



**Governing Council
of the
United Nations
Development Programme**

Distr.
GENERAL

DP/CP/MLI/NOTE/4

23 April 1987

ENGLISH

ORIGINAL: ENGLISH/FRENCH

Thirty-fourth session
26 May-19 June 1987, New York
Item 5 (b) of the provisional agenda

PROGRAMME PLANNING

Country and intercountry programmes and projects

FOURTH COUNTRY PROGRAMME FOR MALI

Note by the Administrator

I. PROCESS OF THE PROGRAMMING EXERCISE

1. Preparation of the fourth country programme for Mali started officially in January 1986 with preparatory correspondence establishing a work programme and specific proposals regarding programming by objective. Working sessions began in February 1986 and continued twice a month. The note by the Resident Representative was drafted after many consultations with the representatives of agencies of the United Nations system based in Mali, major donors and programming missions of various funds or agencies of the United Nations system, such as the United Nations Capital Development Fund (UNCDF), the World Food Programme (WFP) and the United Nations Fund for Population Activities (UNFPA). The note was widely distributed both within the United Nations system and to the donors. Government reactions reflected agreement with the proposals outlined in the note, with their relevance in regard to national strategies and priorities, and with the recommendations for greater concentration of the United Nations Development Programme (UNDP) resources in support of the four objectives indicated. Constructive comments and proposals were also received from the International Labour Organisation (ILO) and the United Nations Educational, Scientific and Cultural Organization (UNESCO), as well as from donors such as the French Fund for Aid and Co-operation and the United States Agency for International Development.

2. Preparation of the country programme was facilitated through the extensive preparatory work for the second Round Table, which had taken place at Bamako from 2 to 5 December 1985, and which assisted the Government in refining and redefining certain of its development strategies.

3. In addition, inputs were available from sectoral and subsectoral studies carried out in 1986 by the World Bank, or jointly with the Bank and UNDP, in the context of preparation for a structural adjustment programme; these included, in particular, public finance management, the education sector and agricultural policy. Use was also made of studies carried out by specialized agencies of the United Nations system, notably an employment study by ILO and sectoral mission reports of the Food and Agriculture Organization of the United Nations (FAO).

4. During the second quarter of 1986, with the agreement and co-operation of the Government, UNDP carried out an independent evaluation of the third country programme. The fourth country programme reflects the evaluation mission's conclusions and recommendations in its design and component projects. All ongoing projects designed to strengthen the Government's capacity to plan, manage and stimulate economic development have been examined in depth by UNDP, and then reoriented in line with the evaluation mission's recommendations towards a more durable institution-building impact. New projects will be subject to a similar review. Programme concentration is to be achieved by theme rather than by means of fewer and larger projects; the mission considered that projects of modest size were more appropriate to the Malian context.

5. In September 1986, an overall review between the Ministry of Planning, the Ministry of Foreign Affairs and International Co-operation and UNDP produced a document in outline form which defined the content and orientation of the fourth country programme. This was approved by the Council of Ministers on 22 October 1986. The fourth country programme was drafted on the basis of this outline and, after further examination and discussions between UNDP and the Government, it was adopted by the Council of Ministers in February 1987.

II. THE FOURTH COUNTRY PROGRAMME

6. The various studies and analyses carried out in 1985 and 1986, and the accumulated experience of UNDP, the World Bank and specialized agencies represented in Mali, have identified the following as fundamental and persisting constraints to development in the country: budget deficits, low productivity, weak management capacity, underemployment, and a training system not adapted to needs. The Administrator recognizes that the removal of these constraints will require a long-term effort and the collaboration of other donors as well as UNDP.

7. The fourth country programme has four major objectives:

- (a) Strengthening the capacity of the Government to plan, manage and stimulate development;
- (b) Increased food production and livestock development;
- (c) Water resources management;
- (d) Development of training and employment.

The Administrator considers that the focus of the country programme is fully consistent with government needs, priorities and strategies. However, the limited resources available were not sufficient for major contributions to two other priority areas for the Government, namely, health and reducing the adverse effects of Mali's land-locked position.

8. While the major thrust of the Government's development policy centres on food strategy, with its adjuncts of water resources development and anti-desertification measures, the country programme places particular emphasis on strengthening the Government's capacity to plan, manage and stimulate development. Actions envisaged in the latter area relate to national and regional planning, improvement of the statistical data base, institutional reform and, in general, strengthening the Government's management and negotiating capacity in sectors where concerted external support is indispensable.

9. The second objective falls within the framework of implementation of a productive investment programme in the key agricultural sector, for which the success of the food strategy presented to the donors at the Round Table in December 1985 constitutes a critical challenge, both for Mali and for its partners. The actions envisaged in the country programme are strategically designed to achieve quick results in such fields as seed multiplication, crop protection, fisheries and livestock development.

10. Increased agricultural production and productivity require good water management. The third objective will thus be to pursue the actions which were carried out by UNDP during preceding country programmes and which contributed progressively to increased understanding and mastering of water resources development by national institutions. As a consequence, almost all the donors in Mali have contributed or continue to assist the execution of projects in this sector and many thousands of wells have been drilled with bilateral and multilateral funding, initially to aid and stabilize the rural population by providing a permanent domestic water supply and then, from 1984, by providing the additional supplies necessary for the development of income-producing activities in the rural areas. The fourth country programme consolidates earlier activities in order to complete the programme of strengthening national water management capacity and to standardize the research, evaluation and exploitation techniques adopted within the rural water supply sector.

11. The Administrator noted that the agreement between the Government and the donor community is unanimous as to the importance of strengthening human resources, which are the driving force for development, as well as to the need for a better understanding of the problems and perspectives for employment growth. The fourth objective includes a number of actions designed: (a) to produce an educational programme for all sectors of rural development, (b) to assist in retraining of public sector employees, (c) to support the creation of small-scale and cottage industries, and (d) to assist in employment promotion for young graduates.

12. While the priority issues related to the enhancement of women in the development process are not addressed within the context of a specific project, the Administrator notes that they will be taken into account during the design and formulation of many of the projects within the framework of the second, third and fourth objectives.

13. In this context, resources programmed include \$US 43.02 million of IPF funds, the programme is strengthened by approximately \$US 35 million from other funding sources: UNCDF, the United Nations Sudano-Sahelian Office (UNSO), the United Nations Children's Fund (UNICEF), UNFPA, the World Food Programme (WFP) and other agencies of the United Nations system. The projects funded from the indicative planning figure (IPF), which benefit from this additional funding, are identified in the country programme document itself (DP/CP/MLI/4). This relatively high level of funding in addition to the resources of the IPF is in substantial measure the result of collaboration at the field level by UNDP, UNFPA, UNICEF and WFP within the framework of the Joint Consultative Group on Policy (JCGP). This collaboration will be strengthened in the implementation of the country programme.

14. The country programme will serve as a frame of reference for a number of donors with whom negotiations are under way or will be undertaken shortly with a view to joint or complementary financing. Also to be noted is parallel financing from organizations of the United Nations system which add to activities included within the framework of the fourth country programme. For example, UNICEF contributes an amount of \$US 7 million within the water resources management sector, and \$US 3 million for food production. In the latter sector other contributions are made by the International Fund for Agricultural Development (IFAD) in an amount of \$US 13 million; FAO finances activities amounting to \$US 2.7 million and the United Nations Development Fund for Women (UNIFEM) contributes in an amount of \$US 475,000.

III. PROGRAMME MANAGEMENT

15. The Administrator wishes to record that during 1986 a considerable number of evaluation missions facilitated the reorientation and reformulation of those ongoing projects that would continue into the fourth country programme. In addition, a number of formulation missions took place during 1986 and others are scheduled for the first half of 1987 in order to prepare and design new projects and activities, in conformity with the recommendations of the evaluation mission of the third country programme. The majority of the new projects will become operational before the end of 1987, and the totality during 1988.

16. The Administrator is pleased to note that project monitoring has been strengthened by all concerned and that the Government reviews the programme on a monthly basis with the UNDP office. This will facilitate judicious use of the unprogrammed reserve for the new country programme, ensuring that projects identified subsequently will be rigorously examined for their relevance to the programme and their particular importance in relation to developing needs.

Finally, an in-depth review of the country programme and a National Technical Co-operation Assessment and Programme (NatCAP) exercise are envisaged for 1988, which could coincide with an eventual structural adjustment programme.

IV. RECOMMENDATION OF THE ADMINISTRATOR

17. The Administrator recommends that the Governing Council approve the country programme for Mali.
