in 2001, while the contrary is true of the financial resources. Furthermore, the PSA in 2001 is three times greater than in other years. Following the analysis of the data obtained during the field mission, the evaluation team was not able to discuss this subject with the WFP team in Bamako to identify the causes.

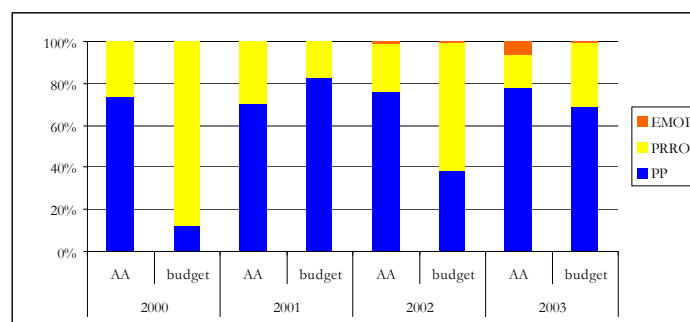
**Table 10: Food aid (in tonnes) received per year and per type of activity**

	2000 (T)	Total %	2001 (T)	Total %	2002 (T)	Total %	2003 (T)	Total %
EMOP	0	0	0	0	126	1.5	751	6
PRRO	2,576	27	2,656	30	1,907	22.3	1,900	16
PP	7,106	73	6,205	70	6,515	76.2	9,398	78
<b>Total</b>	<b>9,682</b>	<b>100</b>	<b>8,861</b>	<b>100</b>	<b>8,548</b>	<b>100</b>	<b>12,049</b>	<b>100</b>

Source: PAM Bamako.

106. The following figure shows that in 2000, the CP absorbed more than 70% of the food aid although it disposed of only 10% of the financial resources available. The situation is much more balanced in the following year. But in 2002, the situation is again reversed and again becomes more balanced in 2003.

**Figure 2: Comparison of the distribution of budgets and food aid (FA) per type of intervention**



AA = FA

Source: WFP Bamako.

107. Overall, the PRRO disposes of more financial resources in relation to the volume of food aid it absorbs than the CP. Thus, in 2003, the PRRO disposed of over \$100 (ODOC + DSC) per tonne of food aid while the CP disposed of just \$45 per tonne.<sup>15</sup> This constitutes a relatively clear indication of the means placed at WFP's disposal to carry out the CP. Interviews with the WFP Bamako staff revealed that the presence of the PRRO provides a certain financial flexibility to implement the CP. The EMOP is very marginal and thus plays no role in this regard.

108. It thus became apparent during the field mission that the weaknesses identified in the implementation of a number of EDP elements are due to financial constraints. However, the financial data available did not allow for a more in-depth analysis of the way financial resources are used within the CP, which would have made it possible to assess the amounts spent per type of activity (monitoring, logistics, training, field missions, etc.).

<sup>15</sup> It was unfortunately not possible to discuss potential reasons for this with WFP Bamako. Indeed, the data were only processed after the mission returned due to time constraints.

109. It was clear to the evaluation team that the WFP team was limited in the development of its CP by a lack of financial resources. Alternative sources of funding were accordingly sought from special funds (such as the country improvement grant) to conduct specific studies. The development of the basic frame of reference is thus funded by allocations outside the CP budget. Apart from the fact that the financial resources are not very significant, they are transferred annually and sometimes late in the year, which constitutes an additional constraint in the implementation of activities. The financial constraint translates directly into limitations in human resources available.

#### Imported food aid and local purchases

110. A significant portion of the food aid intended for the CP is purchased locally and has been for many years. The significant reduction observed in 2003 is essentially due to the bad harvest of that year. This largely contributes to providing foods compatible with food habits. As regards delivery time, no major problem was reported. In fact, it seems that from a logistical point of view, the system in place is fully operational.

**Table 11: % of local purchases in the food aid (in tonnes) intended for the CP**

Year	Import	Local purchases	Total	% of local purchases
2000	2,106.12	5,000	7,106.12	70.36%
2001	2,705.04	3,500	6,205.04	56.41%
2002	1,093.20	5,422	6,515.20	83.22%
2003	8,162.58	1,235.2	9,397.78	13.14%

Source: WFP Bamako.

#### Key points on funding for the CP

- The budget allocated to the 2003-2007 CP greatly increased within a context where other types of intervention are in decline.
- The amount of financial resources per tonne of food aid in the PRRO is more than twice that of the CP.
- Implementation of the CP, particularly as regards a number of EDP principles, is highly limited by the lack of resources—whether financial or human—with which the WFP Bamako is faced.
- Local purchases are favoured within the framework of development interventions when the national grain production allows.

### 3.3 MAIN RESULTS OF THE EDP AT THE LOCAL/COUNTRY LEVELS

*This chapter deals with evaluation question 3 (results at the local and country levels) as well as evaluation question 4 (sustainability of the results). The evaluation team's observations are first made project by project through an analysis of the beneficiaries, methods of distribution, outputs and results achieved, and impacts. The three points at the end of the chapter analyse the results achieved in terms of efficiency, consistency with EDP principles and prospects for sustainability.*

#### 3.3.1 Support for basic education

##### Beneficiaries

111. The School Feeding Project (SFP) is underway in 6 regions in Mali: Mopti, Kidal, Tombouctou, Gao, Kayes and Koulikoro. The latter two regions were added to the SFP within

the framework of the 2003-2007 CP, based on the results of the VAM in 2002. It clearly identified the northern areas (Sahelian strip) of these two regions as particularly vulnerable in terms of food insecurity. Within the geographic areas of WFP intervention, it is the Department of Education, in collaboration with regional (Académies d'Enseignements [teaching academies]) and local authorities (Centres d'Animation Pédagogique [pedagogical centres]) that establishes, in collaboration with WFP, the list of beneficiary schools based on a number of criteria defined in the operational contract binding WFP and the Malian government for the implementation of the activity. The criteria are as follows:

- Six first levels of education in public primary schools in rural areas
- Mobility of populations (nomadism)
- Importance of the recruitment area
- Isolation of certain villages
- Elimination of schools in places resembling cities

112. In most cases, schools that were beneficiaries in the 1999-2002 CP currently remain beneficiaries, except for a few located in urban areas. Furthermore, in the 1999-2002 CP, community schools and medersas (Koranic schools) could benefit from the SFP, but that is no longer the case in the new CP, which focuses its intervention on public schools. The food aid available for this project is 2.6 times greater in the 2003-2007 CP, increasing from 11,000 tonnes in the 1999-2002 CP to more than 29,000 tonnes. This not only allows for intervention in two new regions but also makes it possible to increase the number of beneficiary schools in the regions already covered. In certain regions, the project covers all communes (Gao), although that is not the case in all regions.

**Table 12: Number of schools targeted and planned beneficiaries per region**

Regions	1999/2000				2003-2007 CP (numbers per year)			
	Schools	Boys	Girls	Total	Schools	Boys	Girls	Total
Mopti	117	15,912	9,455	25,367	134	17,755	15,369	33,124
Gao	51	7,453	5,087	12,540	122	13,332	9,853	23,185
Tombouctou	38	2,512	1,826	4,338	118	11,659	8,376	20,035
Kidal	14	N/A	N/A	1,536	27	974	503	1,477
Kayes					49	5,173	2,827	8,000
Koulikoro					17	1,552	666	2,218
<b>Total</b>	<b>220</b>	<b>25,877</b>	<b>16,368</b>	<b>43,781</b>	<b>467</b>	<b>50,445</b>	<b>37,594</b>	<b>88,039</b>

Sources: Data from the Department of Education for 1999/2000 and Operational Contract between the Government of Mali and WFP for the support for basic education activity in the 2003-2007 CP.

**Table 12 A: Beneficiaries of school feeding**

Year	Boys	Girls	Total	% of girls
1999			42,185	
2000	29,603	20,377	49,980	40.77%
2001				
2002				
2003	50,445	37,594	88,039	42.70%

Source: 1999 to 2003 SPRs.

113. The main beneficiaries are children attending rural public schools. Among these children, almost 10,000 (in nomadic areas) benefit from two meals per day, and girls whose attendance rate is at least 80% receive a ration of oil to bring home. Finally, the cooks (1,260 planned) receive 5

cooked rations to bring home. During the field visits, it seemed that small children as well as garibous<sup>16</sup> sometimes join the schoolchildren when meals are distributed.

114. Finding out the exact number of beneficiaries was not possible. Indeed, the SPRs of the 1999-2002 CP provide indications of the number of beneficiaries for only two years. Furthermore, these data differ somewhat from those provided by the WFP office in Bamako during the mission. Finally, certain documents from the Department of Education and WFP differentiate between the total number of children enrolled in targeted schools and the number of children retained for the activity. It would seem that this is the result of a strategy employed by the Department of Education to cover a larger number of schools, assuming that a certain number of children go home to eat lunch, something the evaluation team was not able to confirm in the field.<sup>17</sup>

### Main outputs

115. The 2003-2007 CP's evaluation matrix defines a number of objectives to be achieved. Although the programme only just began, it is nonetheless possible to make a number of observations based on the experience of the previous CP and on field visits conducted by the evaluation team. A comparison of tables 12 and 13 shows that the number of beneficiaries for the first year of the 2003-2007 CP exceeded what was planned by close to 10,000 people. Girls represented 44% of the beneficiaries. The number of cooks who received aid is also greater than what was planned.

**Table 13: Beneficiaries of the SFP (total in the first trimester, 2003/04 school year)**

Region	Schools	Girls	Boys	Total	Cooks	Total beneficiaries
Mopti	133	17,171	17,896	35,067	501	35,568
Tombouctou	118	9,405	11,986	21,391	306	21,697
Gao	122	12,481	15,371	27,852	404	28,256
Kidal	24	630	1,231	1,861	35	1,896
Kayes	49	3,765	7,486	11,251	162	11,413
Koulikoro	17	624	1,559	2,183	49	2,232
<b>Total</b>	<b>463</b>	<b>44,078</b>	<b>55,528</b>	<b>99,605</b>	<b>1,457</b>	<b>101,062</b>

Source: WFP Bamako.

116. The ration is essentially composed of grains (millet, corn flour), legumes and oil and, according to the results of the field visits, is well received by beneficiaries. WFP resorts to local purchases based on availability. Deliveries are made by WFP to the schools three times per year. In general, all the schools visited are satisfied with the delivery time. The main delay mentioned in all regions occurred once in late 2003—the agreement with the government was only signed in November and deliveries took place that month, namely two months after the start of classes. However, although this was a one-time occurrence related to temporary issues, it may have had a negative impact on school attendance by children in a nomadic environment. Indeed, occurrences of children leaving school when there is no food and not coming back are regularly reported. It is accordingly of particular importance that the timeliness of deliveries be ensured.

117. Furthermore, a number of problems with storage persist, as the latter does not always meet standards. School visits in Koulikoro (one of the two regions newly involved in these activities) showed that the necessary cooking utensils still had not been provided by WFP.

<sup>16</sup> Child disciples of marabouts (who are not necessarily fed by the marabouts).

<sup>17</sup> The evaluation mission took place after the end of the school year. Although some schools mobilized a few schoolchildren, in most cases the team only managed to meet with the school principal and members of the management committee and parents' association.



118. Implementation of the activity in schools is essentially dependent on teachers, the school principal, parents' associations and management committees. When the management committees are chaired by the principal, parents also take part. They are in charge of logistics at the school as regards manpower for meals but also for the supply of wood, water and seasonings. In some of the schools visited where the parents' association is particularly active, harvests from collective fields were given to the school to supplement meals or ensure the availability of meals in the event of shortage.

119. In 2002/03, the gross enrolment rate was 56.4% for girls and 77.9% for boys.<sup>18</sup> In areas covered by WFP, these rates are lowest in Kidal (25.7% for girls and 36.9% for boys), followed by Mopti (with 40.4% and 51.2%, respectively). That is why the project is planning for the distribution of a ration of oil every trimester for all girls whose attendance rate is at least 80%. According to the last available SPR, 30,823 girls received such rations in 2003. However, the absence of data does not allow for comparisons with previous years to analyse the progress made.

### Main outcomes

120. The CP plans for two main outcomes with regard to this activity: the increase of enrolment and attendance rates of children—particularly girls—from poor households, and the reduction of disparities between boys and girls in enrolment and dropout rates recorded by targeted primary schools.

121. Although these outcomes had already been formulated in the 1999-2002 CP, no synthesized data exists allowing for trends observed in beneficiary schools regarding enrolment to be determined. Nonetheless, there are a number of tables from the Department of Education and WFP providing figures per gender and per school per school year in the various regions covered by the programme, but apparently no link has been established between them. Furthermore, WFP maintains tables with figures per trimester to calculate the amounts of food aid to plan for.

**Table 14: Enrolment in SFP beneficiary schools in the Mopti region**

Commune	School	1999/2000			2001/2002			2002/2003			2003/2004		
		Girls	Boys	Total	Girls	Boys	Total	Girls	Boys	Total	Girls	Boys	Total
Baye	Yira	50	94	144	59	133	192	70	133	203	58	57	115
Dialloubé	Dialloubé	63	88	151	65	89	154	102	119	221	116	134	250
Diougani	Diougani	37	148	185	92	157	249	80	120	200	141	114	255
Fatoma	Niacongo	80	103	185	98	128	226	37	87	124	99	87	186
Kendie	Kendie	89	328	417	157	243	400	160	229	389	208	214	422
Korientzé	Doko	34	64	98	46	97	143	33	73	106	56	95	151
Korientzé	N'Gorodia	33	84	117	38	84	122	26	74	100	52	108	160
Kouakourou	Mourrah	131	143	274	180	206	386	147	138	285	139	127	266
Mondoro	Dioulouna	79	190	269	30	110	140	32	123	155	82	108	190
Mondoro	Tiguila	87	125	212	41	102	143	86	154	240	92	101	193
Mondoro	Yengassadiou	60	90	150	60	143	203	155	216	371	155	147	302
Mougna	Kouima	54	98	152	70	120	190	21	51	72	37	64	101
Ouenkoro	Ouenkoro	141	222	363	165	195	360	173	197	370	233	205	438
Sofara	Bankassi	32	53	85	46	77	123	90	106	196	87	93	180
Sofara	Madiama	161	204	365	130	250	380	198	281	479	195	251	446
Sofara	Bonguel	59	94	153	80	136	216	23	100	123	139	127	266
<b>Total</b>		<b>1,190</b>	<b>2,128</b>	<b>3,320</b>	<b>1,357</b>	<b>2,270</b>	<b>3,627</b>	<b>1,433</b>	<b>2,201</b>	<b>3,634</b>	<b>1,889</b>	<b>2,032</b>	<b>3,921</b>

Sources: Designation of beneficiary schools by the Department of Education for 1999 and 2001. Enrolment monitoring tables from WFP Bamako for 2002 and 2003.

<sup>18</sup> Data from the Department of Education (CPs).

122. Strictly by way of example,<sup>19</sup> the evaluation team presents in Table 14 a number of these data. Although no conclusion can be drawn from it, it is nonetheless possible to formulate a number of comments:

- Overall, we can see that the enrolment rate increased by 18% in four years, with highly contrasting trends, as the number of boys seems to have decreased while the number of girls in school increased by close to 58%. We could conclude rather easily that the project has a positive effect on the enrolment of girls through dry rations but that the availability of meals is not motivating enough for boys.
- Yet, when we look at the figures per school per year, we can see great variations in enrolment rates that lend little credibility to the value of these data. There are most probably ambiguities between actual enrolment rates and those announced within the framework of the SFP. A recent mission to monitor the person in charge of the SFP at the Department of Education revealed that some schools in fact had lower enrolment rates than those announced (inflation) while in other cases the contrary seems true, to allow more schools to benefit from the programme.

123. Identical problems regarding enrolment rates were observed at the schools visited during the field mission (see Annex 3). Faced with the absence of reliable data allowing for a quantified analysis, the mission sought other information elements when working in the field, and observed the following:

- High mobilization of actors in the field (teachers, school principals and parents) to register children, particularly in remote villages where schools opened only recently (less than 5 years ago).
- The apparent mobilization of families to ensure the regular presence of girls at school. Here, dry rations play an important role.
- Consolidation of the sedentation of nomadic populations.
- Key role played by the school feeding and its management committee in the strengthening of social cohesion, particularly in isolated villages.

124. The implementation of an external monitoring system constitutes real progress with respect to steady data collection. WFP works with partners in the field (most often country and local NGOs) to conduct monthly monitoring and submit reports every trimester according to a standard format developed by WFP. They are paid 175,000 CFAFs/year/school. The field mission briefly analysed a few of these reports. They are available in the field (from partners in the field) and are filled out on a regular basis. School visits are not necessarily conducted every month. When the schools are in remote areas and the partner does not have any other activities in the area, visits are more often conducted at a frequency of two per trimester. The data collected are normally analyzed by WFP on a regular basis to plan for future deliveries. They must also be analyzed for auditing purposes (consistency of data from one period to the next, monitoring of follow-up reports, etc.).

### **Planned/achieved impacts**

125. According to the logical framework of the 2003-2007 CP, the main impact indicators are the reduction of chronic food insecurity and the increase of the literacy rate, particularly for girls.<sup>20</sup> At this stage of the project, the elements available do not always allow for the formulation

<sup>19</sup> Given the time constraints with which the evaluation team was faced and the unreadability of the tables, it was decided to monitor a certain number of schools in the Mopti region since 1999 (start of the first CP). The selection was made based mainly on their presence in the tables without the possibility of names being confounded in the three years of operation of the SFP.

<sup>20</sup> There is cause to wonder if this is in fact an impact indicator or a results indicator.



of an opinion on the impacts it will have, not that there are no impacts but mostly because the data allowing for impacts to be measured are not available. The field mission was not able to detect a reduction of chronic food insecurity as a result of the SFP. However, in local communities that have found additional sources of supply, the school feeding may be able to continue without WFP rations.

### Unexpected effects

126. No unexpected effect was identified. The student-to-teacher ratio is generally higher in public schools than in other schools, but no particular problem has been identified in this regard. There is also no element indicating whether the Department of Education has taken particular action in the project's beneficiary schools to make textbooks or teachers available so as to preserve the same level of teaching quality before the increase in the number of schoolchildren sought by the project is achieved. Furthermore, considering that the field visits took place after the end of the school year, as explained at point 1.2, the team was not able to evaluate the quality of the teaching in terms of the availability of qualified teachers, textbooks and materials.

#### Key points on the support for basic education project

- The main beneficiaries are boys and girls attending rural public primary schools in the WFP areas of intervention. Girls are particularly targeted through dry rations. Finally, the cooks also receive family rations.
- The rations provided are compatible with the beneficiaries' food habits.
- Deliveries are carried out under WFP's responsibility. Very few delays were reported during the field visits, except at the beginning of the 2003/04 school year, due to the delay in the designation of schools targeted by the new CP.
- The parents' associations and other management committees seem operational in the field and cover the supply of food to supplement WFP rations in the preparation of meals.
- The data available to measure the effects are few and sometimes inconsistent (e.g.: significant variations (increases and decreases) in enrolment rates in schools from one year to the next).
- A system to monitor activities was established within the framework of the 2003-2007 CP with partners in the field.

### 3.3.2 Supplementary food and support for community health services

127. Although the project was formally launched in November 2003, activities in the field began later, particularly in the Koulikoro region (April/May 2004). Observations at this stage in the project are accordingly very limited and often linked to problems encountered when launching the interventions.

#### Beneficiaries

128. The planned beneficiaries are as follows: children 6 to 59 months of age as well as pregnant and breast-feeding women in 95 health areas (CSCOM) in the WFP area of intervention. Although the WFP area of intervention in the Koulikoro region is the Sahelian strip, it would seem that a number of CSCOMs supported are located below it (e.g., Kolokani). Apart from children and pregnant and breast-feeding women, anyone who goes to a CSCOM targeted by the project can buy enriched flour at the subsidized price within the framework of the programme. The AIDS component targets 5,800 AIDS orphans or patients. Their selection is based on membership to or enumeration by an association or NGO monitoring or taking charge

of AIDS orphans or patients, the immunization status of children, the standard of living of target populations.

### Implementation

129. The project provides for the implementation of various activities:

- The nutritional recovery of 50 malnourished children (9 intermediary villages and CSCOMs) per CSCOM area through the free distribution of enriched flour. The field visits showed that it is not always possible for a CSCOM to choose among the villages it covers those that will become intermediaries. Furthermore, it is not easy to choose among children to identify those who can benefit from the recovery activity. Finally, their scientific monitoring is not always conducted, sometimes due to the lack of equipment (scale).
- Cooking demonstrations. This activity is just beginning. The CSCOMs visited did not all receive the utensils necessary for its implementation. Some nonetheless conducted one (or two) cooking demonstration(s).
- Sale of enriched flour<sup>21</sup> in intermediary villages and CSCOMs concerned at the subsidized price of 250 CFAs. This price is lower than that at which one of the two products used within the framework of this project is normally sold. Indeed, misola flour is normally sold at 300 CFAs, which poses a problem.<sup>22</sup> In addition, in the test phase, the flour was sold at an even lower price, which led to difficulties with consumers at the CSCOMs involved in the test phase.
- Distribution to AIDS orphans and patients in the care and counselling centres (CESAC) in Bamako and Mopti.

130. The food supplement provided is enriched flour (misola and sinba). This flour is produced locally. The cost of production is assumed in part by the government through the World Bank programme for heavily indebted poor countries. Deliveries to CSCOMs should be made by WFP every month. During the field visits, the CSCOMs regularly mentioned two difficulties: i) the delivery of sinba in CSCOMs familiar with misola; and ii) problems related to the manufacturing and expiry dates of sinba. At this time, only one and sometimes two deliveries have taken place.

131. During CSCOM visits, the team identified a number of differences in the implementation of the project from one CSCOM to the next. The information provided by the various stakeholders (WFP, Department of Health, partners in the field, etc.) is clearly confusing and leads to behaviours that may be difficult to change (free distribution instead of sale, non-filling out of project monitoring checklists, etc.). WFP Bamako informed the evaluation team that a project implementation handbook was being created, but at the time of the mission it had not been finalized and was not yet available at the CSCOMs.

132. The sale of part of the enriched flour will generate resources. The project document provides for the resources to be used to provide financial support to CSCOMs to fund certain activities, but also to support groups, women's associations and community intermediaries. The exact terms of use for these funds largely remain to be developed and have raised many questions at the CSCOMs.

<sup>21</sup> There are two types of enriched flour used within the framework of the project: misola and sinba. Their composition differs slightly, and each is prepared by different local companies.

<sup>22</sup> This poses a problem for the manufacturers but mostly for the project, because the demand for the product will be artificially inflated, translating into additional costs.

133. An external monitoring system was implemented. WFP works with NGOs in the field, which are paid 300,000 CFAFs/year/CSCOM to ensure monthly monitoring. As the activity has just begun, no element in this regard could be analysed.

#### Key points on the health/nutrition project

- The main beneficiaries are children 6 to 59 months of age and pregnant and breast-feeding women, but also anyone who goes to a CSCOM to buy enriched flour at the subsidized price.
- The project is just beginning. A number of implementation elements largely remain to be defined, which interferes with the smooth operation of activities in a number of CSCOMs.
- A monitoring system with operators in the field is gradually being implemented.

### 3.3.3 Creation of productive assets

#### Beneficiaries

134. The Creation of Productive Assets project in the 2003-2007 CP is the continuation of the Food for Work and Training project in the 1999-2002 CP. It has two components: support for the development of productive natural resources for vulnerable households with an aim to reducing the risk of food insecurity, and support for these households in the acquisition of new skills in areas such as agriculture, various income-generating activities and functional literacy. It was also specified in the first CP that the project must contribute to the consolidation of peace in the northern regions of Mali, as a complement to the PRRO 5804.00 project.<sup>23</sup>

135. Four regions are targeted in the 1999-2002 CP, based on the EWS classification: Gao, Tombouctou, Kidal and Mopti. The first three are characterized by “the high frequency of occurrence of food crises.” Consequently, it was planned that the Sahelo-Saharan regions of Tombouctou and Gao would share 78% of the food aid resources intended for this activity. Although more highly populated, the Mopti region is, overall, characterized by a lower food deficit; aid must consequently focus specifically on the few cercles defined by the EWS as areas of recurring food deficit (the cercle of Bandiagara and the river area of the cercle of Mopti).

136. In the second CP, the targeting is geographic and socioeconomic and is based on the results of the VAM study (2002, except for Kidal, which is not mentioned in this study): apart from the three abovementioned northern Sahelo-Saharan regions, a geographic reorientation of the amounts of food aid was conducted in favour of Mopti (more representative of the high number of vulnerable households in this highly populated region) and of two new areas in the regions of Koulikoro and Kayes. Indeed, following the VAM study, it was specified that in these various areas of intervention 36% of households suffer from chronic or short-term food insecurity and the children in these households present a high rate of malnutrition: included in this category in particular are marginal farmers, artisans receiving low and irregular income, households led by women and small-scale semi-sedentary breeders forced to migrate with the seasons.

<sup>23</sup> Extended food aid in favour of Malian refugees, repatriated populations, displaced persons within Mali and persons affected by the conflict in northern Mali (1997-1999, 2000-2003).

**Table 15: Creation of productive assets: planned food aid per region (1999-2002 CP, 2003-2007 CP)**

Region	1999-2002 CP	2003-2007 CP
	Total %	Total %
Mopti	15%	21%
Tombouctou	53%	38%
Gao	25%	21%
Kidal	7%	7%
Kayes		8%
Koulikoro		5%
Total tonnes/year	3,049	3,859

Source: MLI 6146.00 Summary of the Activity, 2000-2002; summary of the activity: CP 10205.0 Activity 3, 2003-2007.

137. As highlighted in the summaries of activity for the FFW/FFT<sup>24</sup> projects, both the quantitative objectives per area of activity and their geographic distribution are indicators, as long as they correspond to an estimate established at the time the activity was formulated. They must be adjustable according to the needs and potential of partners throughout the conduct of the activity. On the whole, during the 1999-2002 CP, the distribution of food aid under the FFW/FFT activity corresponded to the planned programme, except for 2000 in Mopti. In 2003, a clear reorientation of the food aid in favour of the Mopti and Gao regions was undertaken, but with a much smaller volume of resources. In 2003, the FFW/FFT activities again could not be launched in the regions of Kayes and Koulikoro. The decrease in volumes of food aid in 2003 is explained mainly by the late signing of the memorandum of agreement with the government due to institutional issues that needed to be settled. Furthermore in 2003, free distributions of food were conducted in these regions by other actors following the high grain deficit observed that year.

**Table 16: FFW/FFT food aid provided per region per year (2000-2003)**

Region	Year	2000	2001	2002	2003
	Total %	Total %	Total %	Total %	Total %
Mopti	5%	14%	13%	26%	
Tombouctou	54%	54%	54%	28%	
Gao	34%	26%	25%	35%	
Kidal	7%	6%	7%	12%	
Tonnes/year	3,088	3,485	2,942	1,683	

Source: Project 6146.00, Physical Achievements 2000, 2001, 2002, WFP Mali, 2003; 2003 Annual Report, DNPP.

138. As regards the beneficiaries of the FFW/FFT activity, WFP documents (SPRs, MLI 6146.00 Summary of the Activity, CP 10205.0 Activity 3, operational programmes, physical achievements) make the distinction between direct beneficiaries (also called recipients; the people who will directly receive the ration held per day in exchange for their participation in the work and training) and indirect beneficiaries (the recipients and their families). Going on the hypothesis of a single recipient per household, the amount of rations distributed is based on an average of five people per household for FFW/FFT activities and three people per household for training activities. The 1999-2002 CP provides for 93,681 recipients, i.e., 31,227 per year, 29% of which are women. The 2003-2007 CP only gives an estimate of direct and indirect beneficiaries—approximately 139,000 per year for a total 695,000 people per year—but specifies the objectives

<sup>24</sup> For convenience, we use the abbreviation FFW/FFT to designate the creation of productive assets activity, as it corresponds to the expression commonly used in WFP Mali documents (SPRs, physical achievements and impacts tables, etc.) and by WFP partners.

as regards the creation of assets and training per gender: 30% of women will directly benefit from the assets created and they will represent 70% of the people trained. The total number of recipients and beneficiaries per year between 2000 and 2003 largely exceeded initial forecasts: as indicated in the MLI 6146.00 Summary of the Activity, the forecasts regarding the number of direct beneficiaries (calculated based on a ratio of man-days necessary for the implementation of the activity) are generally lower than the reality (a large number of people working for a lesser individual period of time than the standard retained), since the actual number of recipients could only be obtained after the field visit.

**Table 17: FFW/FFT recipients and beneficiaries (2000-2003)**

Activity: Food for Work and Training / Creation of Productive Assets			
Year	Recipients/Beneficiaries	Planned	Actual
2000	Recipients	33,324	64,242
	Total Beneficiaries	166,624	318,478
2001	Recipients	35,502	85,534
	Total Beneficiaries	177,514	427,670
2002	Recipients	35,114	45,342
	Total Beneficiaries	175,565	215,893
2003	Recipients	32,550	33,592*
	Total Beneficiaries	165,000	167,370

Source: 2000, 2001, 2002, 2003 SPRs.

\* The total number of recipients given in the table "Physical achievements and impacts 2003 for the regions of Gao, Tombouctou and Mopti" differs from the 2003 SPR: 40,656.

139. The recipients participating in training activities (functional literacy and technical training) represent just a low proportion of the total, between 2% and 8%, except for 2002 (12%). According to the SPRs, women in FFW activities from 2000 to 2002 represented on average 30% of the recipients of food aid but much more in 2003, and between 60% and 78% for FFT activities.

**Table 18: FFW/FFT recipients and % of women**

Year	Food for Work		Food for Training		Total	
	Recipients	% of women	Recipients	% of women	Recipients	% of women
2000	62,876	30%	1,366	60%	64,242	23%
2001	80,784	30%	4,750	78%	85,534	32%
2002	39,934	31%	5,408	72%	45,342	36%
2003	30,862	59%	2,730	77%	33,592	60%

Source: 2000, 2001, 2002 and 2003 SPRs.

140. According to observations made during the field visits,<sup>25</sup> it was determined that the direct beneficiaries of FFT activities are village communities and mixed or exclusively female associations, and sometimes a group of families in an area. These communities and groups are always supported in the conduct of their activity by a partner (NGO, State technical branch, bilateral or multilateral cooperation), which presents the request for intervention on their behalf.

141. The selection of groups or village communities receiving support in the form of food from WFP depends on the area of intervention and the type of approach employed by the partner. Between 2000 and 2003, the partners' areas of intervention correspond well with the

<sup>25</sup> During the field visits, the mission focused on identifying which are the direct and indirect beneficiaries supported by WFP food aid and what is the participation of women in the various activities. The observations made are based on a limited number of visits and cannot claim to capture all of the activities implemented. They can, however, provide the first assessment elements for an evaluation of the activity. They are based on discussions held with both beneficiaries and numerous stakeholders (village management committees, women and men met on work sites or in meetings, executing partners, technical branches).

areas targeted by the first CP.<sup>26</sup> Within these areas, the village communities and groups are not targeted based on their more or less significant food vulnerability, but in accordance with criteria established by the partners: participative approach, request by the village communities or groups, acceptance of the social (e.g., absence of land conflicts for zones where an irrigated area will be built, reforestation areas, cultivation plots) and often financial conditions (participation and/or credit for the cost of equipment). The poverty criterion is not explicitly used by partners. Some even admit that the groups or village communities supported are the most dynamic and the most enterprising, which is not to say that they are the “richest.” It is also recognized that those supported for the creation of irrigation areas or ponds comparatively have a clear advantage because of their geographic location (proximity to the river) over villages that do not have access to the waterway. Conversely, all the villages in which WFP partners operate are on the whole considered vulnerable in terms of food security.

142. The FFW activities conducted mainly consist in work sites requiring a significant workforce over several months: village irrigation areas (VIA), overdeepening and dykes for the controlled submersion of ponds, dams for off-season cultivation, rural paths, pastoral and village wells, regeneration of bourgoutieres, or construction of economic or social facilities (storage rooms, classrooms, etc.). These work sites call upon all “able bodies” in the village, essentially men, who work in teams in rotation during the work period, with the village heads distributing the work between the families in the village. In the case of rural paths, the creation of ponds, the regeneration of bourgoutieres, and dams, able-bodied men from many villages take part in the work. In the course of interviews conducted with the inhabitants, the evaluation mission was always told that the distribution of food aid was conducted among the various participants by village authorities or management committees in accordance with equity rules, i.e., the food is shared with everyone who worked on the work site. As several able-bodied men belonging to the same family can participate in the work, some families receive more than one ration. The calculation of beneficiaries based on five people per recipient is accordingly somewhat theoretical in nature.

143. Although the participation of women is very limited on work sites for the creation of hydro-agricultural installations and the construction of various infrastructures,<sup>27</sup> it is significant in certain types of FFW activities such as reforestation, dune stabilization, the creation of fish ponds (mixed groups with a high proportion of women) and the creation of cultivation plots (almost exclusively women). These achievements are generally organized by groups comprised of a limited number of participants who are the only direct beneficiaries of the food aid. However, FFW achievements favourable to women remain few in number (except for 2003; see below) given the priority given by WFP partners in their programmes to hydro-agricultural installations and the building of infrastructures.

144. All of these achievements are founded on the strength of men and women; however, families who do not have able-bodied members are not completely excluded from the direct benefits of the food aid distributed. Village committee heads often mentioned that when the work site is established by the entire community, the rations are also distributed to certain families that are poor (with no valid asset) or led by single women. That is not the case when the assets are created for the benefit of a group (fish ponds, cultivation plots, etc.).

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<sup>26</sup> With the new CP, WFP provides for a focus on schools supported within the framework of the school feeding component so as to increase synergies and improve the impact. But that remains to be seen, as the CP is still not advanced enough to formulate an opinion on this subject.

<sup>27</sup> However they can contribute with a supply in water, and sometimes soil, for the creation of diguettes. They are also counted among the recipients because they prepare food for the workers.

**Table 19: Distribution of recipients per activity and % of women per activity**

Year	2003*		2002		2001		2000*	
Area of Activity	Recipients		Recipients		Recipients		Recipients	
	Total %	% of women	Total %	% of women	Total %	% of women	Total %	% of women
Creation/rehabilitation of structures related to agricultural and pastoral production	43%	37%	47%	25%	54%	25%	47%	9%
Environmental protection and desert control	26%	66%	26%	47%	30%	42%	18%	42%
Infrastructures	17%	32%	15%	24%	10%	14%	34%	33%
FFW Total	86%	45%	88%	31%	94%	30%	99%	23%
Literacy/ Training	14%	89%	12%	72%	6%	78%	1%	37%
Total recipients	40,656	51%	45,342	36%	85,534	32%	42,371	23%

Source: *Physical Achievements, 2000 (January-October), 2001 and 2002 (January-December), 2003 (Gao, Mopti, Tombouctou regions), WFP Mali.*

145. The beneficiary analysis cannot, however, be limited to the recipients of food aid and their families. It must include the beneficiaries of the productive assets and infrastructures created. As regards village or pastoral wells, the stabilization of dunes and social infrastructures, all the inhabitants of the village (even those of neighbouring villages in the case of schools, health centres, etc.) or breeders in the area effectively benefit from these achievements. Cultivation plots and fish ponds belong to small groups who, along with their families, are the only beneficiaries. Reforested areas may belong to the whole village or small groups. In the latter case, the benefits of the logging are reaped by the associative group only. However, the indirect beneficial effects of the reforestation far exceed the direct benefits gained by the recipients.

146. In the case of hydro-agricultural installations, the partners interviewed quickly admitted that “everyone benefits or will benefit from the hydro-agricultural installations.” Yet, in big villages, all households cannot have access to the VIA; in fact this is often the reason why the partner is solicited by the inhabitants to support an expansion or the creation of a new area. It is thus probable that a certain proportion of households that do not have access to the land or that are not part of the recipients of the first VIAs (as a result of not having been able to make the financial contribution requested) do not benefit from the facilities created.

147. The information elements available on FFW activities do not allow for a true assessment of the situation of the beneficiaries (targeting, food vulnerability) or of the reality of the data provided in WFP documents (particularly as regards the technical training provided to a very large number of recipients, particularly women, compared to those who attend literacy centres). Two literacy centres were visited (women represented 86% of recipients at one of them (cercle of Bandiagara) and 100% at the one in Forgho Arman, Gao. Local partner NGOs (women’s associations) do not target participants based on poverty or food vulnerability.



### Key points regarding beneficiaries

- The beneficiaries are main village communities and groups in the northern regions of the programme.
- The targeting of villages and groups depends on proposals from partners.
- There is no particular targeting of the most vulnerable households in the areas covered. The final distribution is left to the discretion of partners in the field and/or the heads of beneficiary groups.
- Infrastructures and environmental activities (collective reforestation, stabilization of dunes, regeneration of pastures) benefit all inhabitants of a village or of many villages.
- No verification is made to ensure that the most vulnerable inhabitants benefit from assets aiming to increase agricultural production, particularly VIAs. The beneficial effects of these assets are limited to land assigns and more dynamic groups.
- Women are still insufficiently represented among the beneficiaries of productive assets, as the programmes implemented by WFP partners give priority to work sites requiring a large number of mostly male labourers.

### Main outputs

148. The main outputs of FFW/FFT activities mentioned in the SPRs concern, on the one hand, the number of beneficiaries who received food rations and the tonnage distributed by main activity sector (FFW, FFT), and on the other hand the number of achievements supported by food aid. We will first examine how, in what quantities and at which point of the activity the beneficiaries received the food and their appreciation of the latter. We will then analyse the types of assets created, their quality and the beneficiaries' assessment of them.

#### *Food distribution and beneficiary appreciation*

149. The food is distributed in the form of dry rations to bring home. FFW and FFT rations consist in grains and vegetable oil. Both are appreciated by the beneficiaries. The grains consist mostly of millet and sometimes corn, depending on WFP's purchase opportunities (local purchases or from neighbouring countries). The daily FFW family ration is composed of 2 kg of grains and 75 g of vegetable oil. That of FFT activities consists in 1.2 kg of grains and 45 g of vegetable oil. The total amount distributed is calculated based on the ratio of man-days required for the implementation of the activity (or to receive the training) for a period that cannot exceed 90 days.

150. Food is brought to the advance delivery points (ADPs) and from there to the final distribution sites by private transporters contracted by WFP: the final distribution site is generally the partner's warehouse. The food is then either delivered to the beneficiaries by the partner or picked up by the beneficiaries themselves at the partner's warehouse. The delivery of food to final distribution sites is generally carried out in two stages: 50% when the work starts and the rest near the end of the work, based on the quarterly report established by the partner. As the speed and duration of execution of micro projects differ, food deliveries and distributions can take place at various times.

151. FFW activities supported by WFP food aid are almost all conducted in the dry season (from January to June) with the exception of reforestation activities, which take place in the rainy season (July to September in the northern regions of Mali). The time of final delivery to beneficiaries is generally left to the partner's discretion. The latter may distribute the food once the work is finished or while the activity is taking place. The information collected during the



field visits indicates that beneficiaries receive WFP food only once, most often during the dry season. Double distribution was never mentioned. Distributions very late in the rainy season were reported in a few cases. Mostly, it would seem that the beneficiaries do not know in advance the quantity of food that will be distributed to them, which can in fact vary greatly. The examples cited most often concern rather small quantities (except for recipients building VIAs) that seemingly do not always correspond with theoretical standards. The food received constitutes a supplement that, depending on the size of the family, covers food requirements for a few days or a few weeks (two or three at most, according to the information collected).

152. The issue of cash support versus food aid was discussed with WFP beneficiaries and partners. Beneficiary responses were almost always in favour of support in the form of food. The arguments set forth were based on the following considerations: i) the food is a gift and cannot be used for anything else than to feed the family (consideration contradicted by the practice of the village group cited above); ii) other version of the same theme, receiving money is a sensitive issue because it can be spent on something other than food given the countless expenses with which villagers are faced; iii) WFP's contribution is generally received in the period during which the price of grains is at its highest and market supply difficult (varies greatly with the years)—an explosion of prices is greatly feared; and iv) the supply is quite often ensured on the very work site by the partner, the cost for villagers is minimal, even nonexistent, and accordingly they do not feel the urge to seek other solutions. It would seem that partners never envisaged this alternative. Their response in favour of food was mainly founded on social considerations (the money would be used for something other than food).

153. In two cases, the cash contribution was strongly desired—by a village committee and by the mayor of a commune in the Tombouctou region (Soumpi)—for the same reason: the difficulty marketing paddy rice this year because of the very good 2003/2004 harvest. The mayor of Soumpi emphasized in particular that the school feeding in one of his villages (Kassoum) benefited from WFP support, and he would like WFP to contribute in cash rather than in food so as to allow him to stimulate the marketing of paddy rice, which abounds in the storehouses of rice grower associations. The school feeding activity is supplied with millet purchased in the Ségou region by WFP. Yet, according to the mayor, more than 300 tonnes have no takers in this month of June while the various management committees for the VIAs in his commune must imperatively mobilize the financial resources necessary to launch the agricultural campaign (repayment of supplier credit, purchase of inputs, fuel for the motorized pump, etc.). The fact remains that this is a temporary situation.

*Assets created*

154. The assets created within the framework of FFW activities encompass three main categories: the rehabilitation/creation of structures related to production, facilities for environmental protection and desert control, and socioeconomic infrastructures. In FFT: literacy activities and technical training. Quantitative objectives taking into account the specific characteristics of each region (VAM recommendations, presence of executing partners) are established at the time when each Country Programme is launched. In terms of allocated tonnage per main category of activity, assets aiming for increased production and consisting essentially in hydro-agricultural installations (VIAs, ponds) represent the majority: 66% in the 1999-2002 CP and 71% in the following CP. Activities related to environmental protection increase slightly from one CP to the next, while those related to the construction of infrastructures account for no more than 10% in the latest CP.

155. Training activities are marginal: they represent only 2% of the total tonnage of food planned and have not increased from one CP to the other. They were effectively developed in Mopti and Gao. Training requires significant monitoring in terms of the number of people who can participate as well as continuity in attendance if it is to have a real impact. This requires financial and human resources, which are only rarely available to the partners. Consequently, few

partners are active in this sector. The constraint is accordingly mostly due to the means available (or lack thereof).

**Table 20: FFW/FFT distribution of food per sector per year (1999-2002 CP, 2003-2007 CP)**

	1999-2002	2003-2007
Activity sector	Total %	Total %
Creation/rehabilitation of structures related to production	66%	71%
Environmental protection and desert control	15%	17%
Socioeconomic infrastructures	17%	10%
Literacy/Training	2%	2%
Total	100%	100%
Total tonnes/year	3,049	3,859

Source: MLI 6146.00 Summary of the Activity, 2000-2002; CP 10205.0 Activity 3 2003-2007, WFP Mali.

156. Between 2000 and 2003, the activities conducted mainly focused on installations aiming to increase the agricultural production, with a certain specialization depending on the region: while the activities in Gao concentrate on environmental protection, those supported in the Tombouctou region consist almost exclusively of hydro-agricultural installations (VIAs), and in the Mopti region infrastructures represent almost one-third of the tonnage distributed. Two observations can be made regarding the assets created within the framework of FFW/FFT activities: achievements were limited—except for village irrigation areas—and above all, varied. Implementation is completely dependent on the projects designed and carried out by partners, which explains, depending on the region, the “scattered” nature of the achievements (both in terms of type of activity and location) in some cases and their relative “overfocusing” on a single type of activity in others, as is the case of the Tombouctou region, where the programme essentially consists in supporting the building of village irrigation areas implemented by Programme Mali Nord.

**Table 21: Distribution of WFP food per activity sector per year in Mali (2000-2003)**

Activity sector	2003*				2002	2001	2000
	Total	Tomb	Mopti	Gao			
Creation/rehabilitation of structures related to agricultural and pastoral production	55%	88%	54%	30%	62%	64%	75.4%
Environmental protection and desert control	19%	2%	6%	42%	18%	21%	9.4%
Socioeconomic infrastructures	15%	6%	29%	12%	13%	11%	15%
Training	11%	4%	11%	16%	6%	4%	0.2%
Total	100%	100%	100%	100%	100%	100%	100%
Tonnage per year	1,483	473	426	584	2,942	3,485	2,171

\* 3 regions: Gao, Mopti, Tombouctou

Source: Physical Achievements, recipients 2000 (January-October), 2001 and 2002 (January-December), 2003 (Gao, Mopti and Tombouctou regions), WFP Mali.

157. During the field visits, many observations were made regarding the assets created:

- The village irrigation areas are small in size (30 hectares on average) and the installations allow for the total control of the water network through gravitation with pumps on the main, secondary and tertiary canal systems up to the plot. The partner (principally Programme Mali Nord/GTZ) supervises and monitors the work. General excavating is carried out by the village labour force with a land developer engineer. The installations (structures, dykes and diguettes) are simple and easily controllable by the villagers, thus guaranteeing their maintenance.

- Reforestation plots created by women's groups or village communities are extremely appreciated, and their role is very important in the economy of households (led by women in particular) and as key factors for the preservation and restoration of natural resources. Women's groups generally associate reforestation with the nursery activity, which requires extensive work.
- Fish ponds are managed by the community. The maintenance work is performed on a regular basis.
- Silt control, the protection of the river banks, water and soil harvesting (stone windrows, diguettes, ravelins and zais, etc.), within a context marked by a high deterioration of natural resources, play a very important but inadequately developed role in the activities.

### *Role of food aid in the creation of assets*

158. WFP's food contribution, no matter the quantity, is in all cases considered a "great help" by beneficiaries. Indeed, when the food supported measures implemented by women (reforestation, nurseries, cultivation plots, fish ponds), the latter all stated that they could not have undertaken such activities without the food aid. According to the interviews conducted, however, it would seem that the support provided by food aid in the regions visited is not always essential: its role varies greatly depending on the year and food conditions. This year, because of the very good 2003 harvest, the food situation of villages in the northern areas visited was for the most part good to very good. In one case, for example, the grains received in April 2004 were partially sold by the village management committee (without WFP's consent), which had one priority: settle the balance of its financial contribution for the acquisition of the motor pump unit for the irrigation area that had just been completed. In another case (villagers who had dug a well with the support of an international NGO), each worker had contributed 1,000 CFAFs per workday for the food prepared on the work site. In total, more than 350,000 CFAFs had been contributed. The WFP food received when the work was wrapping up was "welcome," and considered as "payment for the work performed," although the NGO funded the construction of the well and paid the specialized masons.

159. Conversely, in a bad year, granaries are empty as early as February/March. The seasonal migration of the men (mostly young men, but also heads of families, sometimes young women) is then the only strategy that can be adopted when off-season agricultural activities cannot be performed. Under these circumstances and according to the beneficiaries met, the food received during the dry season effectively makes it possible for the men to dedicate themselves to a collective or private construction project that would be difficult—even impossible—to undertake without this support.

160. As for the women taking literacy classes, discussions held during visits at the Kokolo and Forgho Arman centres indicate that without WFP food, they could not have spent the time following the training.

### **Main outcomes**

161. The first CP (1999-2002) formulated objectives that consisted in outputs, not outcomes. In the second CP, the planned outcomes are as follows: i) increased number of assets created or restored (nurseries, agro-forestry plantations, improved pastures, soil and water management structures, hydro-agricultural installations and social community infrastructures), with 60% of community assets allowing households to achieve food security and improve their income; ii) the establishment of appropriate institutional mechanisms through which communities can manage and maintain the assets created; iii) the development of the capacities of households to improve their income; iv) increased access of women to assets adapted to their needs and capacities—throughout the country programme, at least 30% of the assets created will be controlled by women; and v) increased number of food-secure households.

162. For the beneficiaries met,<sup>28</sup> the role of the food aid in the changes obtained varies greatly depending on the projects undertaken: it was important for some women's groups in particular who without this support could not have improved their situation as they did through the creation of productive assets; a very clear link is drawn here between the WFP food and the situational changes obtained. In numerous cases, particularly as regards the various irrigation area management committees we met with, the role of the food aid appears quite marginal compared to the outputs of the asset created. However, it was emphasized that thanks to the food aid, able-bodied persons could settle temporarily in the village to create these structures.

163. On the other hand, the benefits attributed to the productive assets created are numerous. The main result of the creation of irrigation areas is indeed an increase (but mostly a significant securement) of the rice production. In an irrigation area with total control over the water, the yield can reach 5 to 6 tonnes per hectare, compared to 1.5 to 2 tonnes with controlled submersion (creation of ponds). That is why the villagers are willing to make significant financial and physical efforts. The peasants met all emphasized that having a plot within an irrigation area is a guarantee against having to bridge the gap between difficult periods. The burden rate (user fee) is approximately 25% to 30% of the harvest; the rest is sufficient to cover family requirements in terms of rice. In a good year, dunal cultivation also produces significant quantities, and it is thus possible to market one or the other of their harvests without having to fear gaps. The real problem is then that of marketing: the market may be operational in all northern regions, but there is a significant slowdown in purchases in a good year (isolation, waiting for merchants who do not want to risk high approach costs), as could be observed during the mission. The benefits gained from reforestation, nursery, fish pond and cultivation plot activities are also very important: they allow for a true diversification of income.

164. Other outcomes, for example:

- Fish ponds: 2003, a very difficult year for all inhabitants of Korientzé, went by without a problem. "We did not suffer from famine," thanks to the income generated by the sale of fish.
- Reforestation: The gains also allowed for fodder to be saved in some cases (cercles of Mopti, Sirakoro), as the grass growing back in abundance between the rows of trees is cut and fed to the animals. "Before we had to spend 25,000 CFAFs to feed our animals." When reforestation combines eucalyptus and useful species such as baobab, tamarind and African locust, the crops harvested improve the nutritional composition of the family diet and also provide resources.
- Wells: Securement of the watering of herds belonging to nomadic breeders on their route between Douentza and the Niger River (pastoral well at Tiboragunène); water supply through the village well in a village on the Bandiagara plateau.
- Diguettes: Regular rice production (Boré, Douentza).
- Environmental protection: Dune stabilization and the planting of a greenbelt limited the advance of sand towards dwellings (Bourem).
- Diversification of the grain production: Although they were grain farmers who had never farmed rice, the peasants are now rice growers.
- Improvement of the livestock feeding conditions through bourgoutieres and better value for breeders (Korientze bourgoutiere).
- Training: The women taking literacy classes want to finally manage their activities themselves (production and marketing of onions, cultivation, grain bank) without having to resort to the

<sup>28</sup> The changes perceived in the situation of beneficiaries and the benefits gained from the conduct of the activity with the support of WFP food were systematically discussed with all stakeholders during the field visits. The results of these discussions appear in Annex 3.

facilitator's services (Kokolo, Mopti); others want to undertake new handcrafting activities with a higher return thanks to the literacy training (Forgho Arman, Gao).<sup>29</sup>

### Planned/achieved impacts

165. The achievement of food security is almost certainly ensured in the case of VIAs, as long as the collective management of the facility can face the various everyday difficulties inherent to this type of facility (user fees paid by peasants on a regular basis, maintenance of the motor pump, effective management to control costs, solutions to marketing problems). Indeed, the main pitfalls of these types of developments are management/maintenance, in the initial stages, and, following achievement, marketing. The achievement of security for these peasants will also depend on the sustainability of the equipment erected. Pond peasants do not have the same guarantee of food security, but this type of development provides a more or less significant supplement, depending on the year. The achievement of food security was also mentioned by peasants in Boré who became rice growers through their water-retaining diguettes. For all the other beneficiaries with whom we met, the most significant impact was the diversification of their sources of income, which reduced their vulnerability.

166. The impact on the maintenance of natural resources of the reforestation along the Niger River should also be emphasized. It is a very important aspect of the overall securement of the living and production conditions of the inhabitants of these Sahelo-Saharan regions. It is also in this field that the food aid provided by WFP was, according to the information collected, most conclusive.

167. One unplanned impact remains to be mentioned: that of the supply in 2004 by WFP of over 1,500 tonnes for FFW activities and more than 300 tonnes for the 118 schools planned in the 2003-2007 CP in one region, that of Tombouctou, where the market is depressed and marketing difficulties represent significant constraints for the rice-growing peasants. It should be emphasized that these marketing difficulties are not new, they are recurrent and should develop with the increasing number of VIAs and be punctuated by periods of more or less severe food crises: indeed, last year this same region was the subject of massive food aid interventions in the form of free distributions due to the difficult situation that prevailed. The relevance of support in the form of cash for work under these circumstances should be examined, or at the very least the implementation of a flexible supply strategy based on purchases in the region. This should be the very objective of the synergy between activities desired by WFP.

#### Key points on the creation of productive assets project

- The food provided is appreciated and compatible with food habits.
- WFP's contribution is supplementary (a gift): it does not seem to always play an essential support role for the peasants (particularly those creating hydro-agricultural installations), except in the case of activities led by women.
- The results are on the whole positive in terms of the securement of production and food security (VIA), water supply (for the village), conservation of natural resources and diversification of income.
- The FFT activity is marginal, but interesting results are anticipated as regards the literacy training of women.
- The principles of partnership, participation and ownership are a reality observed in the field.

<sup>29</sup> The groups met during the field visit had just finished their training or the latter was still underway. The mission could therefore not identify any concrete outputs at this stage.

### 3.3.4 Disaster prevention and mitigation

#### Beneficiaries

168. Within the framework of the Disaster Prevention and Mitigation project, WFP—which is part of the national food security programme—supports, since 2000, the supply of the National Security Stock to face emergency situations identified by the EWS (Early Warning System),<sup>30</sup> in a complementary way with the Government of Mali and other donors.

169. The 1999-2002 CP placed at the disposal of the GMRP, for the National Security Stock, a first instalment of approximately 2,000 tonnes of wheat flour. In the case of the 2003-2007 CP, 10,956 tonnes of food must be provided over five years. Two thousand fifty-five tonnes of corn were delivered in 2003 and 1,254 tonnes in 2004.

170. It is planned that this component benefits, on a yearly basis, 74,000 people, who will receive the ration planned by the GMRP in proportion to the tonnage supplied by WFP to the National Security Stock. The beneficiaries in question are thus not beneficiaries of a development activity supported by WFP within the framework of the Country Programme but rather those of specific interventions *in the event of a food crisis* implemented by the GMRP in accordance with the GMRP government/donor commitment framework and the provisions of the State/OPAM Plan Implementation Agreement. However, similarities between these two “categories” of beneficiaries are close and are the subject of debate: the debate regarding free distributions in Mali and the new role attributed to FFW activities in crisis prevention and in the event of an outright crisis and/or post-crisis restoration of the food security situation.

#### Food distributions in the event of a crisis

171. The new National Security Stock is set at 35,000 tonnes of grain. The terms of intervention using the National Security Stock are as follows: i) technical rotation sales (one-third of the stock every two years), and three other types of distribution/sales that are subsidized, targeted and activated on the recommendation of the Early Warning System to prevent a food crisis situation; ii) free distributions in communes or parts of communes experiencing or likely to experience a famine or food crisis situation or food difficulties; iii) intervention sales to be made by OPAM in areas “at risk” and/or experiencing a supply shortage, following the Operational Plan established by OPAM and adopted by COCSSA; and iv) alternative development measures to free distribution allowing for the creation of income so as to access the market.

172. In 2003, because of the particularly difficult food situation that prevailed in Mali, 22,100 tonnes of free distributions were carried out by the GMRP in areas targeted by the EWS. At the same time the free distributions from the NSS were being carried out within the framework of the GMRP’s mission, almost 13,500 tonnes were distributed under various terms to the inhabitants of areas in crisis: i) free distributions from the Malian government with funding from Japanese cooperation or from various other bilateral donors through their NGOs or projects in place, such as Programme Mali Nord in the Tombouctou region, or launched by other NGOs; ii) supply from grain banks and sale at reduced prices: by the government with Japanese funding, German cooperation, NGOs, OPAM intervention sales, etc.; iii) WFP’s Food for Work and Training / creation of productive assets programme in accordance with the conditions provided for in the CP (targeted development projects), but also in distributions to vulnerable groups and other FFW activities funded by various donors (Japan, Germany); and iv) the sale of animal foodstuffs at subsidized prices. Almost 36,000 tonnes of grain were thus distributed to counter the crisis in WFP areas of intervention.

<sup>30</sup> The EWS provides information on vulnerability on a regular basis, while the VAM study was conducted on a one-time basis when the 2003-2007 CP was designed. It thus constitutes the reference tool for the identification of vulnerable areas.

### Alternative measures

173. Free distributions are the subject of debate in Mali, the main criticisms regarding targeting, the impact on grain markets and the habits created (welfare mentality). WFP, along with other donors and the people in charge of the GMRP, has begun a reflection within the GMRP on development methods for alternative measures to free distributions. Namely, alternative measures could consist in food for work activities to prevent/counter the effects of food crisis situations.

174. A mission to provide institutional support to the steering system for grain policy and food security was conducted in April 2004.<sup>31</sup> Its preliminary conclusions are still under discussion. The report analyses the cost of free distributions and recommends that their replacement with food for work or cash for work is feasible in all cases. “Cash for work should be favoured and specific intervention programmes for the most vulnerable communes could be developed in advance.” This option, however, gives rise to reservations among certain donors, as the evaluation team observed. WFP itself recognizes that a food for work intervention in an emergency raises many questions that must be examined more closely: how to implement this type of measure in a crisis situation, which partner should be chosen to work with, what kind of targeting should be done.

### National Security Stock level

175. The National Security Stock level, set at 35,000 tonnes, is also the subject of debate. Management costs have increased by 46.5% in four years, while transfer costs have multiplied by over three times in that period of time, according to the abovementioned mission. Given the very high effectiveness of the food security steering system in Mali, effectively focused on prevention and equipped with operational financial tools, one of the recommendations made by the institutional support mission mentioned above that ties in with the position of certain donors is to proceed with a feasibility study on the gradual reduction of the National Security Stock.

176. Beyond the issue of the stock level, WFP support to the NSS also meets other objectives of a more strategic nature. Indeed, this allows it, on the one hand, to maintain its role as donor coordinator and co-administrator of counterpart funds and, on the other hand, to draw on the stock in the event of emergency or non-availability of its own stocks.

#### Key points on the Disaster Prevention and Mitigation project

- WFP actively plays the role of coordinator within the GMRP as well as within the donor co-management committee.
- The terms for food aid in the event of a crisis are the subject of debate: what alternative measures should be implemented? Is it appropriate within the context of an emergency to develop FFW-type development activities? How can we prevent the development of a “welfare mentality?”
- The appropriateness of WFP support to the National Security Stock while the issue of its level is in question.

### 3.3.5 Efficient use of resources at project level

177. The aim is to see how effectively WFP uses the financial, human and food aid resources at its disposal. The weakness of the data on project outcomes does not allow for quantified efficiency analyses.

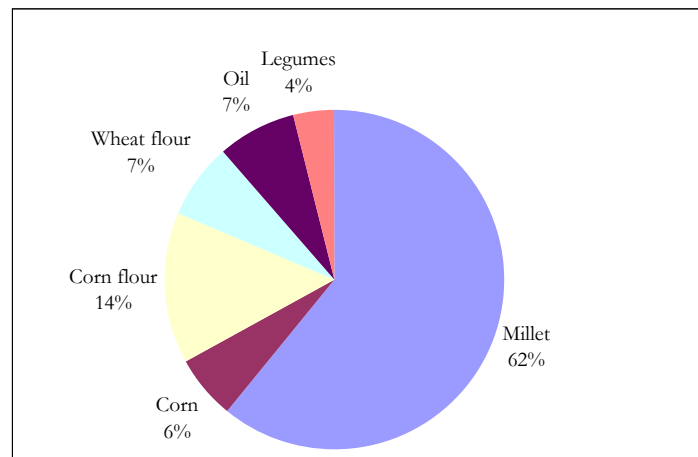
<sup>31</sup> Institutional support mission for the grain policy and food security steering system, DRN draft report, April 2004.



178. As regards delivery to intervention sites, the established logistical system - whether for local purchases, imports or contracts with private transporters for delivery to the intervention sites - is fully operational. The only delays mentioned during the field visit concerned the schools and was related to the time needed to establish the list of targeted schools. There is, however, a damper with respect to the delivery of utensils for the cooking demonstrations provided for in the health component. Indeed, the utensils still were not available in a number of CSCOMs visited during the field mission.

179. Local purchases represent a significant proportion of the food aid used within the framework of the CP. Furthermore, when the production does not allow it, WFP may then resort to imports, as was the case in 2003. The health component is exclusively stocked from local production. Given the production costs of enriched flour compared to imports, the government greatly intervenes in the manufacturing costs using WB funds. The selection of foods purchased locally is also on the whole very appropriate. Millet is the most used grain; in general it corresponds to the food habits of the beneficiaries. Furthermore, it is a cheaper grain than rice, which is also greatly consumed. It is true that during the field visits, people often expressed their interest in rice, but the risk of resale by beneficiaries would be much greater with this grain.

**Figure 3: Type of foods distributed between 2000 and 2003 within the framework of the CP**



*Source: WFP Bamako.*

180. Performing the regular monitoring of activities in the field is incredibly demanding in terms of human, logistical and financial resources. The option retained by WFP to enter into contracts with partners in the field established within the areas of intervention to perform the monitoring of schools and CSCOMs is the most effective, considering the resources available. In a number of cases, synergies between the various activities implemented can be observed, essentially as regards support for the creation of productive assets project within schools (eventual construction, food production, etc.), but this remains very marginal. Currently, synergies come mostly from partners in the field implementing various types of activities within an area. WFP is currently conducting a reflection to improve—if not outright systematize—synergies by favouring the education component as entry point into a community, but how this would be made a reality was not very clear to the evaluation team.

181. The question of whether food aid is a more effective tool for the implementation of the CP than financial assistance remains unanswered. There are development projects in Mali that, while they involve local communities, do not resort to food aid, even in WFP areas of intervention. The issue of the effective use of food aid varies depending on the type of intervention. Thus, in the health component, a significant portion of the enriched flour is intended for sale and the revenues generated by the sale are to be included in a fund to develop

other activities. At the end, if the project shows the populations' interest in flour, purely financial assistance for the sale portion of the activity should overtake food aid and its logistical costs.

182. As regards the creation of productive assets, the latter are intended for households experiencing food insecurity. Generally speaking, these households are structurally vulnerable, and the objective is to create an environment favourable to launching a development process. The question at this point is which instrument is the most effective in this case. As the Malian grain market is operational (except maybe in certain isolated areas, but these are limited), at first glance there is no reason for workers within the framework of a development initiative not to be paid in cash rather than in kind. Of course, during the field visits, some beneficiaries indicated a preference for help in kind. But is this reason enough to favour this tool?

183. The costs associated with the transportation of food aid within the framework of the CP represent on average in the years from 2000 to 2003 close to 64% of available financial resources for the CP. Of course, within a context of financial assistance, the increase of resources available due to the absence of ITSH (internal transport, storage and handling) would allow not only to significantly strengthen the implementation of the EDP but also to increase the number of people who benefit from the creation of productive assets process.

184. Lastly, with respect to use of food aid within the framework of support for basic education, the supply of food aid remains the most effective short-term intervention, given current institutional capacities. But a change from in-kind support to term financial support should be the subject of reflection with the government and other donors involved in the sectoral support for education programme (ESIP) to determine to which extent such an evolution would be desirable, or even feasible.

185. Furthermore, it should be acknowledged that at this time, although the government disposes of a series of financial instruments as part of the PRSP, the implementation rate of these instruments is not always very high. Accordingly, spending rates in the areas of education and health are low. On the other hand, ANICT's decentralization project has no problem in this respect. An in-depth analysis of relevance and on how to go from in-kind support to financial support must thus be conducted.

186. That being said, the fact still remains that WFP, through the CP and using the means at its disposal, implements activities in fields where it is almost the only organization to intervene (school feeding) and has operational offices in areas where no other international organization has established a permanent presence (e.g., Gao). The WFP team in Mali is relatively limited. In Bamako, the team in charge of the implementation of the CP is essentially composed of three people (including one international resource who was just transferred and who normally should be replaced by a country expert for each component of the intervention). This is very little when you consider everything that must be done to implement the CPs. There are also teams in the field. For example, in Gao, two people cover 24 communes in quite a vast region. They accordingly only have time for one visit per year in each commune to supervise the activities underway and examine the requests made by partners in the field for new interventions.

187. The field mission spoke at length with various members of the WFP team, both in Bamako and in the regions, and it seemed very clear that this team is very motivated and concerned with the implementation of the CP. The weaknesses observed in the implementation of certain EDP principles are due to both time constraints and a lack of experience (indicators, RBM, logistical framework, gender mainstreaming), which could be partially remedied through internal training on these issues.

**Key points on the efficient use of resources**

- There is no data available that allows for the quantitative analyses planned for in the evaluation matrix.
- The food aid is in general delivered without delays.
- Resorting to local purchases contributes positively to the efficient use of available resources. The selection of foodstuffs (priority given to millet) is also efficient.
- The degree of synergy between the various components of the CP is marginal.
- WFP's use of the resources at its disposal is effective, given the financial constraints and limited human resources at its disposal to implement the CP.
- Answering the question of the effectiveness of the food aid instrument versus financial aid is difficult and must be nuanced based on the type of intervention and the food supply available in the intervention areas. Thus, as part of the creation of productive assets in an area where markets are operational, nothing truly justifies the use of food aid. On the contrary, use of financial support would at least make it possible to save on transportation costs and thus increase the number of people directly benefiting from the activities. As regards intervention in the areas of health and education, reflection to see to what extent a progressive evolution to financial tools is desirable and feasible could be conducted.

**3.3.6 Consistency of outcomes with EDP objectives**

188. The various components of the CP are consistent with the EDP fields of intervention. The support for basic education component is consistent with the second EDP field of intervention; the health/nutrition component with the first; the creation of productive assets with the third; and, finally, support for the GMRP is consistent with the fourth EDP field of intervention.

189. As regards outcomes, even if they are not quantified, they are still in any case clearly in line with the objectives established within each field of intervention. The health activity is too new to formulate an opinion on the results, but the way the project was designed is perfectly consistent with the strategic objective of the first EDP field of intervention.

**Key point on consistency with EDP objectives**

- Overall, the intervention components and their outcomes are consistent with EDP fields of intervention.

**3.3.7 Sustainability**

190. The selection criteria for activities supported by WFP giving priority to a focus on participation and ownership by beneficiaries at all stages of the project cycle clearly establish conditions favourable to the sustainability of the productive assets created. Although indispensable, these conditions alone are not enough: countless projects implemented with the participation (financial and human) of beneficiaries were not sustained. Many other factors must be taken into account over which WFP has little—if any—influence: the quality of the installations created, the management of installations and infrastructures created; their maintenance; and the economic sustainability of the activity. However, it can have a not insignificant influence on the quality of the ecological integration of these installations, if it integrates in its procedure a more strategic vision of the constraints to be eliminated as a priority

in its areas of intervention. In particular, the aspect of sustainable impact on the environment, which is not only limited to reforestation plots on the outskirts of villages or the stabilization of dunes but which mostly concerns hydro-agricultural installations such as VIAs (systematic forestation of the perimeter of the irrigation areas). This is an intervention axis that should systematically be part of the conditions for support in the form of food aid for all hydro-agricultural installations. Keep in mind that their share of the total food planned per activity for the 2003-2007 CP has again increased.

191. An exit strategy does not necessarily mean withdrawal from the activity but rather support for local authorities in view of their gradual assumption of activities so as to be able to act elsewhere. As regards the exit strategies for the support for basic education project through school feeding, the evaluation mission noticed that the summary of the activity makes no mention of them. Yet, the EDP document clearly refers to the necessity of providing for an exit strategy in any development activity. The summary of the Health/Nutrition activity refers to an exit strategy: it provides for a gradual decrease of the enriched flour contribution.

192. Furthermore, a strategy to ensure the sustainability of the results following completion of the activity should be envisaged right from the start of the intervention. If, for example, in the education project an increase in school attendance rates is observed, will this trend continue once the project ends? What kind of mechanism needs to be established to ensure that it does? What kind of strategy needs to be developed to ensure that the changes are maintained in the long run? This is a real challenge to which there are no corresponding elements in the projects as they are currently designed.

193. Another element that contributes to sustainability is the strengthening of public institutions at all levels so that they may take charge of the implementation of activities at the end of the intervention. Yet, activities to develop institutional capacities are practically nonexistent.

#### **Key points on sustainability**

- The sustainability of interventions for the creation of productive assets depends on the way the partner designs the project.
- A more strategic vision of development constraints in Sahelo-Saharan regions and the taking into account of the environmental aspect should be developed.
- There is no exit strategy within the framework of the support for basic education.
- There really is no strategy to ensure results are maintained when a project comes to an end.
- There is no strengthening of the capacities of the public institutions that will take over at the end of the WFP activities.

## 4 CONCLUSIONS AND ISSUES FOR CONSIDERATION

194. After having analysed the projects and the CP in its entirety based on documents, interviews and field visits, this chapter presents the main conclusions that can be drawn, recommendations<sup>32</sup> and elements for consideration that may contribute to the overall synthesis.

### 4.1 CONCLUSIONS

#### **The CP is consistent with EDP principles**

195. Overall, the CP is consistent with the key principles of the EDP. Although the type of intervention conducted remains similar from one CP to the next, except for health, the approach used has greatly evolved, serving as a sign of progression between CPs in terms of adherence to EDP principles. The latter are explained in the CP document, except for gender equity mainstreaming: this issue is considered only at the activity targeting level. Finally, it should be noted that although the logical framework tool is very useful for participative program design, it would seem that certain underlying concepts are not always well understood, resulting in confusion in the use of outputs and results indicators.

#### **Relevance of the CP and of the EDP to the Malian context in which they are integrated**

196. The CP directly contributes to the strategic axes of the PRSP and UNDAF. The longstanding support for the GMRP has contributed to the stabilization of the grain markets and the national food security stock makes it possible to respond in the event of a crisis. That being said, there is cause to question the appropriateness of maintaining the stock at its current level.

197. The creation of productive assets component contributes as much to the productive and environmental dimensions as to accessibility factors, by supporting and diversifying—even increasing—revenues. The health/nutrition component contributes to decreasing the nutritional vulnerability of the most weakened. The support for basic education component contributes to improving access to food within the perspective of long-term investment in human capital.

#### **Contribution of the EDP to improved targeting**

198. WFP intervenes in areas that are most weakened in terms of food insecurity. Geographic targeting partially took into account the results of the VAM study. Indeed, it led WFP to intervene, within the framework of the 2003-2007 CP, in the northern regions of Kayes and Koulikoro, from which it had withdrawn in the 1999-2002 CP. However, the VAM study makes no mention of Kidal, but WFP is still present in this region both because it is weakened not only in terms of food security but also from a political point of view and because WFP's continued presence in this region—as well as in Gao—contributes to its stability.

199. Within the geographic areas of intervention, a number of selection criteria were developed for each type of intervention. These are in general respected, even if at the local level other factors can also intervene, such as, for example, Mali's political will to have activities in each commune of the Gao region. The presence of a partner in the field and of a development project to which WFP can contribute are also key.

200. The people who benefit from the creation of productive assets component do so as a result of the contribution they make (in the form of work) to a development project supported by a WFP contribution. The beneficiaries are workers who live in the geographic area targeted by WFP and are involved in projects the objectives of which are compatible with WFP's. But there is no element indicating that they are the most vulnerable within their community. The end beneficiaries are very often part of groups or associations and make decisions as a group on the management of the assets created.

<sup>32</sup> Following the explicit request of the Steering Committee in September 2004, this report presents a number of recommendations that remain, however, untested in the field.

201. The main beneficiaries of the support for basic education are the boys and girls attending rural public schools in the vulnerable areas of the country. Girls are particularly targeted by the programme through dry rations. Finally, the recovery portion of the health component guarantees that children suffering from malnutrition will benefit.

#### **Focus on human development**

202. The two CPs analysed cover the same EDP fields of intervention, but the distribution between these fields evolves with the strengthening of support for basic education, which now accounts for more than half the resources.

#### **Operational partnerships in the field**

203. WFP works in collaboration with public authorities (at the central, regional and local levels). The latter are very committed to the CP, particularly in the field. Furthermore, WFP established a series of partnerships spanning several years with national and local NGOs in the field for the implementation of the creation of productive assets component, but also for the monitoring of activities within the framework of the health/nutrition component. The multiplicity and diversity of executing partners represents both an asset and a constraint. Indeed, this diversity denotes the real participation and autonomy of partners in WFP intervention decisions. However, it leads to a scattering of its limited resources.

#### **Participation of beneficiaries**

204. Although the participation of direct beneficiaries in the SFP is limited, the parents are often involved, either through the management committee or the parents' association. Their mobilization on a regular basis within the framework of activities has been observed. However, as regards the creation of productive assets, the participation of beneficiaries is key.

#### **Achievements consistent with forecasts**

205. WFP's logistics are operational and ensure the delivery of food aid within established time-frames. Use of local purchases greatly contributes to the efficient use of resources and the adaptation of the foodstuffs provided to food habits. The activities observed in the field show that the implementation of projects effectively corresponds to what was planned.

## **4.2 ISSUES FOR CONSIDERATION AND RECOMMENDATIONS**

### **Inadequacy of resources for optimal implementation of the EDP**

206. The extent of all WFP operations in Mali, combined with the quasi absence of emergency operations that sometimes allow for the flexible use of resources, highly limits implementation of the EDP. The financial resources available per tonne of food aid distributed are, on average, half what is available for the implementation of the PRRO. The human resources available are, accordingly, insufficient and do not always master all EDP principles. Consequently, certain weaknesses were observed with regard to aspects not on the critical path of implementation of the activities (integration of the gender and/or HIV/AIDS aspect, the analysis of expected results, monitoring and evaluation, checklists on EDP principles, training, etc.).

=> Implementation of the EDP requires specific financial and human means. It is thus recommended to think about the resources (human and financial) that are necessary to the program as a whole. This reflection should take place at a more general level.

### **Questioning with respect to the use of food aid**

207. The answer to the question of whether food aid is more effective as a tool for the implementation of the CP than financial assistance will vary considerably depending on the type of intervention. It is better to first focus on the intervention's objective. We must ask ourselves if the food security situation of the populations within the area of intervention does in fact require intervention in the form of food aid. Thus, within the framework of a creation of productive assets project implemented in an area where markets are operational, there is no major obstacle

to compensating the people working on the project in cash. It is current practice. As for the support for basic education project, it is clear that in the short term, support in kind remains indispensable with respect to institutional capacity to manage this type of intervention. The same is true of the health project.

=> At the time of the programming and selection of requests for the creation of productive assets, it would be important to question ourselves on the relevance of the tool compared to the objective sought. As regards support for the development of human capital, a medium- and long-term reflection on the appropriateness of food aid versus financial aid should take place.

#### **Weaknesses in performance indicators and their monitoring; difficulties measuring outcomes**

208. The logical framework appended to the 2003-2007 CP presents a number of weaknesses in the identification of indicators including both outputs and outcomes and quantifying neither starting levels nor the objectives to be reached. Some data are not systematically collected, and those that are are not always consistent, making a quantified analysis of the results very difficult. The basic frame of reference is still not available.

209. Confusion in the use of monitoring indicators, the absence of a basic frame of reference, and the lack of systematic data collection during the 1999-2002 CP did not allow the evaluation team to clearly formulate an opinion on the results achieved within the most important components of the CP, education and health/nutrition.

=>It is recommended that initiatives undertaken for the collection of data and their systematic monitoring be continued. It is also necessary to properly differentiate output, outcome and impact indicators and specify target values.

#### **Unequal promotion of gender equality**

210. With respect to the targeting of activities, attention is increasingly paid to the participation of women as beneficiaries. Women's associations are present in the creation of productive assets, and they regularly participate in the organization of the school feeding activity. Girls who attend school on a regular basis receive additional dry rations. Pregnant and breast-feeding women are particularly targeted by the health component. However, there are weaknesses with respect to the women's involvement in committees (productive assets). In addition, the measures taken by both WFP and its partners (institutions and executing agencies) to promote gender equality remain insufficient.

=>It is recommended that women's involvement in committees be reinforced and that a reflection on how to improve the strengthening of gender equality be conducted with respect to the design and implementation of activities beyond targeting.

#### **Quasi absence of guidelines to facilitate the implementation of the EDP**

211. The evaluation mission found only one guideline intended for WFP personnel. Similarly, no organized training has taken place with stakeholders to allow for better integration of the EDP in the implementation of the CP.

=> It is recommended that a training program on EDP principles adapted to the specific needs of the stakeholders be developed. This requires adapted human and financial resources.

#### **Quasi absence of exit strategies for activities**

212. The 2003-2007 CP provides for the development of exit strategies in the summaries of the various intervention components. In the end, only the health component finalized one. WFP FFW interventions are implemented on a case-by-case basis based on requests made to WFP.



Although certain WFP areas of intervention inevitably involve a presence and investment over several years, the fact remains that it is important to plan, very early on in the process, an intervention strategy to be adopted to allow WFP to withdraw, either from an activity or from a given geographic area.

=> It is recommended that a reflection be conducted on the development of intervention exit strategies for the short, medium and long terms based on the nature of the activities.

**In short, the evaluation mission would like to highlight the following points<sup>33</sup>**

***Principal success factors identified:***

- Consistency of the CP with the country policies (PRSP and food security strategic framework) in which it is integrated.
- Comprehensive involvement of partners in the field and local communities in the implementation of the CP.
- High mobilization of local groups in productive and environmental conservation activities.
- Sustained dialogue with public authorities at various levels and the commitment of the latter to the programme.
- Continued presence of WFP in the field.
- Highly effective logistics.

***Main problems identified:***

- Lack of strategic vision on constraints to be eliminated as a priority in areas of intervention regarding the creation of productive assets.
- Weaknesses in the outcomes monitoring system.
- Weaknesses in the gender mainstreaming strategy in CP documents.
- Absence of exit strategies.
- Limited taking into account of issues related to HIV/AIDS.
- Inadequate level of financial resources for the implementation of EDP principles for training, the development of guidelines, monitoring, data collection, etc.
- Lack of predictability of the resources available.

***Challenges ahead:***

- At the macro level: Strengthen the programming within the framework of a strategic vision. For example, identify priorities, particularly as regards the creation of productive assets, that will allow WFP to support projects aiming for the same goals and thus avoid a multitude of interventions in various sectors, the effects of which are spread much too thinly.
- At the meso level: Reinforce collaborations with territorial communities within the context of decentralization while maintaining an overall vision of the results to be achieved identified in the programming.
- At the micro level: Develop synergies between the various types of activities implemented.
- Reinforce the implementation of certain EDP principles (in particular, training for the development of institutional capacities, a more global taking into account of the gender dimension, monitoring systems, data collection, the implementation of exit strategies, etc.).

<sup>33</sup> The various elements were presented and discussed at the two debriefings that took place at the end of the mission: the first with WFP and the second, initiated by the German embassy, with all of the people met during the mission.