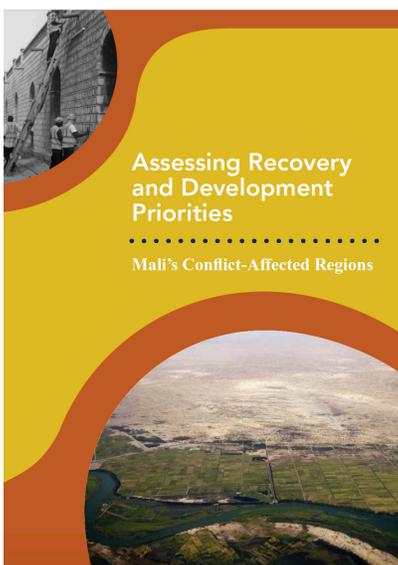


# ASSESSING RECOVERY AND DEVELOPMENT PRIORITIES



The RPBA in Mali, called the Mission d'évaluation conjointe (MIEC), was conducted under the Agreement for Peace and Reconciliation signed by the national government and armed groups in May 15 2015. The peace agreement established a joint vision for peace and prosperity, and included a request to the international community<sup>1</sup> to conduct a Joint Assessment Mission in northern Mali to identify immediate recovery and longer term development needs and priorities.

The MIEC in northern Mali was launched in July 2015, and covered the impact of the conflict in the country's northern region. The MIEC identified needs and priorities, as well as related costs, to ensure a rapid recovery, address poverty, and promote development. It also included a review of implementation, financing and monitoring mechanisms required to ensure that the activities identified could be implemented in the high risk operational environment.

The assessment was formally presented in March 2016, and was subsequently used by government as the basis to develop the National Strategy for the Development of the North. The government strategy was validated in July 2017.

## BACKGROUND

Large-scale violence in Mali was triggered in January 2012 when a rebellion in the north and a military coup in Bamako severely challenged the central government. It was followed by an occupation of the northern regions by terrorist groups who were in turn routed out by the military intervention of France in support of the Malian army, and subsequently reinforced by a coalition of African Forces. The international community offered significant support to the stabilization process, including the authorization of an international Peacekeeping Mission, the United Nations Multidimensional Integrated Stabilisation Mission in Mali (MINUSMA), and pledges of US\$3.5 billion during the 2013 international donors conference in Brussels.

The conflict returned in May 2014, when armed groups reclaimed control over large parts of the North. The renewed fighting, and the ease with which rebels gained control over the north pointed to the significant grievances that still existed in the northern regions.

<sup>1</sup> The Agreement asked for assistance from the African Development Bank, the Islamic Development Bank, and the World Bank. The assessment itself was undertaken by the three development banks and the United Nations.

The impact of the conflict in northern Mali was devastating, leading to destruction of economic and social infrastructure, and with around 36% of the north's population forced to leave their homes. The crisis decimated the tourism industry and weakened the NGO sector, leaving few employment opportunities beyond agriculture and herding. The absence of the state created lucrative, albeit illicit, economic activities for young people, among whom formal unemployment rates were high.

The economic, social, and cultural fabric of northern Mali changed fundamentally due to the combined presence of criminal and terrorist networks, the collapse of local governance, and the exacerbation of preexisting social and communal tensions.

With international mediation, the national government and major armed groups signed the Agreement for Peace and Reconciliation in May 15 and June 20, 2015, establishing a joint vision for peace and prosperity.

To ensure that efforts to address the needs and priorities of the population in the northern regions were sufficiently grounded, the Agreement called for the international community's involvement. In particular, it requested the African Development Bank, the Islamic Development Bank, and the World Bank to conduct a Joint Assessment Mission in northern Mali to identify immediate recovery and longer term development needs and priorities.

## PRE-ASSESSMENT PHASE

Mali's Peace and Reconciliation Agreement called on the World Bank, the African Development Bank and the Islamic Development Bank to carry out a Joint Assessment Mission (*mission d'évaluation conjointe*, MIEC) in northern Mali. The assessment aimed to identify the needs for rapid recovery, poverty reduction and development in the area no later than three months after the agreement was signed.

Building on this mandate, the assessment sought to identify needs and priorities, as well as related costs, to ensure a rapid recovery, address poverty and promote development. The objective was for the affected regions to reach the same level of development as the rest of the country within a 15-year time-frame.

## ASSESSMENT, PRIORITIZATION, AND PLANNING PHASE

The MIEC was launched in July 2015, with support to government provided by the Islamic Development Bank, African Development Bank, World Bank Group and United Nations. The assessment was carried out under the supervision of the Agreement Monitoring Committee, using the post-conflict needs assessment methodology<sup>2</sup>. The methodology was adjusted to accommodate the time-frame imposed by the Peace Accord, and the continued insecurity in large parts of northern Mali which made it difficult for teams to visit and undertake field based information and data collection.

The evaluation was carried out in three phases:

- A review and update of existing knowledge and information concerning the situation in northern Mali, building on the work completed before the 2013 Brussels Conference
- The elaboration of 15 sectoral notes to inform the analysis, needs, prioritization and costing
- The design and implementation of a survey tool for the collection and validation of additional data
- Consultations with the population

Priority pillar
<b>Strengthen peace, social resilience, and decentralized governance</b>
Security
Justice
Reconciliation, trust, and participation
Displacement, returnees, and resilience of host communities
<b>Restore and improve basic social services and protection</b>
Social service infrastructure (education, health, water and sanitation)
Service delivery capacity
Short-term social welfare support and scaling up social safety nets
<b>Promote economic and infrastructure recovery and employment</b>
Agriculture (food security, productive capacity, and livelihoods)
Infrastructure rehabilitation and construction
Private sector development and financing services
Environmental sustainability

2 The methodology has since been revised, and is now called a Recovery and Peacebuilding Assessment.

## Priority Areas

The assessment team identified the following priority areas to organize the assessment team's work:

- **Strengthening peace, social resilience, and decentralized governance:** This pillar sought to ensure that the required conditions were in place to immediately implement recovery and development activities.
- **Restore and improve basic social services and protection:** This pillar sought to restore basic social service delivery infrastructures which were destroyed during the conflict, and to increase the capacities of local administrations in delivering social safety nets and services.
- **Promote economic and infrastructure recovery and employment:** This pillar focused on support to livelihoods, and in particular to expand production capacities, ensure food security and rebuild essential infrastructures.

## VALIDATION AND FINALIZATION PHASE

Following these phases, the evaluation's framework and its prioritization were finalized and validated through a series of workshops organized in the northern cities of Timbuktu, Gao, and Kidal. The workshops involved more than 170 participants, including local elected officials, administrative staff, representatives from civil society and local nongovernmental organizations (NGOs), and representatives of customary authorities. Their contributions were integrated into the report and helped define the prioritization framework.

The finalized report was presented in March 2016. The report presents the synthesis of the findings of all thematic notes, perception surveys and consultations.

## DATA COLLECTION TOOLS UTILIZED

The Mali MIEC team used a variety of data collection tools to augment existing information. These included:

### Situation/Conflict analysis

As a first step in the MIEC process, a robust conflict analysis was conducted. The team relied on the issues identified and agreements reached in the Peace Accord as a basis of its analysis. Two versions of this conflict analysis were created: (1) a full, extensive version, and (2), a summarized version covering key conflict drivers and establishing the parameters for the peacebuilding plan. The summarized version of the analysis was circulated to the government to establish consensus. The analysis guided the development of the framework of strategic outcomes and priorities for recovery which were in turn based on the need to address the structural drivers of crisis. This was the governing consideration behind the formulation of sector recovery strategies and needs analysis, and provided the means for the prioritization and sequencing of the needs identified in the three components of the assessment.

### Household and Perception Survey

Given restricted access due to security concerns, and the need to incorporate the views of the public into developing the peacebuilding plan, four surveys were undertaken through assistance from the World Bank poverty team. First, a regionally representative household survey was conducted that explored different aspects of the lives and livelihoods of people in northern Mali, their perceptions about physical security, and their views on possible initiatives that could be implemented to consolidate peace and security. Second, a survey was carried out with administrative and traditional authorities in communities where households were surveyed. This survey collected the opinions of the authorities to assess their priorities concerning economic activities, access to basic infrastructure, perception regarding the social welfare of the population, and the existence of social investment projects. Third, a survey was conducted in health centers in the three regions in the north to assess the impact of the crisis on the functioning of health centers, movement of staff, and current needs of these centers in terms of supplies. Finally, a survey was carried out with displaced persons and refugees in the camps in Mauritania and Niger, to assess their priorities and collect ideas on actions that could be implemented to restore peace and security in Mali.

The opinion surveys of populations in the north of Mali identified actions that people wanted to see in order to consolidate peace and security. The priorities identified revolved around the insecurity that hinders development of agriculture, fishing, animal husbandry and entrepreneurship. The view of authorities supported the need to fight insecurity and high food prices in order to promote the development of infrastructure and services and reduce unemployment. In terms of socioeconomic development, the household survey identified job creation as a priority, whilst the administrative survey identified development of infrastructure as priority. This highlighted a gap in actions being prioritized, with actions in the Peace Accord more targeted to infrastructure projects whose effective implementation was being compromised by the security situation.

## POST-ASSESSMENT DEVELOPMENTS

The MIEC was used by government as the basis to develop National Strategy for the Development of the North (the Stratégie Spécifique de Développement des Régions du nord). The strategy was validated in July 2017.



WORLD BANK GROUP



UNITED NATIONS

