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# MALI

## FY 2010 Implementation Plan

### U.S. Government Working Document

The Feed the Future (FTF) FY 2010 implementation plans are working documents outlining U.S. government planning for the first year of the Global Hunger and Food Security Initiative. These plans represent a transition towards the development of multiyear strategies and are targeted at investments that lay the foundation for a new country-level and coordinated approach with a diversity of partners. Multiyear strategies are under development that will span development and diplomatic actions across multiple USG agencies.

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## Abbreviations and Acronyms

<b>AEG</b>	Accelerated Economic Growth Team of USAID/Mali
<b>AID/W</b>	United States Agency for International Development/Washington
<b>APHIS (USDA)</b>	Animal and Plant Inspection Service of the United States Department of Agriculture
<b>CAADP</b>	Comprehensive African Agricultural Development
<b>CBNRM</b>	Community Based Natural Resource Management
<b>CBO</b>	Community-Based Organization
<b>CPS</b>	Cellule de Planification et de Statistique (Planning and Statistics Unit of the Ministry of Agriculture (GOM))
<b>CRSPs</b>	Collaborative Research Support Programs
<b>DLI</b>	Development Leadership Initiative
<b>DOD</b>	Department of Defense
<b>ECOWAS</b>	Economic Community of West African States
<b>EG</b>	Economic Growth
<b>FAO</b>	Food and Agriculture Organization
<b>FFP</b>	Food For Peace
<b>FTF</b>	Feed the Future, the U.S. Government's global hunger and food security initiative
<b>FY</b>	Fiscal Year
<b>GDP</b>	Gross Domestic Product
<b>GFSR</b>	Global Food Security Response (FY 2009)
<b>GHFSI</b>	Global Hunger and Food Security Initiative
<b>GOM</b>	Government of Mali
<b>ICAS</b>	Investment Climate Advisory Services of World Bank
<b>ICRISAT</b>	International Crops Research Institute for the Semi-Arid Tropics
<b>IEHA</b>	Initiative to End Hunger in Africa
<b>IFC</b>	International Finance Corporation
<b>MCA</b>	Millennium Challenge Account
<b>MCC</b>	Millennium Challenge Corporation
<b>MDG</b>	Millennium Development Goals
<b>MYAP</b>	Multi-Year Assistance Program
<b>NEPAD</b>	The New Partnership for Africa's Development
<b>NGO</b>	Non-Governmental Organization
<b>NRM</b>	Natural Resource Management
<b>OPIC</b>	Overseas Private Investment Corporation
<b>PASA</b>	Participating Agency Service Agreement
<b>PL</b>	Public Law
<b>PMP</b>	Performance Management Plan
<b>PNISA</b>	Programme National d'Investissement dans le Secteur Agricole (GOM National Agricultural Investment Plan)
<b>PRR</b>	Performance Results Reporting
<b>PRSP</b>	Poverty Reduction Strategy Program
<b>REC</b>	Regional Economic Communities
<b>SAP</b>	Système d'Alerte Précoce (GOM Early Warning System)
<b>UBSA</b>	University of Bamako School of Agriculture
<b>US</b>	United States
<b>USAID</b>	United States Agency for International Development
<b>USDA</b>	United States Department of Agriculture
<b>USDH</b>	United States Direct Hire

<b>USG</b>	United States Government
<b>WAEMU</b>	West African Economic and Monetary Union
<b>WASA</b>	West African Seed Alliance
<b>WB</b>	World Bank
<b>WFP</b>	World Food Program

## I. INTRODUCTION

Food security is high on the political agenda in Mali with a strong emphasis on the agricultural sector to encourage increased food production and economic growth. In any given year, Mali is self-sufficient in cereals; however, access to that food remains an issue in many isolated areas of the country. USAID/Mali (the Mission) believes the response to these challenges lies in the development and integration of Malian programs including the *Loi d'Orientation Agricole* (The Agriculture Framework Act), and the *Programme National d'Investissement dans le Secteur Agricole* (PNISA/National Agricultural Investment Plan), which together underpin the process of the Comprehensive Africa Agriculture Development Program (CAADP). The intersection of these programs reinforces the Government of Mali (GOM) newly adopted sector-wide approach to agriculture. This approach was formulated to strengthen coherence among the numerous projects underway and to facilitate donor coordination.

The agricultural investment program is currently being developed with the guidance of Economic Community of West African States (ECOWAS) and the New Partnership for Africa's Development (NEPAD)/CAADP and integrated into the sector-wide approach. With additional funding anticipated over the coming years, the USG, through the Mission, will continue to scale-up successful interventions in support of the investment framework and continue the analysis and strategic planning necessary to identify and design additional interventions that will include components in adult literacy, nutrition, and the inclusion of more marginalized populations.

In October 2009, the Compact for the CAADP program was signed by donors, government, private sector, and representatives of civil society. The Compact serves as a roadmap to improve agricultural productivity and growth. In addition to facilitating donor coordination, the CAADP Compact will further enable the USG to broaden consultative and coordination structures within the USG and the GOM and

improve coordination and programming of assistance.

In FY 2010, the diversified and integrated economic growth program will continue to work on poverty reduction and food security, with a focus on agricultural productivity to reduce food insecurity. Some of the funding will be used for continuing activities designed or expanded to be consistent with core investment areas: increased agricultural productivity (in particular, increased production of food staples), reduced trade and transport barriers, established sound market-based principles for agriculture, and accelerated participation of the very poor in rural growth. With additional analytical work completed in FY 2010, some of the funding will be used for new programs to complement an already large and robust economic growth development program. In order to meet the Millennium Development Goal (MDG) of reducing poverty and improving nutrition, the Mission intends to fully integrate nutrition to achieve broad-based poverty reduction.

A key area of emphasis in FY 2010 will be to strengthen Mission management capacities and expand staff levels to implement a notably larger program. To this end, current and additional staffing needs have been identified. Using the CAADP framework, the mission will broaden coordination structures within the USG and the GOM over the coming year to ensure effective and efficient use of USG and coordinated donor resources. In particular, a Diplomatic Strategy for the Global Hunger and Food Security Initiative (GHFSI) was formulated by the Mission to address issues dealt with at these levels. The expansion of the program will present certain challenges including the need to strengthen of the human resource and institutional absorptive capacities of both the GOM and the diverse community of NGO and private sector partners involved in implementation to effectively use resources and achieve desired impacts.

## 2. FY 2010 OBJECTIVES

The Mission works to achieve accelerated economic growth in Mali through the integration of a series of approaches that, when combined, provide a supportive environment in which agricultural activity can thrive. The current Accelerated Economic Growth (AEG) Program was designed in consultation with GOM colleagues in technical ministries, private sector groups, including farmer organizations, NGOs, and other donor groups. The AEG process was driven by implementing partners working with various GOM analytical bodies and was used to inform the initial activity design. It continues to be used to monitor implementation. The CAADP process was central to the overall consultative process and will provide a blueprint for assistance provided with GHFSI funding.

### 2.1. COUNTRY-LED COMPREHENSIVE STRATEGY

#### 2.1.1. Consultative Process

The Mission fully supported the development of the CAADP Compact by participating in the regular technical and financial partners' groups and with direct support to those technical offices of the GOM responsible for CAADP development. The Compact is the first step in developing a sector-wide poverty reduction strategy with full participation of all partners. Mali's Compact informs the opportunities and priorities for future sector investments and the integration of all partners in increasing food security and economic growth. The Mission will continue to provide technical assistance to the Mali CAADP team.

#### 2.1.2. Status of CAADP

The Mission provided technical assistance to the Mali CAADP team—in particular staff of the Planning and Statistics Unit (CPS) of the Ministry of Agriculture and national CAADP consultants—on the diagnostic study of agricultural development strategies and experience and on the simulation modeling of the impact of alternative investment strategies.

Support included assistance in framing the analysis, review of draft documents, and facilitation of access for the team to data needed (e.g., an updated social accounting matrix for Mali) and modeling expertise.

In March 2009, USAID also facilitated coordination among the donor group in Mali by briefing representatives about the CAADP process in order to avoid duplication of efforts between the Rural Development Sector Review (an ongoing process since 2007 with strong donor support) and the CAADP process. USAID-led discussions helped to unify the two processes and resulted in a cohesive National Agricultural Investment Plan (the PNISA) with a sector-wide approach rather than a project approach. The CAADP technical team completed its initial draft diagnostic study last year and the initial modeling of the impact of varying agricultural growth rates on overall economic growth and reduction of poverty rates. The diagnostic is now being used as a foundation for developing additional investments in the sector-wide plan. Mali signed its CAADP Compact at a roundtable held on October 12-13, 2009.

With the Compact signed, FY 2010 will be devoted to:

- Completing the implementation of the National Agricultural Investment Plan outlined in the country compact;
- The creation of a transition process, implemented jointly with donors, from a project-based approach to a sector-wide approach for rural development in Mali (as outlined in the "*Plan de Passage*" of the Rural Development Sector Review);
- Coordination with the regional ECOWAS investment plan, which was endorsed at the regional roundtable in November 2009;
- The creation of an ongoing monitoring and evaluation program which will lead to annual reviews of progress in implementing the national compact; and
- Continued work (through Mali's Food Security Commission) to ensure that Mali's

food security emergency response strategy is aligned with an agricultural growth agenda.

### **2.1.3. Overlap of USAID/Mali Programs and Mali's Agricultural Investment Plan**

Five priority areas are outlined in the National Agricultural Investment Plan for Mali:

1. Capacity Development
2. Investment
3. Production and Competitiveness
4. Training and Research
5. Food Security – Humanitarian Aid (not necessarily market-based)

In terms of capacity development, the Mission primarily contributes with technical training for the Ministries of Agriculture, Environment, and Fisheries and Livestock and their respective extension agents as well as improving the agriculture-enabling environment. Interventions under the investment priority include agriculture infrastructure, natural resource management, and biodiversity. Most of the USAID/Mali/AEG portfolio contributes to improved production and competitiveness. Research conducted through partnerships with American universities in areas such as sorghum and millet staple crop improvement and seed development paired with long-term and in-country training will further contribute to the realization of the National Investment Plan. Finally, the Mission also invests extensively in activities to ensure food security in Mali.

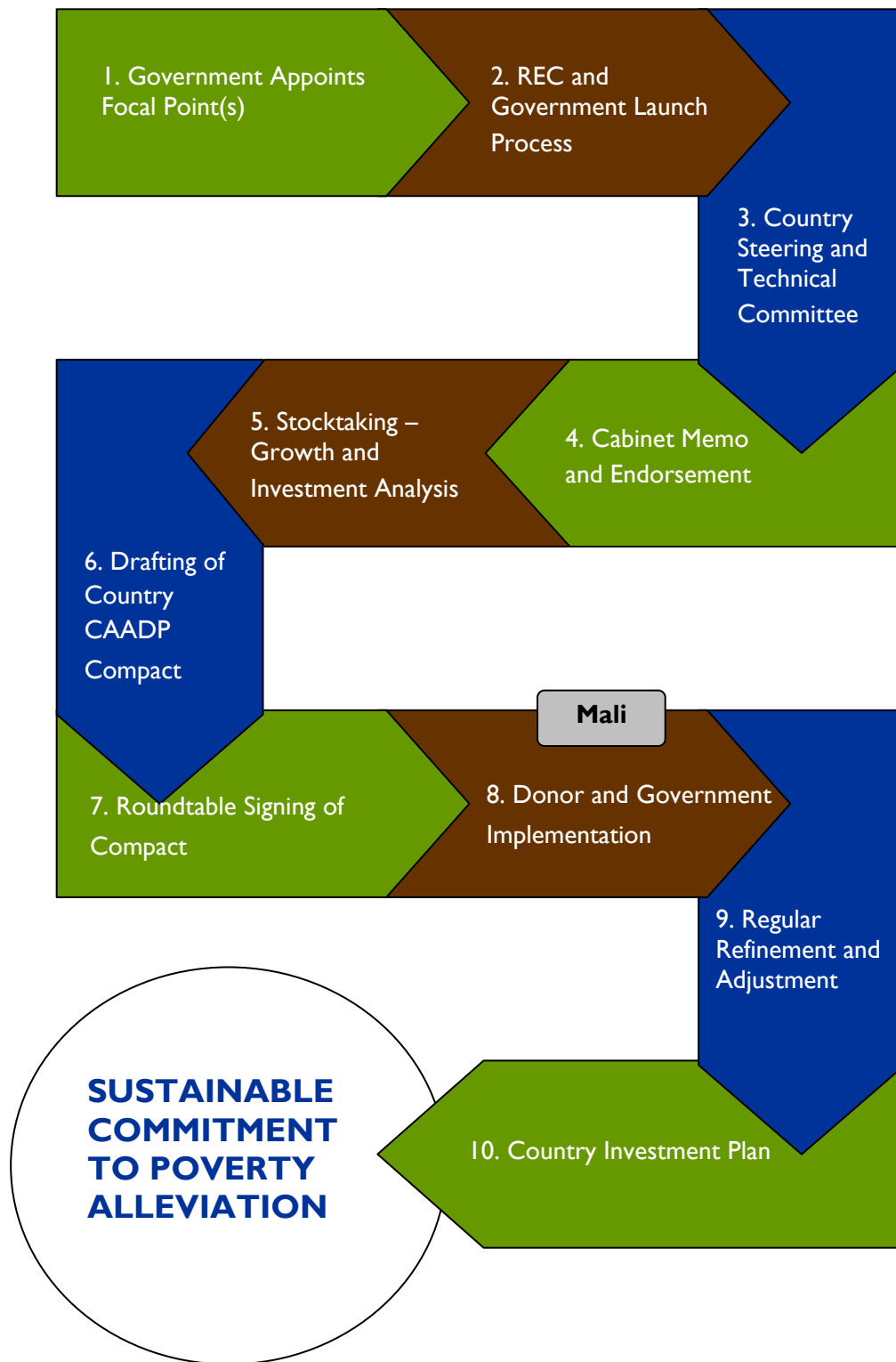
## **2.2. AFRICAN CAPACITY BUILDING**

To effectively implement the GHFSI program, the Mission will work with a variety of partners and organizations to implement a comprehensive capacity building plan. In the near-term, the program will use current implementation partners to provide training in technical areas such as agricultural research, economic and policy analysis, agribusiness management, and natural resources management.

Training will be provided to local communities and institutions to further develop food security strategies, a top priority of the GOM. Efforts will also be made to build the capacity of rural enterprises. The AEG team will work closely with the Mission Office of Financial Management to strengthen the capacity of the GOM to better manage USG funding.

The Mission will target both traditional partners within the GOM and expand training to civil society and private groups. Training mechanisms will include long- and short-term training in country, in the US, and in other countries. Under the program, close collaboration with the University of Bamako, School of Agriculture (UBSA) will deepen local research, training and extension delivery capabilities. Work with the UBSA will further the cross-fertilization of capacity building by establishing linkages to other regional and international universities through collaborative research programs and technical exchanges.

**Figure 1: The CAADP Process**





## 2.3. INVEST IN PRIORITY ACTIONS

Drawing from priorities highlighted during the CAADP process in Mali and based on the need for African capacity building, the Mission began a new program at the end of 2009 based on the Integrated Value Chain Approach. The program will initiate key activities and expand others with FY 2010 funding. Key activities include:

- Expanding and strengthening support to agricultural research with a focus on building the capacity of the national research service;
- Ramping up of marketing and processing of grains, in particular rice, corn, and sorghum and millet (lesser yet still important crops will include wheat and soy);
- Continued expansion of irrigation systems throughout the country principally for rice and off-season production of vegetables;
- Training in economic policy analysis to further strengthen capabilities for establishing more favorable conditions to support growth and investment and to remove trade barriers and promote more efficient marketing systems;
- Building on previous work in climate change analysis, implementing a new program focusing on adaptation and looking at possible mitigation effects of climate change on agriculture in Mali;
- Targeting groups most susceptible to food shocks in vulnerable areas to incorporate them into the development process.
- Initiating more aggressive analyses of the causes of low nutrition rates throughout the country and putting in place programs to promote gains in nutritional outcomes; and
- Launching a behavior-change communication strategy and developing ways to reduce undernutrition<sup>1</sup> and ensure

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<sup>1</sup> Undernutrition is the outcome of insufficient food intake, inadequate care and infectious diseases. It includes being underweight, too short for one's age (stunting), dangerously thin for one's height

both food and nutrition security, in coordination with the USAID health team.

## 3. TARGET GROUPS BY LOCATION AND INCOME

### 3.1. WHY SMALLHOLDER FARMERS?

In order to ensure that increased food production enhances food security, developing countries must be able to exploit the potential to increase agricultural production and productivity. This requires a more favorable policy framework and increased investment in agricultural and rural development. The increased investment must come from the GOM and donors and, for this, the CAADP is the nexus for change. The small farmer or smallholder accounts for nearly 90% of all agricultural production in Mali and is, therefore, the change agent for enhanced productivity in the agricultural sector and greater food and nutrition security.

The magnitude of hunger in Mali and the difficulties in reducing hunger, even when food supplies are high and prices are low, highlight a fundamental problem of accessing food. Low food prices will not fully address the problem of inadequate access to food, which is also affected by the ability of the poor to produce enough food or generate sufficient income to buy it. However, because most poor rural households rely on agricultural production for a significant share of their income, increasing agricultural productivity is closely linked to reducing rural poverty. It follows that increasing food production and productivity should go beyond reducing prices in international or commodity markets to really provide an opportunity for reducing rural poverty and hunger.

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(wasting) and deficient in vitamins and minerals (micronutrient deficiencies) (UNICEF, 2009).

Broad-based agricultural growth requires significant and systematic efforts to address the diverse constraints affecting smallholders. In Mali, the principal beneficiary is the small farmer, with a clear focus on women as an especially vulnerable sub-group. Such efforts will enable smallholders to increase farm productivity and meet new, more stringent demands regarding food safety and quality. Realizing the potential of food and agricultural production to reduce poverty and hunger depends largely on inputs. The small farmer and smallholder are capable of being the engine of progress towards the MDGs, as long as they are given the ability to access adequate inputs to improve productivity.

### **3.2. ACHIEVING THE MILLENNIUM DEVELOPMENT GOALS**

#### **3.2.1. Collaboration**

Meeting the MDGs will be a challenge, but one to which Mali can rise through collaborative efforts of the GOM and the donor community. The MDG on eradicating extreme poverty and hunger has two objectives: to halve the proportion of people living in poverty between 1990 and 2015 and to halve the proportion of people suffering from hunger. Achieving the MDG hunger reduction target for Mali will be challenging, but not impossible. Collaboration of donors and cross-sector programming—to address the related issues of hunger and undernutrition by targeting populations, sectors, and areas where the potential for improvement exists—will also help meet other MDGs, including the goal of reducing the under-five mortality rate in children by two thirds by 2015.

Given evidence that undernutrition contributes to 60% of the deaths among children under five, it is difficult to see how the mortality goal can be achieved as long as so many children remain hungry and suffer from undernutrition. Similarly, good nutrition is linked to maternal health, and adequate food and good nutrition are now widely accepted as the first line of defense and the first line of attack against HIV/AIDS, tuberculosis, malaria and other diseases. Further, research has established links between a girl's education and her ability to

provide improved nutrition for her future family.

#### **3.2.2. Poverty and Vulnerable Populations**

Studies conducted in Mali revealed three forms of poverty:

- Mass poverty or poverty in terms of living conditions reflects a lack of food, education, health care and housing;
- Monetary or income poverty reflects inadequate resources leading to insufficient consumption; and
- Potential poverty, as lack of capital (access to land, equipment, loans and employment).

While potential poverty has not been well evaluated, it may be the key to understanding the breadth of poverty in Mali and to determining vulnerabilities. The program will pay particular attention to women, youth, and to the 166 communes where 55% of Mali's very poor exist.<sup>2</sup> Vulnerable communities are found in all regions of the country, although the Sikasso region is less vulnerable and therefore not included in Initiative 166. In these regions, the rate of chronic undernutrition is high—attributed to poor feeding practices and disease prevalence, not food insecurity. In rural areas, undernutrition most affects those dependent on recession (*décru*) agriculture, remittances or cotton; the landless; women-headed households; and farm families who have extremely small or fragmented land holdings and who are distant from markets. Invariably, narrow livelihood options make these groups extremely vulnerable to rainfall variability, disease outbreaks, and price shocks in food markets. Women and children comprise the

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<sup>2</sup> The Government of Mali incorporated Initiative 166 into the National Food Security Program (PNSA) to accelerate achievement of the MDGs in 166 communes that are the most vulnerable to food insecurity. The commune is the administrative unit between the village and the Circle, and forms the cornerstone of Mali's decentralized governance reforms. The communes are located in all regions with the exception of Sikasso.

majority of the poor and malnourished and are those least able to insist on their rights for food and land entitlements. They also are most prone to the life-threatening consequences of undernutrition. Women typically face greater difficulties in obtaining inputs, farm credit, and land tenure rights for farming. The AEG programming mainstreams women into its programming and will continue to put emphasis on gender analysis and gender audits of all of its programs.

### **3.2.3. Poverty and Rural Development**

The results of the Mali Poverty Evaluation Survey in 2001 indicated that 68% of the population is considered poor, of which 55% are considered very poor.<sup>3</sup> The analysis also shows a wide gap between rural areas (73.04%) and urban areas (20.12%) in terms of percentage of the population living in poverty. These figures demonstrate that poverty is essentially a rural phenomenon in Mali.

Based on this understanding, the Mission will continue to focus on rural areas<sup>4</sup> and all activities, including those with urban beneficiaries, will have a positive impact on rural beneficiaries. The program will be carried out in all eight regions in Mali with emphasis on communities involved in agricultural and related food security activities (producers, traders, processors, financial institutions, research/extension institutions, natural resources managers), including actions focusing on policies and institutional and private sector development.

Economic growth activities including staple food production (e.g., sorghum, millet, rice and corn), producer group capacity development, and business development will continue in the targeted areas. In most cases existing activities will expand or new activities will be initiated with new groups based on targeted

vulnerabilities. New programs will be initiated in the eastern part of Mali, one of the poorer regions in the country. Where agricultural potential is high, programming will be expanded. In the northern regions of Gao, Timbuktu, and Kidal, where threats to stability and peace could impede economic growth, emphasis will be placed on livestock and pastoralists. To reduce youth unemployment and expand access to economic opportunities for urban residents, the Mission will improve equitable access to productivity and increase job skill training, linking programs to out-of-school youth through the Mission Education Office. The Mission will target ongoing business development services, including microfinance, through financial institution networks and will fortify credit financing to rural groups and promising enterprises, particularly in the targeted northern regions and for women.

### **3.2.4. Economic Growth, Poverty and Hunger**

Economic growth is important, but will not by itself completely eradicate poverty and hunger. Economic growth is necessary to reduce the size of the problem and bring resources to address residual poverty and hunger. However, the nature of growth is also a critical element and it has been shown that a more broad-based growth based on agricultural productivity with high rates of job creation and labor demands has a bigger impact on poverty reduction. The immediacy of hunger also necessitates other responses, such as improving access to key health services, clean water and environments, and the creation of social safety net programs. To this end, the economic growth team designed activities to directly support decentralization and community-led food security. AEG is in the nascent stages of executing integrated programming with the education, health, governance, and communications teams. Poverty reduction can be achieved in the medium-term, but in the short-term, people go hungry and young children become vulnerable to the immediate and longer-term consequences of undernutrition. This further underscores the need for integrated programming with a strong

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<sup>3</sup> The estimated average poverty line is an annual income of CFAF 153,310 or \$ 306 (or\$ 0.85/day). 73% of the population lives on less than \$1/day.

<sup>4</sup> 75% of the poor in rural areas have an income of less than \$1.25/day

emphasis on improving nutritional status and eliminating undernutrition in Mali.

### **3.3. NUTRITION IN MALI AND THE GHFSI**

Adequate nutrition for all requires having enough food available at the national and local levels, as well as ensuring that all households have access to a sufficient quantity and diversity of food for a nutritious diet. Including non-food determinants of good nutritional status broadens the conceptual framework of food security to ensure access to potable water, a clean environment, primary health care and basic education (Shetty, 2009). Both access to adequate nutrition and non-food determinants of nutritional status form the concept of food and nutrition security. Economic growth interventions seeking to improve agricultural productivity, and therefore reduce poverty, usually focus on access to adequate nutrition and not on non-food determinants. GHFSI funds allocated to the Mission will be used to continue already developed activities to enhance economic growth and food security as well as to expand the portfolio to include, among other possibilities communication programs that emphasize social and behavior change for improved agricultural productivity and nutritional outcomes, diet diversification through the development and widespread use of fortified foods and biotechnology, further research collaboration for nutritional gains, and continued fostering of an enabling policy environment for not only agriculture and trade and investment but also food and nutrition security. AEG will work closely with the health team to ensure complementary programming.

Establishing systematic evidence to link improved nutrition to economic growth will help to ensure that the GHFSI in Mali maintains improved nutrition at the core of its programming. Improved nutrition improves labor productivity directly and indirectly through improvements to life expectancy. In a country like Mali, where daily calories consumed are below recommended levels, increasing per capita consumption of calories to 2,770 per day will increase growth by 0.53 %

and indirectly by 0.70 percentage points (Arcand 2001/IFPRI). Further evidence of improved nutritional intake raising labor productivity was discovered in historical England and France (Fogel 1991, 1994). Despite the tradability of food staples, there is a very high correlation between increases in food production and increases in food consumption within regions and countries. The “Fogel linkages” can thus be stimulated by growth in agricultural output, especially food output.

The development hypothesis of the AEG Program in Mali is that, by increasing producers’ incomes, rural poverty will be reduced. However, some research indicates that increasing rural incomes does not necessarily result in notable improvements in child nutrition (Penders, Staatz and Tefft, 2000). The relationship is complex. A WFP Food Security and Nutrition Study conducted in Mali found that, in zones where fruit, cotton and other produce are cultivated, the percentage of chronic undernutrition is the highest of all regions in Mali. In the same area, the level of purchases (a proxy measure for income) was below average (though not the lowest). This supports the validity of the relationship: where there are lower incomes, there are higher rates of undernutrition and *vice versa*.

A possible explanation for the weakness of this link between income and nutritional status as found by Penders, Staatz and Tefft is that only around half of what is purchased by a given household is food and food-related products (EBSAN, 2009). Generally, the poorest families nevertheless purchase food in the market often, resulting in an incredibly undiversified diet (Save the Children, 2009). Therefore, the ability of higher incomes to improve nutritional status, even if just slightly, lies most likely in the improvement of diet diversity where nutritious food is available.

While agricultural development can improve the health and nutrition of children, to the extent that it increases production and raises income, neither of these effects is sufficient to bring noticeable improvement. Therefore,

agricultural growth is a necessary but insufficient means of improving nutritional status. The pattern of agricultural growth is critical in determining its impact on child undernutrition. Evidence from Mali suggests that this pattern is a function of, *inter alia* family structure, intra-household control of resources, level of nutritional knowledge of the population (particularly of mothers and grandmothers), and the effectiveness of the community in tapping of some of the agricultural growth to finance investments in health centers and schools (Tefft and Kelly, 2004).

The correlation between income growth and nutrition can be strengthened through improved health and community infrastructure and organization. Health centers are the logical entities to sponsor educational programs for each household's primary caregivers with programs that highlight sanitation, breastfeeding, and general nutritional practices. While health centers can initially be donor-funded, to be sustainable they must be (1) supported out of the increased rural incomes from agricultural development and (2) staffed by competent service providers specialized in nutrition. Supporting community-based organizations such as mutual insurance systems, savings and loans groups, early warning systems (including both nutritional and food security indicator tracking), and literacy centers can all improve the efficacy of health centers and their efforts in communication for behavior change in addition to the curative services they provide.

Empowerment of women will improve nutritional outcomes in Mali. Even if households have the means to produce or purchase food, children's dietary intake is ultimately determined by the primary caregiver's desire and ability to meet these nutritional needs. Research has shown that women perform this role better than men, who are less likely to spend additional income on increased food consumption for children (Diskin, 1994; Pierre-Louis, 2007). In many cases, even income that is directly paid to women ends up in the control of their husbands. Programs that promote gender equality will work to give women a

stronger voice in household spending habits which will, in turn, result in a greater share of the household budget devoted to food consumption. There is no reason to believe that encouraging a woman to seek income and become involved in decision-making will negatively impact her ability to care for her children. In the context of extended families and sibling childcare, maternal income-generating activities and child's health and nutritional status are positively correlated in Mali (Pierre-Louis, 2007).

Undernutrition in Mali is nuanced and the determinants of adequate nutritional status include a variety of factors: geography (available natural resources), livelihood, socio-economic status, maternal control of income, maternal educational status, family structure, feeding practices, and consumption taboos in addition to the degree of production, accessibility and proper utilization of diverse and nutritious foods. Interventions under GHFSI will need to take into account the diverse influences on food and nutrition security in Mali. Integrating the increase of rural incomes to reduce poverty with women in a central role of producing and assuring the consumption of a balanced diet combined with communication strategies and alternative means for the delivery of services may be the formula for improving nutritional outcomes of Malians.

## 4. CORE INVESTMENT AREAS

The current AEG Program strategy is to reduce poverty and accelerate economic growth, a strategy that is consistent with the GHFSI objectives as finalized in March 2010. Overall, AEG focuses on reducing poverty through an integrated set of interventions designed to increase agricultural productivity, employment, and incomes.

The proposed investments will solidify past USAID efforts to enhance agriculture productivity, promote agribusiness



development, reduce poverty, and stimulate overall economic growth. The Mission's strategic approach is highly consistent with the goals and objectives of the CAADP process and Mali's National Agricultural and Rural Development strategy.

Increasing incomes and thus reducing rural poverty among the ultimate beneficiaries will be achieved by improving, diversifying, and extending sustainable agriculture, improving natural resource management and biodiversity in key geographic areas and developing and strengthening markets, including increased regional and international trade. The current program works across rural areas in Mali to nurture the growth of key agricultural staple grain value chains and support agro-enterprises. Both areas of support are important for expanding Mali's growth and trade potential. Furthermore, as noted in the previous section, despite efforts to foster an enabling environment for trade, increased production leads to increased consumption, which would in turn lead to improved nutritional outcomes (Fogel 1991, 1994). The AEG program also targets poorer segments of the population in the most vulnerable areas to create the growth dynamic that is necessary to integrate them into the development process.

While activities are implemented countrywide, the emphasis is on several underserved geographic areas in which activities are targeted to rural families with the potential to profitably expand the production and sale of agricultural commodities in domestic and regional markets by the introduction of new technologies, skills, and opportunities. Since 2003, Mali has been a key country program implementing the Initiative to End Hunger in Africa (IEHA). The goals of IEHA—linking smallholder farmers to markets—are also consistent with and parallel to the AEG strategy and the four core investment areas of the GHFSI.

#### **4.1. CORE AREAS**

FY 2010 funding will allow the AEG program to further expand implementation in several areas. A key implementing approach of the program is

the use of a value chain framework as a way for implementing partners to analyze, organize, and develop interventions in support of commodity sub-sector expansion. Specific descriptions of the current and proposed investments for FY 2010 in the four GHFSI investment areas are:

##### **4.1.1. Increased Agricultural Productivity**

Increasing Mali's agricultural productivity is fundamental for improving overall food production, food security, and agricultural competitiveness in the region. The program will continue and expand support to applied research, irrigation sector development, natural resource management, and capacity building for farmer organizations and government technical agencies.

**Applied Research:** Applied research efforts on new crop varieties carried out by the National Agricultural Research Service will be expanded in collaboration with various technical assistance providers. The rapid technology transfer to appropriate producer groups reinforces the efforts undertaken in research.

**Irrigation development:** Irrigation sector development will be supported throughout the country, with a strong focus on the more arid areas of northern Mali and the *bas fonds* areas of southern Mali where women grow rice and vegetables. Implementation/collaboration with the government's *Initiative Riz* program will create expanded irrigation and rice production capacity at the national level and simultaneously improve commercialization.

**Natural Resource Management (NRM):** Over the past two decades, USAID programs and initiatives have developed the basis for protecting natural resources where appropriate. It is commonly known that food security is not sustainable without maintenance of the natural resources base. The proposed investment will foster the development of linked environmental/NRM objectives: conservation, governance, and productivity with the Community Based Natural Resource Management (CBNRM) approach.

Programs will work toward ensuring sustainable natural resource management to improve soil fertility while maintaining forest and pasture resources. The agricultural extension capacity of the GOM will be strengthened to improve resource management with assistance in creating integrated pest management packages.

Successful implementation and long-term sustainability of market-led agricultural production will largely depend on the use of best practices in natural resources management. The beneficiaries of the interventions will be various categories of the population directly or indirectly involved in the agricultural development activities. A particular focus will remain on women and vulnerable populations.

Marginalized groups of women, men and youth will be empowered through participation in decision-making and CBNRM activities designed to increase income and access to resources (land, credit, water, etc.) at the local levels. The communities need to draw income from natural resources and be fully empowered for their control and management in order to protect the environment by adopting best practices. Strengthening indigenous expertise and addressing the objectives of other initiatives such as Global Climate Change, clean energy, and biodiversity will be among the NRM priorities for programming.

**Capacity Building:** Farmer organizations will be strengthened through training and extension in the use of new crop varieties, multiplication of improved seed, the development of input distribution systems, and building private investment and business capacity. Technical agencies of the GOM will be strengthened to increase their service provision to rural populations.

Achieving these objectives will require additional investments in production technologies that not only increase yields, but also improve soil productivity and increase rainfall-use efficiency, particularly under greater climate variability. The investments will develop

mechanisms that ensure a logical flow of new and adapted technologies, including biotechnology, in compliance with local regulations.

The adoption of new and adapted technologies generated from past investments in Mali's agricultural research program will continue to be key to raising the agricultural productivity necessary for increased production and incomes while, at the same time, guaranteeing improved food security. Efforts will be made to strengthen the capacities of Malian institutions and private sector entities to deliver inputs and improved seed varieties. Mali's agricultural extension system is weak, due in part to insufficient GOM support, poor agricultural education, and the general neglect of the system over the years. The Mission will work to strengthen extension services in a sustainable manner in order to capitalize on technological developments.

#### **4.1.2. Reduced Trade and Transport Barriers**

Increasing market access and expanded trade opportunities within the region for farmers, including the very poor, will be important to creating new opportunities for income growth and helping to put vulnerable populations on a path to sustainable development.

**Value Chain Development:** The program will continue and expand support to value chain development to increase the competitiveness of selected staple and high-value commodity sub-sectors and increase farmer and small-scale agro-entrepreneur access to value-added small-scale agro-processing technologies. Other value chain investments will include increasing access to finance for producer groups and agribusinesses in selected value chains, and training in business and investment management.

**Regional Trade Promotion:** The program will work with the regional economic community and other trade policy-making authorities to improve trade and customs policies, and policy enforcement will be

expanded. The Mission will work to establish improved seed standards across the region and will collaborate across the region and with international authorities to strengthen food quality standards and safety. New collaboration will result in activities to improve efficiencies along the Bamako – Dakar trade and transport corridor.

#### **4.1.3. Promote Sound Market-Based Principles for Agriculture**

Agricultural market development is a cross-cutting theme throughout the AEG program with a value chain framework as the guiding analytical and implementation tool. Additionally, establishing the necessary enabling environment for marketing and trade in Mali and the region will be the key to success.

**Policy Development Capacity:** The program will expand support to strengthen the analytical capacity within key Malian and regional institutions to

- Inform policy development in trade, agriculture, economics, and food security;
- Strengthen the capacity within those Malian agencies responsible for “early warning” to better monitor agricultural markets and food deficit situations; and
- Strengthen capacities for policy advocacy working with farmer organizations and other private sector groups.

**Support to the CAADP Process:** The Mission will undertake an analysis to support Mali’s efforts to develop an agricultural investment plan consistent with the spirit and intent of its CAADP Compact. Capacity for expertise in economic analysis, agribusiness, and trade is weak, and under FY 2009 GFSR funding, a new program was launched. Past Mission efforts have led to the development of technical and professional capacity in many of these areas. The introduction of these programs will not only strengthen the capacity of the technical staff but will also enable the emergence of a new generation of highly qualified agro-entrepreneurs necessary for the growth of

private investments in agricultural-related enterprises.

Efforts under agricultural trade will further seek to assist Mali in creating a supportive policy environment for trade expansion and in providing technical and managerial training to agro entrepreneurs (including women) and selected government units in order to open new market opportunities at all levels. The policy environment for trade development in Mali, and even in the sub-region, is still a constraint to the efficient movement of goods across borders. Continued attempts to improve application and enforcement of ECOWAS and West African Economic and Monetary Union (WAEMU) trade conventions are necessary. With FY 2009 supplemental funds, the Mission expanded its work to improve the business environment, including improved investment promotion.

In addition to capacity building, good governance principles need to be a priority for establishing a transparent business environment. Transparency allows for private and civil society discussions on economic policy. Sound and appropriate activities linking Malian products to regional and global markets are prerequisite for production and export infrastructure development.

#### **4.2. ACCELERATE THE PARTICIPATION OF THE VERY POOR IN RURAL GROWTH**

The smallholder is the focus of the Mission’s program and efforts must continue to integrate vulnerable population groups, including those considered very poor, into the sustainable development process. The program will continue and expand support to several areas toward this objective.

**Reduce Agricultural/Food Risk:** The Mission will work with the GOM Famine Early Warning System (*Système d’Alert Précoce*) and the Ministry of Agriculture in underserved areas where populations are more vulnerable to food shocks. Through value chain development and improvements in agricultural productivity of



basic staple foods such as sorghum, millet, and rice, implementation of already developed food security plans for vulnerable communes, and increasing capacities for agro-pastoral groups for improving animal health and nutrition to enhance household livestock assets, will all contribute to a more food secure population.

#### **Improve the Impact of Food Aid**

**Programs:** In collaboration with the Food for Peace programs in Mali, The Mission will provide guidance to NGO partners to ensure implementation of Multi-Year Assistance Program (MYAP) programming is consistent with and incorporated into overall strategy.

#### **Support Women's Economic**

**Opportunities:** Programs will be developed to extend productive activities to women's groups that enable them to more actively participate in development initiatives. Appropriate and specific programs will be developed to target the needs of the very poor women.

**Improve Nutrition Outcomes:** Efforts with the USAID Health Team and other partners to improve nutrition will include the promotion of more nutritious food crops, fortified products and improved processing technologies, and the development of communication for behavior change in nutrition programming. A multi-tiered approach will be undertaken to involve as large a team as possible to look at new ways of approaching the situation of undernutrition in Mali.

### **4.3. AFRICAN PRIORITIES**

The investment opportunities outlined in this Implementation Plan are based largely on the many external and government studies of Mali's agricultural and value-added sub-sector, including the Agricultural Sector Assessment (2002), the Poverty Reduction Strategy Program (PRSP) framework (2001, 2005, 2008), the rural sector development strategy (2007-08), the CAADP process (on-going since 2004), the National Program for Agricultural Investment, and the National Program for Food Security.

The Mission's AEG programming is tailored to align with these GOM-adopted strategies and to foster economic growth, reduce poverty, and improve the standard of living of the rural populations in selected areas of Mali. FY 2010 funding will continue to support the AEG program as it works closely with multiple Malian counterparts and institutions to further Mali's strategic initiatives. In particular, the Mission is working collaboratively as an active participant with other major donors toward the national development of a sector-wide approach in agricultural development.

The Mission, with other donors and partners, continues to support Mali's efforts to develop an agricultural sector investment plan in accordance with the CAADP process. It is anticipated that investment priorities determined in the course of the CAADP process will be supported with future year funding.

The Mission has traditionally supported the strengthening of Malian public and private human and institutional capacities for implementing agricultural development programs and pursuing investments. This approach will expand under increased funding. The initiative will support the development of a new curriculum in economics and agricultural economics at the University of Bamako and will be closely coordinated with the Cochran Fellowship Program, which will train 20 participants in 2010. In 2009, 5 students began long-term training and another 10 will begin in 2010. By 2011, it is anticipated that USAID will support 25 students for long-term agricultural training.

### **4.4. HOW AREAS BUILD ON EARLIER INVESTMENTS**

USAID has a long history of support to agricultural sector development and has been an important development partner in guiding Mali through much human, institutional, and policy development. Notable achievements include:

- Support to the National Agricultural Research Service and the nurturing of strong linkages to U.S. land grant and historically black universities that continue to endure even in years of drastically cut budgets;
- A more transparent and efficient grain marketing system—which serves as the basis for making sound judgments in the face of production shortfalls or crises occur—through development of an innovative and now institutionalized national Market Information Service;
- Greatly improved food security and trade from direction on the liberalization process of grain markets in Mali; and more recently; and
- Development of community-led, community-implemented food security plans and introducing innovations in value chain development for improving market access.

The current AEG strategy builds on two previous strategic efforts to promote market and value chain development to expand the income earning capacities of farmers and agro-entrepreneurs. Value chain analyses direct decision-making and continue to shape strategies and AEG has developed an excellent understanding of gaps and structural blockages facing targeted value chains and the ultimate beneficiaries. Program elements have been designed to address these challenges within AEG manageable interests and funding levels.

Under the current strategy, the program continues to provide important policy guidance, particularly in the development of market and food security analytical capacity and policy formulation and in advancing the CAADP process in Mali. The Mission continues to press forward research and technology transfer on key commodities, which in turn link to the national agricultural extension system to ensure dissemination of the state-of-the-art technologies. The United States has and continues to develop state-of-the-art technologies in agricultural science combined

with dynamic training and collaboration with Malian partners. Practical and transferable technologies in livestock, integrated pest management, fisheries, sorghum, millet, and other grains fundamentally enhance results in these areas. These efforts have also been vital in training the current and future agricultural scientists needed to continue Mali's advancement in the sector.

#### **4.5. GLOBAL CLIMATE CHANGE**

In 2008, the Mission participated in a pilot effort to analyze how adaptation to climate change can be factored into activity design. Mali has achieved much success over the years with natural resources management programs and has demonstrated positive impacts of sound environmental management on agricultural productivity. This will enable a better understanding of the effects of greater climatic variability on the Sahelian eco-system and how mitigation efforts can be enhanced and mainstreamed in all relevant activities.

The Mission will develop components for the natural resource management and agricultural programs that address adaptation to climate change. As a Sahelian country, Mali is in a vulnerable and fragile geographic position. USAID will include analysis and adaptation components in existing programs to address the issue. Activities that support adaptation programs have already conducted or will conduct a climate vulnerability and adaptation analysis building on existing analyses and assessments.

The Mission has long worked with the Ministry of the Environment and the Ministry of Agriculture and recently worked with them to prepare for and participate in the UN Climate Change Conference in Copenhagen. It is worth noting the Mali is one of the original signatories to the Copenhagen Accord.

In addition to ensuring that all of the current activities have adaptation components, new programs are under development for FY 2010.

**Capacity Development in Forestry:** A reforestation program will be launched during FY 2010 and will focus not only on rebuilding and reforesting the target area, but, because the principle partner will be the national and regional offices of the Ministry of Agriculture and the Ministry of the Environment as well as relevant extension personnel, will also focus on developing long lasting capacity to strengthen the institutional framework.

**Capacity Development in Global Climate Change Analysis:** The government of Mali is developing a comprehensive plan for adaptation and mitigation in Mali. USAID will continue to help streamline the focus of the GOM on the most appropriate interventions, and will also support development of monitoring and oversight of the meteorological service (housed in the Ministry of Equipment and Transport).

#### **4.6. LINK TO FOREIGN ASSISTANCE FRAMEWORK**

The convergent GHFSI and AEG objectives provide strong linkages and coherence with the Foreign Assistance Framework. The AEG strategy tracks Economic Growth (EG) Objectives, Program Areas, Elements, and IEHA indicators as part of the program's Performance Management Plan (PMP). These EG Program Elements are:

- Trade and Investment Enabling Environment (EG 2.1);
- Trade and Investment Capacity (EG 2.2);
- Financial Sector Capacity (EG 3.1);
- Agriculture Enabling Environment (EG 5.1);
- Agriculture Sector Productivity (EG 5.2);
- Private Sector Capacity (EG 6.2);
- Natural Resources and Biodiversity (EG 8.1); and,
- Clean Productive Environment (EG 8.2)

Thus, the four core investment areas of the GHFSI are fully embedded in and linked to the Foreign Assistance Framework and results will be tracked as implementation progresses.

## **5. FY 2010 RESULTS/INDICATORS/TARGETS**

The Mission's AEG program has a very thorough and detailed presentation of indicators and result targets in its Performance Management Plan (PMP). The PMP was prepared in September 2008, expanded in 2009 in response to the Global Food Security Response Bridge Supplemental funding and further revised to address the GHFSI. The AEG program is already implementing activities working towards GHFSI core investment areas can fully account and track results. The results presented here are the overall general results expected to be achieved in the course of implementation and provide an impression of the magnitude of impacts sought.

### **5.1. INCREASED AGRICULTURAL PRODUCTIVITY**

Malian farmers in many regions and communes continue to struggle with low yields and poor access to markets. Support under this investment area will include improved technology and input development, producer organization capacity strengthening, improved natural resources management, irrigation sector development, and technical and management capacity building within GOM technical agencies. Under the second year of increased funding under the GHFSI program, the Mission anticipates that 50,000 rural households will increase their agricultural productivity, directly and indirectly benefiting five million people in Mali through the availability of increased supplies of staple food grains. As Mali moves towards adopting the sector-wide approach, it is expected the results could double over five years.

### **5.2. INCREASED TRADE AND REDUCED TRANSPORT BARRIERS**

Regional trade in food staples will be increased under this area by improving the operation of key regional trade and transport corridors,

improving markets structures, developing important agricultural value chains, increasing financial resources for agro-entrepreneurs, and improving regional trade policies. The Mission anticipates that trade in targeted agricultural products will increase by 50% over current levels during the course of the program. A key trade route is the Bamako – Dakar corridor. In 2009 a program was initiated to substantively enhance cross-border trade between the two countries.

### 5.3. PROMOTE SOUND MARKET-BASED PRINCIPLES

Sound agricultural and economic policies are necessary to support the growth of domestic and regional markets. Investments in this area

will increase analytical capacity for pursuing a supportive policy environment, further work with farmer organizations and other private sector groups to promote advocacy capabilities, and support and expand planning and early warning systems to monitor agricultural markets and the overall food situation. The Mission anticipates that through consultative processes with program partners and counterparts, at least 50 private sector groups will be capable of analysis and advocacy for policy changes. Additionally, improved customs procedures in accordance with internationally accepted standards will be adopted by ECOWAS and improved regulatory and legal systems will to facilitate trade of Malian commodities.

**Table 1: Anticipated Results – GHFSI for Mali (Illustrative)**

Results	Targets 2010
<b>Increased agricultural productivity</b>	
Number of additional hectares under improved technologies or management practices as a result of USG assistance/Adoption: Area (hectares) under new technology	20,000
Number of rural households benefitting directly from USG interventions	50,000
Number of producers organizations, water users associations, trade and business associations, and community-based organizations (CBOs) receiving USG assistance	500
Number of individuals who have received USG-supported short-term agricultural sector productivity training/Male attendance at ST training; Female attendance at ST training on agricultural sector productivity	6,500
Number of farmers who have adopted new technologies/practices	25,000
<b>Increased trade and reduced transport barriers</b>	
Number of agriculture-related firms benefitting directly from USG-supported interventions	500
Percent change in value of intra-regional exports of targeted agricultural commodities as a result of USG assistance/ Intra-Regional Trade	25%
Percent change in value of international exports of targeted agricultural commodities as a result of USG assistance/International Trade.	20%
<b>Sound market-based principals promoted</b>	
Number of customs harmonization procedures implemented in accordance with internationally accepted standards as a result of USG assistance	4
Number of consultative processes with private sector as a result of USG assistance	5
Number of participants in trade and investment trainings	120
Number of trade and investment diagnostics conducted	5
<b>Participation of the very poor in rural growth is accelerated</b>	
Number of vulnerable households benefitting directly from USG assistance.	25,000
Number of women's organizations/associations assisted as a result of USG intervention.	50
Percent change in value of purchases from smallholders of targeted commodities as a result of USG assistance.	30%

#### 5.4. ACCELERATE THE PARTICIPATION OF THE VERY POOR IN RURAL GROWTH

In Mali, 68% of the population is classified as poor and about 55% can be classified as very poor. The AEG program currently works in under-served areas, where many vulnerable populations live, to promote value chain development and market access to enable these populations to be put on a path towards sustainable development. Investments in this area will work to improve productivity of staple crops and link to value chains and other economic opportunities, develop food security plans and safety nets for vulnerable communes, improve the sustainable use of marginal lands, extend productive activities to women's groups to help them participate in productive activities, and work to improve nutrition in targeted areas. The Mission anticipates that 20,000 very poor rural households will be involved in productive and profitable activities that will directly and indirectly benefit about 2,000,000 people in all eight regions of Mali.

## 6. KEY ISSUES AND ANALYTICAL ACTIVITIES LOOKING TOWARD FY 2011

It is well known that agriculture is a principal driver of Mali's economic performance. Agriculture generally represents about 45% of total GDP but its influence through forward and backward linkages goes far beyond that.

Achieving higher and more consistent economic growth requires sustained, stable agricultural growth. Generally, investments that increase productivity in basic production improve infrastructure, help establish the pre-conditions for success of a market economy, and target export activities will have the highest payoffs in economic growth and poverty reduction.

To this end, the USAID investment hypothesis for Mali's agricultural sector is that, if productivity and incomes are increased, it is very likely that about 80% of the population who are dependent on this sector will have better access to food and basic social services. To achieve these results in the near future, four issues must be addressed: (1) productivity must be increased through a strategic focus that reduces production risks associated with erratic rainfall and poor access to improved agricultural technologies and techniques, including environmentally-sound practices; (2) incomes must be increased through expanded market and trade opportunities and trade capacity of agribusinesses; (3) the adoption of agricultural technologies and access to new markets must be facilitated by expanding access to rural finance for farmers and rural agro-entrepreneurs; and (4) the quality and understanding of improved nutritional practices (from what to produce to how to prepare it and to whom it should be fed) are mainstreamed through communication and other strategies. Based on these assumptions, anticipated results of the current AEG program include the following.

- Increased availability and accessibility to food;
- Improved nutritional outcomes across all populations in Mali;
- Increased productivity of land and water;<sup>5</sup>
- Increased participation of communities in the management of their natural resources;
- Increased income of farmers; and
- Increased employment for rural and urban youth in targeted areas.

The final component integrates structural food security planning throughout Mali, which cuts across the above components. Continued support for strengthening local development plans originating from village level through the communes up to the national level will play a

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<sup>5</sup> Approximately 30% of the land in Mali is arable and of this amount, it is estimated that 7% is irrigated. (UN/FAO and GOM).



vital role for market-based food security development and help strengthen local governance.

### 6.1. TRANSITION TO 2011

Looking forward to FY 2011 and the anticipated appropriation of additional funding for the GHFSI during FY 2010, the Mission is already positioning the program for expansion and will investigate additional investment options and analytical needs to identify future areas consistent with the GHFSI. For FY 2010, the Mission will reconcile and align current program elements and investments.

The Mission is prepared to move forward with the following investments for scaling up the program as it moves through 2010 and into 2011:

- Expanded assistance for rice marketing;
- Additional support to the sorghum, millet, and wheat value chains, with an emphasis on seed multiplication and post-harvest processing;
- Expanded assistance to the livestock sector, including the livestock feed industry, livestock health, and market information, as well as the development of small ruminants and poultry;
- Broad-based human and institutional capacity-building support to the Ministries of Agriculture and Livestock, important NGOs, and the private sector to increase management and technical capacities in agriculture, soil and water, and livestock programs to accommodate GHFSI-expanded development activities;
- Development of a new curriculum at Mali's school of agriculture;
- Strengthened partnerships to continue work on improved seed production, multiplication, and the commercial development of input distribution; and
- Subject to further analysis, design of new interventions for improving nutrition including a communications strategy, possible biotechnology research for

fortification purposes, and health-based interventions.

### 6.2. ANALYTICAL GAPS

Currently, the Mission has identified the need for further analysis in nutrition, adult literacy, the dynamics of rural poverty, and in climate change to inform future GHFSI implementation.

**Nutrition:** Childhood undernutrition throughout Mali continues to present complex challenges for the GOM and the donor community. Most analyses to date indicate that poor feeding practices and not understanding the consequences of undernutrition, even in areas of high economic growth, are the cause of most acute and chronic cases of undernutrition. Other factors influencing nutrition include the mother's level of education, family structure, and the household income controlled by the mother to purchase food. The Mission is currently expanding the analyses required to better understand the multiple factors influencing nutritional status in order to design appropriate interventions and will work with other donors to identify current and possible future programming. A broad-based approach will address undernutrition for the most vulnerable women and children.

**Poverty:** While the current AEG program targets many of the poorer areas of Mali, the Mission feels that more needs to be done to better understand the coping and asset management strategies of the poor in order to design effective income growth interventions. A key element will be to better understand how programs can reduce the vulnerable period of the year when families are faced with food shortages by connecting them with productive value chains and markets. There is also need for a better understanding of isolated communities and how to reach people with income growth programs.

**Infrastructure:** The Mission anticipates scaling up agricultural infrastructure based on the initial efforts and studies completed in FY 2009 and FY 2010. Additional planning and analytical assessments will incorporate

information from the first year of expanded work under the GHFSI and will be informed based on additional input from areas newly incorporated in the value chain work. Feeder roads and appropriate irrigation technologies will be reviewed.

**Accessing Information and Information Systems:** Additional assessments will be conducted to determine how information can best be made fully accessible to multiple populations, particularly through the internet and radio programming. Mali has the greatest number of radio stations on the African continent and a strong market information system, but information is not always available or adequate. Designs will take account of existing regional and national opportunities for information dissemination.

**Climate Change:** In 2008 the Mission participated in a pilot effort to analyze how adaptation to climate change can be factored into activity design. An additional assessment will be undertaken to identify the main climate change vulnerabilities and adaptation challenges that Mali faces, the interventions, tools and program activities that can be prioritized, and the ways that the Mission can best coordinate with and leverage the efforts of other donors and the GOM to address adaptation challenges. This will enable the Mission to enhance and mainstream programs to address and integrate mitigation efforts in all relevant activities.

### **6.3. INTEGRATION OF PL480 PROGRAMS**

Several NGOs are currently implementing MYAPs in Mali, managed as part of the economic growth portfolio of the Mission. The MYAP goals and objectives are highly convergent with the economic growth program with a focus on increasing the productivity of rice, sorghum, millet, and wheat. The programs reach approximately 150,000 beneficiaries including producers, caregivers of children under five, nursing women, and vulnerable communities. With respect to nutrition, the programs focuses on developing cohesive behavior-change strategies for improved

nutrition and feeding practices at the household, community and health systems levels. The programs also support complementary feeding for severe and moderate cases of acute malnutrition. The programs are consistent in strategic focus with the economic growth program and will continue to work toward the objectives of the GHFSI. The Mission is working to ensure market-based food security is at the center of Public Law 480 (P.L. 480) programs. Additionally, the livelihoods approach used by P.L. 480 will help guide other economic growth programming to address the needs of some of the most vulnerable populations in Mali. The USAID Food for Peace office remains committed to better integrating the Title II program with other Agency programs and the Mission was granted a program for the first time in 2008.

## **7. PARTNERSHIP PLAN**

### **7.1. USG INTERAGENCY CONSULTATION AND COORDINATION**

While USAID has been the principal leader in development programming, other USG agencies manage development assistance and will collaborate directly in food security programming and implementation. Under the initial GFSR FY2009 supplemental funding, the US Peace Corps designed and is implementing a four-year program funded by USAID. The program responds to a wide range of needs relating to market-based food security in agriculture and natural resources management linked to small business development. The AEG program is currently collaborating with the Department of Defense on the construction of food storage/warehouse facilities in some of the more remote areas of Mali. In collaboration with the Department of Commerce, support for Intellectual Property Rights specifically relating to agriculture will expand in 2010.

The USDA coordinates multiple programs and technical assistance with the Mission. In 2009, a

focus on developing and deepening capacity in agricultural-related fields was ongoing. In FY2010 programs will be developed and launched with the Forest Service and the Animal and Plant Health Inspection Service. These programs will not only bring in additional USG agencies but will focus on building the capacity of government agencies in Mali in addition to the targeting of the principle beneficiaries. The Overseas Private Investment Corporation (OPIC) and the Trade Development Agency have initiated short and medium-term projects in investment feasibility studies and holding an investment promotion conference. The State Department (through the International Visitor's program, speakers, and media outreach) supports agriculture, food security and other related programs in support of economic growth.

The Millennium Challenge Corporation (MCC) is investing \$234 million over five years in agricultural development for economic growth and poverty reduction in Mali. MCC interventions in the Alatona area of the Office du Niger zone in Segou Region, where many donors are active, are unique to Mali in terms of integrated agricultural/rural development activities and the focus on the empowerment of poor smallholder farmers. The MCC model of agricultural-based economic growth under the Alatona irrigation project not only builds the key infrastructure needed to create the pre-conditions for a successful agricultural production, but also focuses on farmers' training, technology transfer, institution building, access to financial services, policy reform, and the promotion of basic health, nutrition and education services. USAID is collaborating with the MCC on an input supply program in fertilizer and seeds.

Additional steps to be taken for the implementation of the GHFSI are as follows:

- Based on the West Africa rice value-chain study, explore further areas of collaboration with the MCC on rice processing and marketing in the "Office du Niger".

- Request assistance from the Animal and Plant Inspection Service (APHIS) representative based in Senegal to review the AEG program, identify areas of possible collaboration, and design a veterinary training program.
- Continue working closely with the Peace Corps to discern lessons learned in how improving natural resources management and food security can facilitate small business development.
- Meet with other USG agencies present in Mali to determine additional areas of mutual support.
- Coordinate with MCC on potential collaboration in support of policy reform efforts.

## 7.2. CONSULTATION AND COORDINATION WITH GOVERNMENT

Over many years, the USG through the Mission has established a solid partnership with ministries and relevant technical agencies for program implementation. The Ministry of Agriculture, Ministry of Livestock and Fisheries, Ministry of Industry and Commerce, and Ministry of Environment have all been involved in USAID strategy design, program development, and specific activity implementation. This is notable particularly in the agricultural sector, as USAID has had a long history of support for sector development.

Successful implementation of the GHFSI will be accomplished following an expanded and diversified effort with the same ministries, with the Ministry of Agriculture as the lead partner. The GOM has multiple strategies to promote agricultural food security, and the USG has been a participant in the consultative processes for their formulation and implementation. The coordination of implementation efforts will be done in concert with the following GOM strategies and partners.

- Program for Agricultural Sector Adjustment, which leads the development of institutional policy in support of



economic growth through agricultural development and food security.

- Program for Support to Agricultural Sector and Farmer Organizations, which promotes increases in rural income and livelihoods through increased production and productivity, improving food security, protecting the natural resource base, and support to vulnerable populations, including youth and women.
- National Program for Agricultural Research, which builds the linkages between research and farmers to improve crop productivity.
- Special Program for Food Security is an FAO initiative for technology transfer to large farmer groups for improving production and food security.
- National Program for Food Security is a framework of reference for improving the efficiency of mechanisms for planning for and managing periodic food crises to ensure structural food security.
- National Program for Rural Infrastructure provides support for irrigation development and rural roads construction.
- Poverty Reduction Strategy Paper is the GOM's general reference to programs intended to reduce poverty.
- Master Plan for Rural Development is a base plan supporting CAADP including the plan de passage.
- Agriculture Orientation Law is the GOM's reference for initiatives and interventions in the rural sector.

Next steps for coordinating the implementation of the GHFSI with the GOM are to continue working with the GHFSI Coordinating Committee on the implementation of the GHFSI FY 2010 to discuss successes, problems, and determine the necessary solutions and readjustments for addressing issues as they arise; and to work with the Statistical and Planning Offices of the relevant ministries in concert with other donor efforts focused on economic growth and poverty reduction in the rural sector to track key indicators. The

CAADP will guide the concerted efforts of the donors and the government.

### **7.3. MULTILATERAL AND BILATERAL DONOR CONSULTATION AND COORDINATION**

The principal multilateral partners in Mali are the WFP, FAO, and the Investment Climate Advisory Service (ICAS) of the World Bank. USAID has long been involved in donor coordination for food security planning, going back to the early 1980s when the Grain Market Restructuring Program was established and continues to this day. The WFP is the coordinator of the program with USAID as the principal donor partner.

USAID continues to work with the ICAS in Investment Climate and Business Reform process for increasing the depth and breadth of GHFSI investments. While best known for the "Doing Business Indicators", the program works to reduce barriers to trade, particularly those most likely to impede agricultural productivity. The Mission will also seek other multilateral partnerships for collaborative implementation of the GHFSI as other donor programs are developed.

### **7.4. CIVIL SOCIETY AND PRIVATE SECTOR CONSULTATION AND COORDINATION**

The Mission routinely meets with private sector representatives and key agro-industrial leaders through forums organized by the Ministry of Industry and Commerce. These same representatives are included in consultations on the various planning and strategy efforts undertaken by the GOM, in particular the Ministry of Agriculture that has served to inform the CAADP process. A key target in these overall consultations is the involvement of farmer organizations. Farmer organizations are the targets for various training activities and, in the past, have received training in policy advocacy to give them a more credible voice in lobbying for improved agricultural policies. Additionally, the AEG program has assisted

many rural communes in developing food security plans, which entailed consultations to determine best strategies for dealing with periodic food insecurity.

## **8. FY 2010 CAPACITY BUILDING PLAN**

### **8.1. POTENTIAL PARTNERS**

Through its economic growth programming, the Mission has been instrumental in institutional capacity development over many years. This capacity development has been targeted at strengthening the ability of GOM partners, technical agents, producers and traders associations and private institutions to implement programs effectively while focusing on lessening reliance on external assistance or expatriate technical assistance.

Specific activities concentrated mainly on training, technology transfer and technical assistance. Working with US universities is essential for technology transfer, training and assistance in livestock, aquaculture and fisheries, millet/sorghum and related human resources management. Through the implementation of this strategy, additional participants from Mali will be identified for higher education training in US universities in agriculture and agribusiness development, natural resources management and environment, livestock, fisheries and other relevant fields. USAID/Mali will have 25 long-term training participants in the United States by the end of 2010.

Technical assistance will be provided to local communities and institutions to further develop and implement food security strategies. This will be largely accomplished through joint programming with the Mission Governance Team program in decentralization. Efforts will also be made to

- Build the capacity of agriculture-related enterprises in the target regions of rural

Mali to increase producers' access to inputs and equipment;

- Effectively secure the market demands for productivity enhancement;
- Provide business development training, with the intention of increasing agricultural export potential; and
- Increase access to the necessary financial services for more sustainability.

Based on the many years of successful partnership between USAID and the Government of Mali through the ministries of Agriculture, Livestock and Fisheries, Environment, Economy and Finance, Industry, Investments and Commerce, Malians of Abroad and African Integration, Tourism, Education and Foreign Affairs, USAID intends to intensify and solidify the capacity for reduced reliance on assistance. The technical agencies and their staffs are the target beneficiaries under the implementation of this strategy.

### **8.2. POTENTIAL TRAINING MECHANISMS**

Training mechanisms will include long- and short-term training in the US and other countries. The AEG program will work with existing partners to identify appropriate training opportunities. The Mission support to the national agricultural university will improve curricula and also serve as a resource for capacity building. A program is currently under development to further help the university to design a model farm for training and outreach for students and farmers and to serve as a way of supporting agricultural programs at the university.

## 9. MANAGEMENT PLAN

### 9.1. WHOLE-OF-GOVERNMENT APPROACH

#### 9.1.1. Coordination Structure

The Mission is the lead USG agency for the programming and implementation of the GHFSI in Mali. Currently, the other USG agencies resident in Mali are the Department of State, Department of Defense (DOD), MCC, Centers for Disease Control, and the National Institute of Health. The Mission maintains dialogue with all these USG partners and has collaborated with several of these agencies in the past and will continue to further the reach of GHFSI funding as opportunities present themselves.

The Mission routinely interacts with resident officials of the US Embassy to keep them abreast of current programming initiatives, and collaborates with State initiatives seeking increased US investment in Mali. The AEG program currently collaborates with the DOD for the implementation of certain anti-terrorism initiatives in some of the more remote areas of Mali, and with the MCC for developing rice production and marketing. The Mission has collaborated in the past with other USG agencies as with the activities of OPIC, Department of Commerce, and the Trade and Development Agency.

The USDA has expertise in the Animal and Plant Inspection Service (APHIS) based at USAID/Senegal, and the Mission will call on them for assistance on food safety issues and programs as needed. The Mission frequently draws on the USDA as a source of technical assistance in many areas and, where necessary, will also draw on assistance from USAID/W regional programs to assist in moving the program forward. Additionally, it will collaborate with other USAID bilateral missions, such as USAID/Senegal in developing trade and transportation corridors. The Mission continues to seek opportunities for collaboration when possible to bring to bear

the whole range of assistance offered by the USG and required to implement the program.

#### 9.1.2. GHFSI Diplomatic Strategy

Two main policy issues have the potential to hinder the effectiveness of the USG programs in Mali: land titling and application of trade policy. Land titling in Mali is not particularly troublesome, except in the agricultural sector where it is highly politicized and often inaccessible to women. Legal land titling also runs into complex traditional land rights claims. Collectively, USAID and the Department of State have the intention of integrating land titling assistance into its agricultural programs and are investigating opportunities for coordination with other donor partners.

To support the development of regional trade corridors, the Embassy Political/Economic Section (Pol/Econ) will work with USAID to identify West African Economic and Monetary Union internal tariff reductions that would assist Mali in expanding its ability to export excess production to neighboring countries as well as importing inputs at reduced global costs. USAID is already very active in regional monitoring of informal “duty” collections via roadblocks. Pol/Econ will also make efforts to bring informal roadblocks in Mali to the attention of the Malian ministries of Commerce and Finance. A lack of transparency in the application of customs rules and duties across borders in West Africa hinders the development of regional markets.

Efforts will be made to continue to work closely with the Embassy in Dakar on this issue as well as to bring it to the attention of the appropriate Mali authorities. Additionally, during the food security scare of 2007-2008, many countries closed their borders to exports in attempts to lower prices on agricultural products. This harms producers who cannot sell their production at prevailing market prices and encourages the development of black markets. In the event of price spikes at the local, regional, and/or international level, US Agencies will be proactive in encouraging the GOM to

keep its borders open for exports of local agricultural products.

## **9.2. REVIEW AND EVALUATION SCHEDULE**

Individual activity managers, the AEG Monitoring and Evaluation Specialist, and the AEG Team together will monitor GHFSI program activities throughout the year. Although performance data will be constantly reviewed for ongoing program management and policy dialogue, the most exhaustive and extensive performance monitoring against Operational Plan (The Foreign Assistance Framework) and IEHA Results Framework indicators will take place during the Performance Results Reporting (PRR) preparation. As the AEG Team and implementing partners are currently focused on impact reporting, now is the best time to reach consensus on progress and problems and design problem resolution strategies, and to reaffirm commitment to the goals and objectives of the GHFSI. The AEG team has periodic meetings where government partners meet with our contractors and grantees for an internal review and to enhance collaboration. These meetings are powerful mechanisms to enhance results.

The Mission uses performance information not only to assess AEG progress but also as the basis of its resource request for future years and to share knowledge and enhanced learning throughout the organization. The Mission submits a PRR on its performance against expected targets, which includes both successes and areas for improvement. The PRR is prepared in accordance with specific guidance for the year issued by the Agency. The mission will begin reporting on the GHFSI according to appropriate guidance and integrate its findings into other appropriate reporting databases.

A key element in reporting performance results will be the contribution of Implementing Partners. In particular, Annual Reports require descriptions and qualifications of progress against indicators. As the partners will be the

front-line implementers of GHFSI programming, their annual work plans lay out activities to be undertaken that will contribute to the overall achievement of results. The work plans will be reviewed by the AEG Team and details negotiated with partners to enhance performance and foster creating impact. Implementation of the work plans forms the basis for their annual reports. Contractors and other partners' annual reports will be prepared and submitted for review in the first quarter of the fiscal year to coincide with the Mission's overall PRR to AID/W. The implementing partners will provide most of the data required to report on performance and overall progress in achieving the goals and objectives of the GHFSI.

## **9.3. STAFFING REQUIREMENTS**

The Mission programming under the initial GFSR funding in FY 2009 will continue to expand in 2010. Currently, the AEG Team has one US direct hire (USDH) and a second position will be added as a deputy to the Team Leader, along with two junior USDH officers.

It is proposed to add nine new positions to manage and support the work under the GHFSI, with a potential three additional positions in 2011. The office was severely contracted during the "right sizing" exercise leaving three vacancies.

The emphasis on building local capacity in Mali for Malians and Malian institutions is a critical component of our programming and inherently requires more staff for oversight. The AEG Team will have four core groups with clusters of Foreign Service National (FSN) technical experts in the areas of agriculture productivity, markets, trade, and market-based food security. Currently, there are four people for these nine positions. The fourth area will be PL 480 programming and oversight. One Food for Peace expert joined the team in 2009 and in part focuses on coordinating the FFP programs with other work in the portfolio.