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**CONSOLIDATING MALI'S  
DECENTRALIZED GOVERNANCE SYSTEM  
FINAL ANNUAL REPORT  
SEPTEMBER 15, 2007 TO DECEMBER 15, 2008**

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# CONSOLIDATING MALI'S DECENTRALIZED GOVERNANCE SYSTEM FINAL ANNUAL REPORT SEPTEMBER 15, 2007 TO DECEMBER 15, 2008



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**Management Systems International**

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## ACRONYMS

ACCRM	<i>Association de Conseils de Cercles et d'Assemblées Régionales</i>
AFAD	a Malian NGO ( <i>Association pour la Formation et l'Appui au Développement</i> )
AMM	Association of Municipalities of Mali ( <i>Association des Municipalités du Mali</i> )
AN	National Assembly ( <i>Assemblée Nationale</i> )
ANICT	National Investment Agency of Decentralized Entities ( <i>Agence Nationale d'Investissements des Collectivités Territoriales</i> )
APE	Parent-Teacher Association ( <i>Association de Parents d'Elèves</i> )
ASACO	<i>Association de Santé Communautaire</i>
ASG	A Malian NGO ( <i>Association Subuni Gunni</i> )
CARE	CARE-Mali
CBO	Community-Based Organization
CC	Communal Council ( <i>Conseil Communal</i> )
CCC	Communal Advisory Center ( <i>Centre de Conseil Communal</i> )
CESC	Economic, Social and Cultural Council ( <i>Conseil Economique, Social et Culturel</i> )
CGS	School Management Committee ( <i>Comité de Gestion Scolaire</i> )
CLO	Local Orientation Committee ( <i>Comité Local d'Orientation</i> )
CLUSA	Cooperative League of the U.S.A.
CRO	Regional Orientation Committee ( <i>Comité Régional d'Orientation</i> )
CSC	Health Center for the Cercle of Niafunké ( <i>Centre de Santé de Cercle de Naifunké</i> )
CSCOM	Community Health Center ( <i>Centre de Santé Communautaire</i> )
CSO	Civil Society Organization
CTO	Cognizant Technical Officer
D/G	Democracy and Governance
DIAKONIA	a Swiss NGO
DNCT	National Directorate for Decentralized Entities ( <i>Direction Nationale des Collectivités Territoriales</i> )
DRCN	Regional Bureau for Nature Conservancy ( <i>Direction Régionale de la Conservation de la Nature</i> )
EU	European Union
F CFA	Franc of the Financial Community of Africa
FICT	Investment Fund for Local Government ( <i>Fonds d'Investissement des Collectivités Territoriales</i> )
FY	Fiscal Year
GIS	Geographic Information System
GRM	Government of the Republic of Mali
GTZ	German International Cooperation Agency
HCC	High Council for Decentralized Entities ( <i>Haut Conseil des Collectivités</i> )
IR	Intermediate Result
MATCL	Ministry of Territorial Administration and Decentralized Entities ( <i>Ministère de l'Administration Territoriale et des Collectivités Locales</i> )
M&E	Monitoring and Evaluation
MSI	Management Systems International
NGO	Non-Governmental Organization
NRM	Natural Resource Management
NWP	« Nature, Wealth and Power »
ORFED	a Malian NGO
PAC	Project Advisory Committee

PACT	Decentralized Entities Support Program ( <i>Programme d'Appui aux Collectivités Territoriales</i> )
PAICOL	Program in Support of Community Initiatives and Local Organizations in Timbuktu ( <i>Programme d'Appui aux Initiatives et Organisations Locales de Tombouctou</i> )
PARAD	<i>Programme d'Appui à la Réforme Administrative et à la Décentralisation</i>
PDI	Institutional Development Plan ( <i>Plan de Développement Institutionnel</i> )
PDMDK	a Belgian program ( <i>Programme de Développement Multisectoriel de Koulikoro</i> )
USAID/PGP	Shared Governance Program ( <i>Programme de Gouvernance Partagée</i> )
PMP	Performance Monitoring Plan
PPP	Public-Private Partnership
PRODEPAM	<i>Projet de Développement de la Production Agricole au Mali</i>
SAVE	Save the Children-USA
SNV	Dutch Development Organization ( <i>Organisation Néerlandaise de Développement</i> )
SO	Strategic Objective
TDRL	head tax ( <i>Taxe de Développement Régional et Local</i> )
USAID	United States Agency for International Development

## EXECUTIVE SUMMARY

This is the final annual report of the five-year “Shared Governance Program” herein referred to as “PGP”, the acronym of its French name — Programme de Gouvernance Partagée. The program ran for three base years and two additional option years. This report covers the last implementation period, running from September 15, 2007 to December 15, 2008, including a three-month no-additional-cost extension. This report covers activities and achievements for FY08, presents an overview of overall program accomplishments over the five-year period, and presents lessons learned over the duration of the program. A special emphasis is given, in this report, to sustainability and to PGP’s Exit Strategy. Sustainability has always been a hallmark of the Shared Governance Program, and was built into its very design. During this last implementation period (FY08), PGP implemented five key steps to maximize the prospects for sustained good performance by its partner communes. The five steps were incorporated into a bottom-up Exit Strategy that guided partners and staff in the final year of the program. This report, on the program’s final year, incorporates into the standard reporting format – used from the onset of the program – elements of PGP’s Exit Strategy. Each element of the strategy is imbedded into the objectives and sub-objectives that make up the framework of the annual report.

One notable achievement this year was a Participatory Governance Assessment (PGA) produced by each partner commune to: 1) take stock in the new local governance practices introduced by the commune in partnership with PGP; 2) identify the positive effects of the new practices on communities and communal life. All 150 PGAs were compiled by the program’s 10 partner NGOs and analyzed at the central level. The Program Achievements section is based in good part on the result of this bottom-up exercise.

Achievements in FY08 confirm the overall steady progress of the program’s 152 partner communes (150 plus the two GDA communes of Sanso and Doumba) in reaching sustainable results in the consolidation of Mali’s decentralized governance. Public participation in budgeting, attendance in council sessions, and accountability through public financial reporting, have all continued to progress. Partnerships in health, education, natural resource management and water management have also steadily progressed. In many cases, such as conflict management, a plateau has been reached; a high proportion of partner communes are reported as having met objectives and quantitative results are progressing incrementally. This indicates that PGP has reached its objectives, and that new programming is now necessary to take communes to a next step in the progression of local, decentralized governance.

Results under local resource mobilization, a key indicator, are mixed. This year, in contrast to FY07, a smaller proportion of communes increased revenue and, as a whole, partner communes mobilized a smaller amount in 2007 than they did the previous year. Despite a PGP FY08 strategic approach based on a careful analysis of communal financial results for FY07, commune performance in resource mobilization decreased overall. This situation is explained quite clearly by external factors, mainly economic crisis and political instability in the North. A zone by zone analysis of performance clearly establishes the impact of the above-mentioned factors in commune performance. When the zones that have known economic crisis or political instability are excluded from the calculation, the 6% decrease in global revenue between commune fiscal years 2007 and 2006 becomes an increase of 12%. A detailed analysis of commune performance in local resource mobilization is presented under the Program Achievements section.

While the bulk of the report focuses on FY08 activities and achievements, this document includes a section on Program Achievements that highlights the most significant changes that have taken place over a five-year period in partner communes. Based on a meticulous compilation of communal Participatory Governance Assessments (PGAs) carried out in 150 communes in the final project year, and on detailed

Operational Indicators, the section illustrates the situation that prevailed in 2004, when field activities began, and the situation that was recorded by the actors themselves in the second half of FY08.

In summary, partner communes have taken dramatic steps in the strengthening of local governance on several fronts. Planning and budgeting are now highly participatory, financial management is greatly improved and accountability is growing – as a result of both increased participation and sound accounting. Women have also made considerable strides, and are now accustomed to the local institution – in which most had never set foot before PGP. Conflicts, once debilitating for many families and communities, are now solved locally in almost half of partner communes.

The Shared Governance experience has yielded important lessons learned. The Conclusion section presents updated, reformatted lessons that include those produced at the end of the base period, and those gained during the program's two option years.

# A. INTRODUCTION

## I. Contractual context and reporting structure

This report covers activities during FY08, under contract # 688-C-00-03-00067-00 awarded by the United States Agency for International Development (USAID) on September 12, 2003 to Management Systems International (MSI) for the implementation of the first three years of a five-year project entitled “Consolidating Mali’s Decentralized Governance System” and herein referred to as “PGP”, the acronym of its French name — Programme de Gouvernance Partagée. The aforementioned contract was amended to add a first option year of activity, FY07. It was amended again in September, 2007, to add a 5<sup>th</sup> and final year, FY08.

The three intermediate results (IR) that USAID/PGP is committed to achieving are as follows:

- Participation of key communal-level actors in democratic governance increased in targeted communes;
- Macro-political enabling environment strengthened.
- Promoting Women’s participation in partner communes

The terms of the modified contract require MSI to submit semi-annual reports to the Cognizant Technical Officer (CTO) of the USAID Mission.

## 2. Presentation of the Report

This is the last annual report for the Shared Governance Program, covering the program’s fifth and final year. A special emphasis is given, in this report, to sustainability and to PGP’s exit strategy. Sustainability has always been a hallmark of the Shared Governance Program, and was built into its very design. During this last implementation period (FY08), PGP implemented five key steps to maximize the prospects for sustained good performance by its partner communes. The five steps were incorporated into a bottom-up Exit Strategy that guided partners and staff in the final year of the program. The Exit Strategy, submitted to USAID/Mali in January 2008, is annexed to this document. The five steps are summarized, below:

**Design of an Exit Program Tool.** Annual commune performance auto-reviews, conducted between July and September of 2007 fed into an “Exit Program Tool” introduced in October and designed to help each agent and partner commune take stock of sustainable achievements, identify priority actions to consolidate achievements and identify objectives for the end of September 2008.

**Commune Review and Exit Planning.** Between July and September, 2007, partner communes reviewed their annual performance and prioritized objectives for the remaining program year, using the Exit Program Tool. This exercise was done with the explicit knowledge that this is program’s final year. Partner communes put a special emphasis on reinforcing local capacity and identifying external resources as need be to insure they will be in a position to maintain their governance strengthening program. Special emphasis was put on what elements of the action plan the commune will carry out without support from the agent, gradually phasing out PGP support.

**Review and Finalization of Zonal Exit Plans.** Zonal plans (there are ten program zones) were finalized during a 3-day workshop involving field coordinators, local governance advisors and, for the first time,

activity coordinators from each of PGP's 10 partner NGOs. Proposed consolidation activities were the object of a peer review for their realism and sustainability. The plans served as a base for programming, and fed into PGP's final report.

**Reinforcing local mechanisms.** Partner communes have instituted various mechanisms to engage other actors in their action plans to reinforce local governance. In most communes the mechanism consisted of local governance committees of diverse composition including elected officials, CSO partners and state services. PGP agents have assisted communes in evaluating their mechanisms and learning from them. When reflecting on their experience with PGP and on prospects for sustainability a majority of communes have expressed interest in strengthening their mechanism as an autonomous body that could serve as a monitor of governance practice in the commune. Building on past experience with the committees, many communes have already taken steps to establish strengthened mechanisms.

**Synergy.** PGP has always put emphasis on synergy – orchestrated by the mayor – as a paramount element of Shared Governance. In the commune review and exit planning mentioned above, each commune identified current partners and reflected on how those partners can contribute to the commune's efforts to continue to strengthen local governance once PGP ends. A similar exercise was carried out at the zone and region levels, identifying who the strategic partners are and how they contribute to improved local governance after the end of September, 2008.

This report on the program's final year incorporates into the standard reporting format – used from the onset of the program – elements of PGP's Exit Strategy. Each element of the strategy is imbedded into the objectives and sub-objectives that make up the framework of the report. A special section, Program Achievements, has been added to the format to capture highlights of the overall achievements of the program over five years. The program's key lessons are also presented, under the Conclusions section.

One notable achievement this year was a Participatory Governance Assessment (PGA) produced by each partner commune to: 1) recall the governance situation in 2004; 2) take stock in the new local governance practices introduced by the commune, in partnership with PGP; 3) identify the positive effects of the practices on communities and communal life; 4) plot the way forward after PGP ends. The results of all 150 PGAs were compiled by each of the program's 10 partner NGOs and analyzed at the central level. The Program Achievements section is based largely on the results of this bottom-up exercise. Two representative examples of PGAs – from the communes of: SANANKORO DJITOU MOU and BOUGOULA, Zone A, Koulikoro Region – are annexed to this document. They provide a valuable insight into what the Shared Governance Program achieved at the local level.

## B. IMPLEMENTATION STATUS REPORT

### Objective 1: Participation of key communal actors in democratic governance increased in targeted communes

#### I.1. Building Participation

In keeping with its Exit Strategy, PGP this year introduced a new, more legible presentation format for the annual commune financial report and budget. The format was tested in key communes in all PGP zones and applied in most partner communes. Results are encouraging. More work will be needed, however, to insure that the tool leads to empowered participation by illiterate elected officials and constituents. Reports from partner NGOs point to improvements in the quality of public debates overall during this period.

Table 1: Percentage of communes holding public consultations on a draft budget	
2007 budget	2008 budget
86%	92%

The proportion of communes that hold the legally obligatory budget debate has kept rising in FY08. It can be assumed that all functioning communes (those with no major conflict or mayoral absence) have now sustainably adopted the practice.

Source: Operational Indicators

Table 2: Public attendance to the most recent council meeting – percentage of communes		
Number of people attending	March 2007	March 2008
1 to 5	27%	32%
6 to 10	16%	14%
10 +	28%	22%
Total	71%	68%

Public attendance recorded in March, 2008 (latest available data) indicates a plateau has been reached in attendance to council sessions. Attendance of ten persons or more has dropped, indicating some groups may not have found sufficient interest in the council meetings to maintain attendance. Qualitative field reports indicate that the challenge to building strong, sustainable participation is not in the willingness of commune officials but in generating sustained interest among CSOs and the public. As part of its sustainability efforts, PGP helped communes review and improve their communications strategy this year.

Source: Operational Indicators

## I.2. Building Partnerships

### I.2.1. Partnerships for health

In this last program year, field teams concentrated on strengthening the more recent partnership agreements between the commune and ASACO, those where the commune has not yet established a working relationship and does not yet exercise administrative supervision on the ASACO. This was done to maximize the number of sustainable partnerships established and help ensure the partnerships translate into positive effects on local health management. This led to a six-point increase in the proportion of communes that participate in ASACO meetings and a two-point increase in the proportion of ASCOs that report to the commune.

<b>Table 3: Establishing and formalizing relations between the commune and the ASACO</b>	
<b>Percentage of communes in which the local ASACO was consulted in the budgetary process*</b>	
2007 budget	2008 budget
80%	89%
<b>Percentage of communes that participate regularly in ASACO meetings**</b>	
September 2007	March 2008
74%	80%
<b>Percentage of communes that have a signed partnership agreement with the local ASACO**</b>	
September 2007	March 2008
63%	66%
<p>Relations between communes and local health association (ASACO) have continued to progress this year. There was a nine-point increase in ASACO attendance to the budgetary process, a six-point increase in commune attendance to ASACO meetings and a three-point increase in the proportion of communes with a signed agreement with the ASACO.</p> <p>*Source: PMP **Source: Operational Indicators</p>	

<b>Table 4: Communal oversight of the ASACO</b>	
<b>Percentage of communes in which the ASACO makes regular reports to the commune</b>	
September 2007	March 2008
46%	48%
<b>Percentage of communes in which the ASACO board's term has expired</b>	
September 2007	March 2008
21%	18%
<p>PGP's Exit Strategy of concentrating on strengthening more recent agreements between commune and ASACOs contributed to improve accountability and internal ASACO governance. There is a two-point increase in the proportion of ASACOs that report to council, and a three-point drop in the proportion of ASACOs with boards that still govern but have expired their terms in office.</p> <p>Source: Operational Indicators</p>	

<b>Table 5: Percentage of communes that budget financial contributions to local health</b>	
2007 budget	2008 budget
90%	89%
<p>A plateau has been reached this year in the proportion of communes that budget financial contributions to health. This may have a variety of causes, including financial hardship on a number of communes in program zones that have encountered economic crises this year. An analysis of local resource mobilization performance is presented in the Program Achievements section of this document.</p> <p>Source: Operational Indicators</p>	

### **I.2.2. Partnerships for education**

As part of its Exit Strategy this year, PGP has concentrated efforts on those communes with signed agreements that are experiencing difficulty in implementation or have not yet implemented their agreements. PGP agents provided assistance to commune officials to address CGS organizational weaknesses with the help of educational support centers (CAPs) and other partners where this was possible. This strategy has contributed to reverse a recent tendency and led to a three-point increase in the proportion of communes that participate regularly in dialogue on education.

**Table 6: Establishing and formalizing relations between the commune and school management committees (CGS)**

<b>Percentage of communes in which one or more CGS was consulted in the budgetary process*</b>	
2007 budget	2008 budget
83%	92%
<b>Percentage of communes that participate regularly in dialogue on education**</b>	
September 2007	March 2008
55%	58%
<b>Percentage of communes that have a signed partnership agreement with one or more CGS**</b>	
September 2007	March 2008
62%	66%
<p>During this last program year, relations between communes and CGSs have continued to strengthen. There is a nine-point increase in the proportion of communes in which school management committees (CGS) are consulted on the budget; a three-point increase in the proportion of communes that participate in dialogue on education, and a four-point increase in communes with signed agreements with CGSs. When compared to health, however, commune involvement in education lags somewhat behind, indicating that there are factors holding back greater partnership. Among those factors are: the relatively high number of public and community schools per commune; the scant resources available for individual schools – representing a low stake for commune officials, one over which local actors have no substantial control.</p> <p>*Source: PMP **Source: Operational Indicators</p>	

**Table 7: Percentage of communes that budget financial contributions to education**

2007 budget	2008 budget
86%	89%

The proportion of communes that contribute financially to education has also increased this year. The capacity of communes to contribute financially is dependent on the commune's own financial position and its vulnerability to economic crises. Since no information is available on state education expenditures locally, it is not entirely clear if commune contributions add to available resources for education or if education expenditures in the current deconcentration-decentralization context are in certain cases a zero-sum game. Source: Operational Indicators

### **1.2.3. Partnerships for water**

As part of its Exit Strategy, PGP intensified efforts this year to help communes overcome some previously identified difficulties in water management. Among those difficulties are: the refusal of many communities to pay for water, the inheritance of defunct systems transferred from the state, weak internal governance of water management committees. As a result of PGP's decision to concentrate on water management in this final year, support was provided in 64% of partner communes, as compared to 37% one year before. Some highlights from this year include high-profile conflicts and positive outcomes in urban centers such as Djenne and Dire, and much improved internal governance of water users associations in Gao Region. Results overall include: more communes with official agreements with water user's associations, more participatory processes in the establishment of new associations, more associations paying the legal 3% sales tax to the commune, more transparency and accountability in water users associations. One remaining issue is the management of state-transferred infrastructure and equipment. Communes have received no additional resources to manage what has been transferred, despite much needed repairs on most assets. Moreover, communes have limited human resources to exercise administrative supervision of water management committees.

### **1.2.4. Natural Resource Management**

PGP has introduced, through the Nature, Wealth and Power approach, the notion of natural resources as the primary source of revenue for constituents in rural communes, impacting on the commune's ability to mobilize local taxes. Partner communes have inventoried resources and many have produced resource management plans. Practical applications of these plans have taken many different forms. Communes became involved through agreements with associations and committees in the management of grazing areas and forests; others diversified their revenue by applying taxes on mills and quarries; several established a more productive relationship with state nature conservancy services and have been involved in regular village-level dialogue.

PGP's strategy for sustainability was to concentrate on existing, active agreements between communes and CSOs rather than work on new agreements. In March, 2008, 40% of communes had one or more signed agreement in NRM. PGP agents this year worked on strengthening those existing partnerships. Illustrative activities include: In 9 communes, agents contributed to facilitating the implementation of recent accords; in 5 others they provided organizational development support to resource management committees and agricultural cooperatives. In 3 cases, they assisted the commune in establishing tax

collection on quarries. The result of PGP’s focus on active accords was to help actors overcome situations in which misunderstandings and conflicts stood in the way of full commitment to implementation.

### 1.3. Resource mobilization AND DIVERSIFICATION

#### 1.3.1 Resource Mobilization

Last year PGP conducted a careful analysis of commune performance in resource mobilization. This analysis led to the identification of four distinct situations: communes that have increased revenue in a sustainable manner (35%); communes that increased resource in FY05 but did not sustain the increase in FY06 (33%); communes that increased resources in FY06 only (19%); communes in which revenue has decreased in both 2005 and 2006 (13%). PGP adopted as a strategy to concentrate efforts on the second and third groups: communes that did not continue to increase revenue in 2006 and communes that first increased revenue in 2006. By focussing efforts on those communes that have demonstrated the ability to increase revenue but have not sustained their good performance, PGP invested where there is both potential to increase revenue, and need to consolidate performance. A review of resource mobilization strategies enabled partner communes to improve their weaknesses.

Results of this strategic approach are mixed. Application of the strategy yielded more intimate knowledge of the multiple factors that influence performance in resource mobilization. For one, it was noted that many factors overshadow efforts at resource mobilization. The two major factors were found to be: 1) economic crisis; 2) political instability. Moreover, it was found that communes that generally mobilize a greater percentage of budgeted revenue progressed over the period, while those that mobilize a smaller percentage regressed. A detailed analysis is provided under the Program achievements and analysis section of this report.

<b>Table 8: Commune performance in local resource mobilization</b>	
2007/2006	
Percentage of communes that increased amount collected	Percentage change in global amount collected
44%	-6%
<p>Forty-four percent of partner communes increased their performance in mobilizing local taxes between the communal fiscal years 2007 and 2008. The overall amount mobilized by partner communes regressed over the same period, by 6%. Progression in local resource mobilization is uneven; performance in 2006 was stronger; performance in 2007 was weaker. In 2006, 57% of communes increased revenue and overall amount mobilized progressed by 10%. In 2007, only 44% of communes progressed, and the overall amount mobilized dropped by 6%. The weaker performance of 2007 is explained by the relatively strong performance of 2006. In 2006, partner communes were in the full swing of a second year of resource mobilization efforts, and still benefited from extensive community mobilization around the development planning process of 2005. Through improved organization and mobilization, communes were able to collect significant amounts of back taxes. Thus the amount of back taxes to be collected on top of current taxes was significant in 2006 but much less so in 2007. The year 2007 was also a presidential and legislative election year, and many mayors associated with national parties (the majority of mayors) were not inclined to press forward with tax collection. Moreover, the initial fervor and enthusiasm generated by participatory planning in 2005 and 2006 settled somewhat. Some constituents had unrealistic expectations regarding public investments that were to stem from the planning process;</p>	

others lost confidence when participation did not translate quickly enough into transparency and accountability. Data analysis also indicates that economic performance is a key factor in fiscal performance. Program zones that were hit with economic crisis associated with cotton farming, for example, fared badly, while other zones fared very well. In Zone A, in Koulikoro, 75% of communes progressed by a whopping 43% in overall amount collected between 2005 and 2007. In Zone D, including Dioila circle, 16 out of 17 communes regressed, losing 22% of overall local tax revenue over the same period. When those zones that experienced economic crises and political instability during the period are excluded from the calculation, the number of communes that progressed between 2007 and 2005 is 92 (61%), an encouraging performance that is above the performance target for FY08.

Performance in local resource mobilization can vary greatly from one year to the next, and thus should be assessed over multiple years. A detailed analysis of performance is presented in the Program achievements and analysis section of this report.

Source: PMP data

### 1.3.2 Compliance with procedures and good practices

<b>Table 9: Progression of good management practice</b>	
<b>Percentage of communes adhering to legal accounting practices</b>	
September 2007	March 2008
87%	92%
Good accounting practice has continued to progress in the final program year. An overwhelming majority of communes now follow legal formats and procedure and keep their books up-to-date, allowing accountability and transparency to progress.	
<b>Percentage of communes adopting the budget before legal deadline</b>	
2007 budget	2008 budget
56%	80%
<b>Percentage of communes adopting financial report (CA) before legal deadline</b>	
2006 CA	2007 CA
88%	88%
Improvements in accounting practice also include timely adoption of annual budgets and financial reports by the council. In this final program year partner communes dramatically improved their conformity to the legal deadline for budget submission to the council. Good performance in financial reporting was also	

maintained. Timely submission of the budget proposal by mayors has been positively influenced by a policy of variable-level financial support to the Interior Secretariat by the EU PARAD program, leading to increased pressure on communes to respect the deadline of October 31 and, reportedly lowering in some cases the standards by which the budgets are formally approved or rejected by the Prefects.

Source: Operational Indicators Data

## I.4. Conflict prevention and management

<b>Table 10: Conflict management</b>	
<b>Percentage of communes that have a conflict resolution mechanism in place</b>	
March 2007	March 2008
86%	90%
<b>Percentage of communes in which the mechanism was used during the period</b>	
October to March 2007	October to March 2008
38%	40%
<p>Commune involvement in conflict prevention and resolution has progressed slightly this year, with a two-point progression in the proportion of communes that have a mechanism considered active and autonomous (defined as a mechanism which is used at least once during the period). This leveling off suggests that many more communes are not politically in a position – or do not have the inclination – to become involved in local conflicts. This year, PGP implemented a strategy of consolidation of existing mechanisms, providing organizational support to mechanisms already in place and functional.</p>	
Source: Operational Indicators Data	

## I.5. Strategic Communication

PGP's strategy regarding communications was meshed with PGP's Institutional Exit Strategy. Building on PGP's history of helping communes work with local radio and, more specifically, radios associated with USAID/Mali's civic education journalist training activity, agents were to engage local radio stations in the communal stock taking process and, where feasible, produce programs from recordings of public events made during the process. This was to contribute to further reinforce the awareness of local radio hosts on decentralization and the commune. Difficulties related to available remaining program resources restrained the use of radio for this propose during the second half of FY08. Significant efforts were made, however, to help communes evaluate and reinforce their communications strategies.

### I.5.1 Use of radio

% of communes making use of radio		Use by programming type							
		Sensitization		Announcements		Public events		Public affairs	
Fist semester FY07	Fist semester FY08	Fist semester FY07	Fist semester FY08	Fist semester FY07	Fist semester FY08	Fist semester FY07	Fist semester FY08	Fist semester FY07	Fist semester FY08
84%	84%	66%	57%	76%	89%	26%	41%	38%	34%
<p>Overall use of radio has remained constant between the first semesters of FY07 and FY08. There is a noteworthy increase in the broadcasting of public events such as council sessions, budget debates, public consultations and forums this period. It represents a sharp increase in two program zones and more moderate increases in the majority of the program's 8 other zones. Broadcasting of public events allows a much wider audience to follow public debate and issues and can contribute to develop a greater awareness of the commune and of local development issues.</p> <p>Source: Operational Indicators Data</p>									

## I.6. GENDER AND GOVERNANCE

During this period PGP concentrated efforts on the consolidation of existing and active women's networks at the commune level. Activities included the introduction of simplified tools for the management of funds and their circulation among new member organizations; assistance in organizational development; in establishing relations with the commune (including instituting a focal point in the council) and other partners. Where it was considered appropriate and there was a perceived will, PGP facilitated dialogue between formalized groups to initiate new networks.

### I.6.1 Networks established

<p><b>Table 12: % of communes in which women groups have formed a network</b></p>	<p>As a result of increased and more focused USAID/PGP activities to promote women's groups have now formed networks in 106 of the program's 152 communes. This number includes networks originally created under USAID/WINGSPAN in the period immediately preceding the end of activities – which PGP helped to operationalize. Each commune in which a network is operational has designated a focal point. Each focal point manages relations with the network, assists with legal registration of individual groups and handles issues related to women's economic activities at the commune level.</p> <p>Source: Operational Indicators Data</p>
<p>106</p>	

### I.6.2 Active networks using their own resources

<b>Table 13: Proportion of operational networks over total networks in ex-USAID/WINGSPAN communes</b>		Out of 106 networks, 58 are operational, meaning that they hold regular meetings using contributions from member groups, are developing relations with the commune and working to pool resources and find external resources to fund economic activities. It is expected that more networks will become operational with time. Considering the workload of individual USAID/PGP agents, the number of operational networks is considered a significant and encouraging achievement. To illustrate progression, six more networks have become operational in ex-USAID/WINGSPAN communes in FY08, for a total of 19 out of 24 networks now operational.
<b>September 2007</b>	<b>March 2008</b>	
13/24	19/24	

### I.6.3 Financial progression

<b>Table 14: Capital held by women's groups</b>			Direct investments and loans managed by women's groups have continued to yield benefits and interest in FY08. The total worth of the 143 beneficiaries of USAID/Mali grants now stands at an estimated 77.6 million, up 28% from the value of the grants awarded in June 2006. In September of 2007, 75% of groups funded had progressed, 90% when groups than only manage loans are singled out.
<b>March 2007</b>	<b>September 2007</b>	<b>March 2008</b>	
59.5 million	70.5 million	77.6 million*	
* Data is compiled from 118 out of 143 for which data was collected. The capital of the 23 other groups was considered not to have changed. Given the low management capacity of the average group and the data collection difficulties associated with the high number of groups subsidized, data on the worth of grantees should be considered as a rough estimate.			

## Objective 2: Macro-political enabling environment strengthened

### 2.1. Qualitative progress

This section covers the efforts undertaken by PGP component III in FY08 and an analysis of advancements in the transfer of resources and responsibilities to decentralized entities from central government ministries. The transfer of resources and responsibilities is considered key to the advent of an enabling environment for decentralized local governance.

The strategy to concentrate program resources to local-level activities, adopted concurrently with USAID/Mali during the first option year, was followed again in FY08. PGP efforts at the national level were limited to participation in various forums to keep abreast of developments and to monitor policies and practices conducive to improvements in the macro-political environment. Below is an account of efforts by other actor to improve the macro-political environment supportive of decentralization, and resulting accomplishments.

**The Executive Branch** pursued its current policy of transfers of responsibility. The bulk of these efforts were presented by the DNCT to the USAID/Mali Gov/Com Annual Review meeting held in Segou in April, 2008. Other elements regarding policy and practice were collected during interviews conducted with high level executive branch actors such as the DNCT and the institutional reform program (PARAD) and are presented, below.

**Development of a three-year transfer plan.** The Prime Minister has issued an executive order establishing a review framework for a three-year plan to transfer responsibilities and resources on the part of all Ministries. After receiving feedback from all concerned by the framework, the DNCT prepared a letter mandating the use of the framework by all ministries and submitted it for signature by the Prime Minister. When signed, this will constitute a major advance in mainstreaming the steps to be taken for decentralization.

**Civil service for decentralized entities.** The ministry governing civil servants (Ministère de la Fonction Publique) and the DNCT continued their efforts to strengthen the local civil service with the addition of human resources and increased competencies. Based on needs expressed and requests made by the Mayors, the MATCL/DNCT has completed the recruitment of 700 civil servants for decentralized entities. To prepare these new recruits for active service, the DNCT staff has prepared a training session scheduled to begin in November of 2008.

**Launching of a Training Center:** One of the major achievements of the DNCT in the improvement of the environment for decentralization was the creation of a training center for elected officials and commune civil servants, called the “*Centre de Perfectionnement des Collectives Territoriales*”. This year has seen the formal creation and the opening of this center.

**Haut Conseil des Collectivités (HCC).** The HCC leadership and Council members have conducted numerous activities aimed at advocating for the transfer of responsibilities and resources. These activities were aimed at institutions and individuals that have the power to influence the process, including the President of the Republic. The activities are listed, below:

- Organization of the National Day for Decentralized Entities, during which the President of the Republic uses the media to call for a change in behavior and a speedy transfer of responsibilities and resources.

- The HCC President and staff prepared and held regional meetings and consultations with local actors involved in the implementation of decentralized activities. During this event HCC members take advantage of full media coverage to expose problems related to issues of resource transfers and conflicts of competence.
- Participation in all centrally-organized meetings related to decentralization process. Officials representing the HCC took advantage of these forums to raise and advocate on the issue of financial transfers.
- Holding meetings with the Association of Malian Municipalities (AMM) aimed at strategizing for future lobbying and advocating efforts;
- Participation with the “Cercle de Reflexion et Initiatives (RI 2002)” in a visitor exchange program in France for the study the French experience in transfers of responsibilities and resources. This visit was organized by CRI 2002 in conjunction with a Region of France.

**AMM lobbying.** The most notable contribution to the consolidation of the decentralization process was the contribution of the “Association des Municipalites du Mali (AMM), the main civil society stakeholder in decentralization. The AMM has taken the most important steps with respect to lobbying for the transfers of responsibilities and resources. These efforts included the organization of a workshop on the subject, the giving of a strong advocacy speech and handing over a Memorandum on the subject to the President, the organization of a debate on the subject during the National Day for Decentralized Entities and the establishment of a follow-up monitoring activity for advocacy and lobbying purposes by the AMM.

**AMM transfer workshop.** In an innovative initiative designed to lend legitimacy to its claims for the transfer of resources to communes, the AMM organized a workshop on the subject before the National Day for Decentralized Entities. In this workshop participants drafted a Commune Memorandum to be handed to the President of the Republic. This memorandum included a series of demands outlined in detail in the March, 2008 semester report submitted to USAID/Mali..

**Follow up to the memorandum.** After the National Day for Decentralized Entities, in an effort to break with past practices, the President of the AMM issued an Executive Order formalizing the organization’s plans to follow up on demands and commitments made during the National Day for Decentralized Entities. He appointed a committee in charge of monitoring government implementation of the Communes Memorandum. The committee was appointed on March 21, 2008. It is composed of 11 members from all regions. The committee’s composition also takes into consideration gender. It is chaired by Ms. Konte Fanta Doumbia, Mayor of the Commune I of Bamako district and a prominent leader of one of the main political parties in the country called “Alliance pour la Democratie au Mali - Parti Africain pour la Solidarité et la Justice (ADEMA-PASJ). ADEM-PASJ ruled the country for the first two terms of the democratic era. The committee has taken the following steps:

- Development of a 28-month project. This project will cover Doila, Banamba, Koulikoro, Menaka and Bamako. The AMM will conduct lobbying on facilitating access to social services, strengthening capacities. The project will be implemented by two Technical Advisors, three field agents and a secretary.
- Negotiating and securing funding from the Embassy of the Netherlands. Funds were made available in September 2008.
- Conduct of a leadership training session for its members.

- Diagnostic of the status of transfers by the three ministries in the education, health and water sectors; Presentation of the findings of the diagnostic.
- The AMM worked to speed up the establishment of the “Fonds national d’Appui aux Collectivités Territoriales, (FNACT)”. This is a major support instrument for the consolidation of decentralization in Mali. The FNACT allocates funds to the communes for part of their operating costs and other activities. The FNACT by-laws were presented at the board meeting but have yet to be formally adopted.
- Special drawing rights from the infrastructure funding agency ANICT were taxed, thus reducing the resources available to the communes in the building of their infrastructure projects. The Mayors have successfully requested a lifting of the tax.

## 2.2. Quantitative results:

Shortly after the end of year 5, the PGP team conducted a series of meetings and interviews with institution leaders and civil society organizations leaders for the purposes of collecting data on national-level activities related to the critical issue of the transfer of resources and responsibilities. As laid out in table 15, below, no less than 36 individual initiatives to advocate for the transfer of resources and responsibilities in FY08.

<b>Table 15: Advocacy initiatives</b>				
<b>Indicator Number</b>	<b>Indicator</b>	<b>USAID baseline</b>	<b>FY 08 target</b>	<b>FY 08 results</b>
IR 2.1	Number of national level advocacy activities on the transfer of responsibilities to communes	<b>19</b>	<b>none</b>	<b>36</b>
IR 2.2	Number of national level advocacy activities on the transfer of resources.	<b>19</b>	<b>none</b>	<b>36</b>

## 2.3. Analysis:

The HCC and the AMM have been vocal in conducting advocacy whenever and wherever they have had the opportunity to do so. This happens mostly during meetings with the Executive Branch officers and during various meetings and forums.

- One of the most notable developments in the macro-political domain is a polarization between two technocratic views of the decentralization process. Reforms increasingly appear to be conducted in closed circles as a zero sum game. A mentality of winners and losers is developing that is detrimental to the reform process and could lead to explosive situations. It is increasingly clear that part of the state apparatus do not view administrative reforms as a whole (deconcentration-decentralization) and will only move forward when it directly benefits state agencies. They believe that those who are not trained in public administration cannot be involved in reform. There are also significant vested interests related to a previous state of affairs in which the Interior Secretariat was solely in charge of public administration throughout the country.

- A “fighting mood” is surfacing within a group of elected officials who are getting increasingly frustrated with the Executive branch’s perceived “refusal” to really move ahead with the transfer of resources. This group is pushing for reforms independently of the Interior Secretariat.
- The creation of the “*Fonds national d’Appui aux collectivités Territoriales (FNACT)*” is a major development and could become a major factor for the transfer of resources to decentralized entities. It expands the scope of intervention of the national fund for decentralized entities (FNIT). The Fund will provide decentralized entities with resources to access technical assistance, contribute to operating costs, make investments in infrastructure, et cetera. If implemented using the special drawing rights model – as was done for the national investment fund for decentralized entities (FNIC), the fund will serve many usefull purposes.
- While this mechanism makes more funds available to communes, it requires a heavy dose of accompaniment with respect to the transparent use of resources. The implementation of this mechanism will require continued mentoring in the area of financial management. First, it will require strict compliance to rules of procurement in order to avoid misuse and misallocation of funds. Second, it will require good accounting procedures that ensure traceability of funds and increased citizen control.

## C. GLOBAL DEVELOPMENT ALLIANCES

PGP was substantially involved in the implementation of two major Global Development Alliance (GDA) partnership programs put together by USAID/Mali and partners. The first one was designed by the Coca - Cola Company and USAID/Mali around communal water distribution issues. The second was a product of collaboration between the USAID/Mali, the Morila SA mining company and the Commune of Sanso.

### I. Implementation of the West Africa Water Initiative

The PGP team and WAWI teams continued their collaboration to complete the installation of water distribution systems and insure their appropriation by the communes and community leaders for sustainability. The two teams worked to insure the quality of the infrastructure that was going to bear the USAID/ARD/MSI label. The two teams spent a considerable amount of time on the following activities:

- The Coca-Cola Company director for Africa offered funding for the construction of three classrooms in the Nafadji sector in commune I. of the Bamako District. Frequent visits were conducted on site and meetings were held to make sure that the project was completed within norms and on time.
- The USAID and Coca-Cola GDA had also funded numerous water systems and sanitation projects that were also experiencing similar problems of ownership and concern for sustainability. The WAWI and PGP teams conducted planning and monitoring activities to facilitate and ensure the completion of water systems in the communes II, III and IV of Bamako within acceptable standards.
- The WAWI and PGP programs prepared and held a partner’s meeting for the purposes of developing a final report framework for the end of the program.

- WAWI and PGP held a full-day working meeting to review reports prepared and submitted by the activity's executing NGOs. Participants provided feedback on individual reports in a plenary session.

## 2. Implementation of the Sanso GDA project

The PGP team continued its contribution to the implementation of the Sanso GDA project under the able leadership of the Program Coordinator of the USAID/Mali Program Office. The efforts this period were invested in the following activities:

- Preparing the meeting of the GDA management committee meetings. Two meetings were held during the past period.
- Participating in the two meetings of the tripartite GDA management committee meeting in Sanso.
- Preparing the annual work plan and submitting it to the other partners. This constituted the basis for the adoption of the annual work-plan for partnership for the current year.
- Facilitating the preparation and the holding a workshop on the exploitation of shea butter by women in Sanso. The purpose was to rationalize and modernize the preparation and the marketing circuits of this natural resource that is high demand nationally, regionally and internationally.
- Preparing and submitting quarterly reports for the periods ending on April 15, 2008 and July, 2008.
- Continuous monitoring of program implementation and provision of assistance on an as-needed basis.
- Organizing a follow-up visit to solve a situation created by feedback received from USAID/Mali Officials on the behavior of the GDA program coordinator.
- Contributing to the preparation of the launching ceremony for the newly-installed community radio of Sanso, funded under GDA
- Participating in the official launching ceremony of Sanso community radio, attended by the US Chargé d' Affaires, the USAID/Mali Mission Director, the USAID/Mali Deputy Mission Director and the GDA Coordinator. This ceremony was also attended by the Governor of Sikasso, the highest ranking state authority in the region.

## 3. Analysis

Global Development Alliance (GDA) activities undertaken in synergy have seen an increased effectiveness with the implementation of the Sanso GDA partnership. This is due to the fact that USAID/Mali has taken a lead in the coordination of activities and has delegated field activities coordination to a single entity. This was a well-performing model that needs to be replicated wherever appropriate.

Implementation of the Sanso and WAWI GDA interventions has also demonstrated that the approach is likely to bring tangible and intangible dividends to partner communes. It helped the commune actors put in place a single governance tool – the Sanso revised development plan – that empowered the commune

council and other key actors in the local development process. In addition, it created a much awaited and favorable environment for other partners to contribute. Many additional investments were made possible due to confidence in the commune governance structure.

## D. PROGRAM ACHIEVEMENTS

Presented below are highlights from PGP achievements over the duration of the program. Program achievements were measured and reported by PGP’s 150 individual partner communes during FY08, using PGP’s Participatory Governance Assessment (PGA) tool. Results were compiled by PGP’s ten NGO partners and analysed at the central level as part of MSI’s Exit Strategy. Achievements presented below are also measured through detailed Operational Indicators.

### I. Participation

The first major sustainable achievement of the program lies in a remarkable increase in dialogue and participation in partner communes. Some communes report difficulty in mobilizing constituents to participate, and have been developing with PGP more effective ways of drawing constituents into the process. Nonetheless, in the majority of communes, instances of substantial consultation and dialogue have been introduced and multiplied, and regular forums have been established and are active.

**Table 16: Percentage of Communes where annual budgets reflect Commune Development Plan (CDP) priorities**

2004 budget	2005 budget	2006 budget	2007 budget
66%	66%	90%	89%

Widespread participation in the 2005 planning process – perceived in most communes as legitimate and credible – was an important factor in improving participation in the annual budgeting process. One result of this participation is an improvement in coherence between CDP priorities and annual budgeting. While roughly two-thirds of communes respected CDP priorities in their annual investment plans before the 2005 planning process, almost all communes (89%) now budget according to plan. This reflects the legitimacy of the 2005 plan as well as increased participation in the budgeting process. These numbers are encouraging in the sense that they indicate more equitable investment decisions and a reduction in politically motivated, arbitrary use of investment resources. These figures relate to investments financed the national investment agency (ANICT). Other investments, made by large sectoral programs in health and education, are programmed through a different process, and are not systematically linked to the CDP. Many mayors claim these investment decisions are taken without consultation and, in several reported cases, construction comes as a complete surprise to the community as well as to commune officials. In many other reported cases, NGOs and development programs select target villages without referring to the CDP and without consultations with communal officials. Thus the increased perceived legitimacy of the commune, gained through a more legitimate and equitable CDP, is often weakened by external investment processes. Increases in participation since project startup in 2004 and the CDP process of 2005 have generated heightened expectations from communities. Anecdotal evidence points to marked differences in outcome between infrastructure and other investments that are identified through a participatory process such as the CDP and those that are not. In Kilidougou, Dioïla Cercle, communities

are in an uproar over unilateral decisions by the mayor on the location of new wells financed by a national program. In Bougoucourala, Dioïla Cercle, in contrast, constituents contributed more than \$1000 USD toward a new health center. In Diébé, Dioïla Cercle, and in at least for communes of Sikasso Region, constituents provided the matching funds required from the commune for the construction of new schools or classrooms. In PGP partner communes, increased participation in planning and budgeting is leading to increased mobilization of local resources toward new investments, and better prospects for the sustainable management of new infrastructure and equipment.

Source: PMP data

**Table 17: Percentage of communes holding public consultations on a draft budget**

2006 budget	2007 budget	2008 budget
73%	92%	90%

Public consultations on the proposed annual budget are an essential complement to the consultation of individual CSOs or village heads. For one, individual consultations are not made on the basis of a budget proposal and are non committal, leaving the mayor’s office with full latitude in drafting the budget. Public consultations allow constituents and communal actors to get a sense of the budget as a whole, including local tax revenue, and expenditures, initiating accountability through expenditure review. Although quantitative data for budgets prior to 2006 does not exist, ample evidence from participatory diagnostics and from NGO reports indicates that only a small minority of communes held public consultations on their proposed budget – as required by law – before adoption by the council before the 2006 budget exercise. For example, NGO partner AADEC reports that in only two of the 28 communes of zone A (Koulikoro Region) held such consultations for the 2005 budget. On the heels of the 2005 planning process, a wide majority of communes (73%) conducted public consultations. This practice continued to spread for the 2007 budget (92%) and is becoming engrained in local customs in a majority of partner communes. In “L” zone (Timbuktu Region), for example, in eight (8) out of 14 communes, constituents have come to expect the budget debate and would react if it was not held. In eight (8) of the 17 communes of Doiïla (Koulikoao Region), NGO partner CRADE reports that constituents have put pressure on elected officials for the consultation to take place every year. Although the great majority of communes have very limited local tax revenue (\$1.50 per inhabitant per year on average)\* and have little or no discretionary spending, public participation to budget consultations have generated significant effects. In “D” zone (Koulikoro Region): In Kaladouguou, the commune was questioned on budgeted investments not found in the CDP; in Massigui, transfers in support of local offices of State ministries (a widespread, entirely unjustified practice) were adamantly rejected; in Diédougou, the council was pressured to complete the planned construction of three classrooms. NGO partner ACOD reports that, in 10 communes of Sikasso Region, the budget debate has had a direct impact on tax collection, enabling the collection of taxes for which collection had been previously unsuccessful. In Sasanding (Ségou Cercle), in a decision on which of two villages would get additional classrooms, the village with the better tax recovery rate was favored and won the decision because of its “good citizenship”. In a number of examples, tax rates are debated with input from constituents, leading to more ease in collection. In a great number of communes, participation of CSOs in public budget consultations has led to increases in budgeted contributions to community health centers and schools. In “L” zone, NGO partner ARDIL provides examples from a majority of partner communes that have become more responsive to the needs of youth, cooperative and other constituents, and where a variety of small investments are now financed by the commune.

Source: Operational indicator data

\*Based on 2003 population data and 2005 revenue

**Table 18: Percentage of communes in which the annual financial report (CA) was presented publicly**

2005 budget	2006 budget
28%	44%

In order to be sustainable, increases in participation require increases in accountability. Constituents invest their time and energy in local governance with the expectation that they can influence outcomes. As participation increases and deepens, expectations on performance and accountability also increase. Although an overwhelming majority of communes (90%) now consult their constituents on their draft annual budget, roughly half of that proportion (44%) report to constituents at the end of the year. This illustrates the high cost of public meetings for cash poor communes and, also, the reticence of many elected officials to restrict their wiggling room by increasing public scrutiny over their performance in executing the budget. Most elected officials have a natural fear of making public reports and in many communes there are vested interests in opacity. Yet, the proportion of communes that make a public report has nearly doubled between 2006 (2005 budget report) and 2007 (2006 budget report).

Improvements in accounting methods and regularity, coupled with public reporting, have yielded some spectacular cases of commune officials being called to account. In Léré (Timbuktu Region) the mayor promised to personally replenish missing revenue from the rental of commercial space and of commune vehicles. In several examples, reports reveal dismal revenue from otherwise affluent markets, leading to market management reform. Communal councils are influenced by public reporting: public scrutiny introduces pressure on councils to assume their responsibilities in exercising oversight of the mayor's office. It is becoming more difficult for council members to ignore – for reasons of politics or corruption – irregularities in commune management. Examples from the field also suggest that reporting back to citizens can be a powerful mobilization tool. After their first public reports, Kelaya commune (Bougouni Cercle, Koulikoro Region, was able to collect taxes without recourse to the use of police for the first time, and Sanankoro-Djitoumou went from a 22% to a 60% tax collection rate.

Source: Operational indicator data

## 2. Partnerships in health

As PGP results indicate, the progression of partner communes in the field of basic health is significant. In contrast to the situation that prevailed at program's onset, local health associations (ASACOs) now participate in budget sessions; communes have signed agreements with ASACOs and budget increasing financial resources toward health. What is at issue in health partnerships is not so much the sustainability of achievements, they are unlikely to fade. At issue is a deepening of partnership so that the commune can fully exercise its responsibilities in improving basic health management in partnership with ASACOs and local health reference centers (CSRefs). Benefits of commune involvement are clearly identified, and include more regularity in the election of board members, commune assistance in conflict resolution, regular dialogue on health issues, public presentation of results, and strengthened relations between commune and CSRef.

<b>Table 19: Communal oversight of the ASACO</b>		
<b>Percentage of communes in which the ASACO makes regular reports to the commune</b>		
March 2007	September 2007	March 2008
45%	46%	48%
<b>Percentage of communes in which the ASACO board's term has expired</b>		
September 2007		March 2008
21%		18%
<p>Formal communal oversight of the ASACO, through regular reports, is progressing slowly. While 66% of communes had signed an agreement in March, 2008, only 48% of ASACOs officially make reports to the council. Local health associations traditionally answered to the Cercle-level health administration and only gradually embrace oversight by the commune. Commune officials have not systematically been included in management training destined for the ASACOs, and are facing challenges in exercising management supervision. Nonetheless, the strengthening and formalization of relations, and the introduction of the notion of reporting to the commune has significantly improved ASACO governance. The proportion of ASACO boards that remain in place after their term has expired has been reduced significantly, from initial health-sector ballpark estimates of one half, in 2004, to 21% in September, 2007, and 18% in March, 2008. This achievement results from the combined efforts of PGP and of the FELASCOM federation of ASACOs. Considered globally, the achievements of partner communes in increasing their involvement in local health management, has generated positive effects on local health. Several unaccountable boards with long-expired mandates were replaced. PGP NGO partners report that there are improvements in ASACO management, and a reduction in the number of cases of alleged embezzlement. In numerous examples, partnership and commune support to the ASACO had contributed to membership drives, increasing ASACO revenue and health center affluence. Other examples indicate that citizens have greater recourse against abuse and poor behavior by health center staff.</p>		
<p>Source: Operational Indicators Data</p>		

### 3. Partnerships in basic education

Partner communes are more involved in basic education than they were at the program's onset. A large majority of communes contribute increasingly to education, school management committees (CGSs) participated in the 2007 annual budget session in more than 90% of communes, there is regular dialogue on education in 58% of communes and 66% of communes have a signed agreement with one or more CGSs. For education the immediate issue for sustainability is the reinforcement of existing partnerships between commune and CGSs. Hurdles include resistance by some CGS to commune financial oversight, organizational weakness of many CGS including irregularity in statutory functions, faulty record keeping and reporting. As a result, many signed agreements are not implemented.

**Table 20: Establishing and formalizing relations between the commune and school management committees (CGS)**

<b>Percentage of communes in which one or more CGS was consulted in the budgetary process*</b>				
2005 budget	2006 budget	2007 budget	2008 budget	
44%	71%	83%	92%	
<b>Percentage of communes that participate regularly in dialogue on education**</b>				
March 2006	September 2006	March 2007	September 2007	March 2008
46%	65%	58%	55%	58%
<b>Percentage of communes that have a signed partnership agreement with one or more CGS**</b>				
March 2006	September 2006	March 2007	September 2007	March 2008
46%	52%	58%	62%	66%
<p>PGP was instrumental in bringing partner communes and school management committees (CGS) closer together. For the 2008 budget, one or more CGS participated in the budget process in nine out of ten partner communes, more than double the proportion recorded for the 2005 budget. The proportion of communes that have signed a partnership agreement with at least one CGS has been steadily increasing. In March, 2008, 66% of communes had signed at least one agreement. The average number of agreements per commune having signed at least one agreement was 7.33 in September, 2007, compared to 6.84 one year earlier. These developments have had the effect of involving more communes in issues related to primary education. Fifty-eight percent of communes regularly took part in dialogue on education in March, 2008 as opposed to 46% in March, 2006. NGO partner reports bring up examples of how communes increasingly come to the aid of weaker school structures, help resolve conflicts and facilitate dialogue on issues.</p> <p>*Source: Operational Indicators Data    **Source; PMP data</p>				

## **4. Partnerships in water management**

In all 10 project zones PGP has contributed to reinforcing the process of establishing new water distribution systems managed by water users associations or reinforcing existing systems through greater commune participation in the process. Communes made important headway in participatory processes and many communes now have agreements with the local water users associations regarding taxation and administrative oversight. PGP support helped communes mobilize matching funds from communities and establish sound working relationships.

Existing systems, previously under state control, have been transferred to the commune in more than half of partner communes. Despite PGP efforts, mayors in these communes are shying away from taking responsibility over existing transferred systems. Most irrigation and water distribution systems that have been transferred are idle and require repairs or come with maintenance costs that communes are not in a position to support.

Communes in all program zones are now facing difficulties in the management of new water distribution installations. Associations are facing problems in collecting fees from users; the latter now claim that water should not be sold. Associations are largely unable to generate revenue to finance repairs and the repairs may become a burden too heavy for commune finances. PGP's most significant contributions to water management are: 1) strengthening the participatory process and institutional base in the establishment of new systems; 2) helping communes becoming involved in existing water management systems, leading to agreements with water user associations, administrative oversight and improved internal governance.

## **5. Partnerships in natural resource management**

PGP has introduced through the Nature, Wealth and Power approach the notion of natural resources as the primary source of revenue for constituents in rural communes, impacting on the commune's ability to mobilize local taxes. Partner communes have inventoried resources and many have produced resource management plans. Practical applications of these plans have taken many different forms. Communes became involved through agreements with associations and committees in the management of grazing areas and forests; others diversified their revenue by applying taxes on mills and quarries; several established a more productive relationship with state nature conservancy services and have been involved in regular village-level dialogue.

In order to maximize sustainability, PGP will concentrate efforts on the consolidation of working relations between the commune and the natural resource management committees with which the commune has established a partnership agreement. PGP will help communes deal with issues of organizational weakness, regular tax payments, and tax transfers by state agencies. The result will be sustained partnerships in natural resource management, insuring adequate protection of resources and regular revenue streams for the commune.

## **6. Local resource mobilization**

Achievements in resource mobilization have been significant from the point of view of the mobilization of communal actors to reach out to constituents and partners, improve communications and diversify sources in order to increase the commune's revenue. At this time, with 5 years of retrospect, there are mixed results in regard to sustainable increases in revenue through increased trust and improved tax collection.

**Table 21: Commune performance in local resource mobilization**

2006/2005		2007/2006		2007/2005	
Percentage of comm that increase amount collected	Percentage change in global amount collected	Percentage of comm that increase amount collected	Percentage change in global amount collected	Percentage of comm that increase amount collected	Percentage change in global amount collected
58%	+10%	44%	-6%	49%	+3%

Forty-eight percent of partner communes increased their performance in mobilizing local taxes between the communal fiscal years 2005 and 2007. The overall amount mobilized progressed over the same period by 3.29%. Commune progression in local resource mobilization is uneven; performance in 2006 was stronger; performance in 2007 was weaker. In 2006, 57% of communes increased revenue and overall amount mobilized progressed by 10%. In 2007, only 44% of communes progressed, and overall amount mobilized dropped by 6%.

The weaker performance of 2007 is explained by the relatively strong performance of 2006. In 2006, partner communes were in the full swing of a second year of resource mobilization efforts, and still benefited from the extensive community mobilization around the development planning process of 2005. Through improved organization and mobilization, communes were able to collect significant amounts of back taxes. Thus the amount of back taxes to be collected on top of current taxes was significant in 2006 but much less so in 2007. The year 2007 was a presidential and legislative election year, and many mayors associated with national parties (the majority of mayors) were not inclined to press forward with tax collection. Moreover, the initial fervor and enthusiasm generated in 2005 and 2006 settled somewhat. Some had unrealistic expectations regarding public investments that were to stem from the 2005 planning process, others lost confidence when participation did not translate quickly enough into transparency and accountability. Performance in local resource mobilization can vary greatly from one year to the next, and thus should be assessed over multiple years. As described in Table 22, below, economic and political factors greatly influence performance, and significantly impacted results for FY08.

**Table 22: Commune performance in resource mobilization per program zone**

Zone	Cercles	Percent of communes having increased revenue: 2007/2005	Percent change in local tax revenue between 2005 and 2007
A	Kati	75%	+43%
D	Doïïla	6%	-22%
E	Koutiala, Sikasso, Kadiolo	40%	-9%
F	Ségou, Macina, Niono	70%	+8%
I	San, Djenné, Bandiagara, Mopti	41%	+4%
L	Dire, Niafunké	64%	+16%
M	Timbuktu, Goundam	42%	-9%
N	Gao, Ansongo	17%	-23%
O	Bamako District	80%	+9%
P	Kidal, Anéfif	0%	-14%

This table illustrates sharp variations in individual zone performance. The overarching factor behind these variations is economic conditions. Communes in Dioïla and Sikasso have weathered an economic crisis related to cotton production, in 2006 and 2007 respectively, with tremendous impact on performance. In 2006, all but one partner communes in Dioïla regressed, and communes overall collected 27% less than the previous year. The crisis impacted on Sikasso one year later, when 76% of communes regressed, and communes overall collected 22% less than the previous year. Similarly, four partner communes that are located in the state-controlled agricultural zone of the Office du Niger and could not access water for the 2007 agricultural season together lost 26% of revenue that year. Those same four communes had progressed by 61% the previous year. In contrast, communes in Ségou and Kati (zones F and A) have progressed significantly during the same period. This illustrates the economic vulnerability of the tax paying population and, by extension, the vulnerability of the communal institution to changes in economic conditions. When those zones that experienced economic crises during the period are excluded from the calculation, the number of communes that progressed between 2007 and 2005 is 92 (61%), an encouraging performance that is above the performance target for FY08.

With the exception of zone L, all program zones in the North have regressed both years (2006 and 2007). Program zones in other regions have all progressed in at least one of the two years 2006 and 2007, setting the Northern zones apart.

Source: PMP data

**Table 23: Changes in partner commune revenue between 2005 and 2007**

Communes having collected less than 25% of projected tax revenue in 2007	Communes having collected less than 50% of projected tax revenue in 2007	Communes having collected more than 50% of projected tax revenue in 2007	Communes having collected more than 75% of projected tax revenue in 2007
-32%	-11%	+8%	+20%

Communes that collect a higher proportion of their budgeted tax revenue have performed better than those that collect a lower proportion of that revenue. Communes that collected less than half of budgeted revenue in 2007 lost 11% of their revenue on average between 2005 and 2007, while communes that collected more than 50% of budgeted revenue gained 8% on average over the same period. The difference in performance increases dramatically when communes that collected less than 25% of budgeted revenue are compared to those that collected more than 75% of budgeted revenue. The first group, those having collected less than 25%, lost 32% of their revenue between 2005 and 2007. The second group, those having collected more than 75%, gained 20% over the same period. It should be noted that the proportion of collected revenue over budgeted revenue has not change significantly between 2005 and 2007. Thus communes that were doing relatively better in 2005 have progressed, while communes that were doing relatively worse have regressed.

## 7. Compliance with procedures and good practice and accountability

Good financial practice is one area in which PGP achievements are notable. Ninety-two percent of partner communes keep regular records using established legal formats without reminders or supervision by field agents. This has enabled communes to publish their results in a timely fashion and reconcile them with the accounting of the local Treasury Office, improve reporting to the council and initiate reporting to the public, thereby reinforcing accountability. Almost half of partner communes now make public presentations of their annual financial report, whereas none did so before.

All zones have experienced a sustainable increase in public participation in the annual budgeting process. What used to be largely limited to council members is now open to all and often announced over the airwaves. Civil society organizations, women's groups, state technical services are engaged in a public presentation and debate of the budget each year. The presentation is an opportunity to discuss issues of concern in education, health and other fields. This is done largely without the intervention of field staff.

**Table 24: Progression of good management practice**

Percentage of communes adhering to legal accounting practice			
September 2006	March 2007	September 2007	March 2008
66%	84%	87%	92%

At the onset of PGP, few communes kept daily records using all the accounting formats prescribed by law. An informal survey by PGP of 18 communes and 100 officials found that an accounting manual used in training one year previous was not in use anywhere. Accounting practice varied from one commune's interpretation to the next. As a result, most communes were not in a position to reconcile their books with those of the local Treasury Ministry official,<sup>1</sup> track revenue and expenses, and make timely reports to the council. Relations with the Treasury office were often tenuous. PGP applied a practical training method involving The Treasury Secretariat and local Treasury officials in reviewing all legal procedures and formats with commune officials. Training benefited 1,110 people, including 825 commune officials, 164 state officials, and 120 PGP field agents. PGP agents followed up with each partner communes to make sure the reviewed procedures were applied and liaised with Treasury officials to insure the communes and Treasury office remained on the same track.<sup>2</sup>

Although no quantitative data existed prior to 2006, reports indicate the change since 2004 was dramatic, bringing the number of communes adhering to legal practice to 66% in September, 2006. That proportion has been steadily rising since then. In March, 2006, 92% of partner communes adhered to legal accounting practice. The results of these efforts are notable and have positively influenced commune governance in several ways. Regular accounting practice enabled communes to reconcile their accounts with those of the local Treasury office, revealing sometimes abysmal differences. NGO partner CRADE (Dioila Cercle, Koulikoro Region) reported heated debate between three communes and the Treasury office over the remaining balance at year end. In Nantjila commune, the Treasury office reviewed its position, and the year end balance for the commune went from -100,000 CFA (-\$220) to +310,000 (+\$630). The Nantjila example is emblematic of previous reported practice in Dioila Cercle and elsewhere, whereby positive balances at year end were not transferred on to the following year's books.

## 8. Conflict

Almost half of PGP communes have a communal conflict resolution mechanism established with PGP support that is being used without PGP intervention to resolve local conflicts. This figure has remained steady between FY06 and FY08 indicating good sustainability perspectives for the mechanisms put in place. The effects of these mechanisms have a direct impact on the welfare of parties involved in conflict, and on the community as a whole as conflicts can paralyze development projects or the exploitation of

<sup>1</sup> The Treasury Ministry is the treasurer and accountant of the commune. All revenue is deposited with the local Treasury office; expenditures are made by the office.

<sup>2</sup> A Partnership between PGP, the National Department of Decentralized Entities (DNCT) and National Department of Treasury and Public Accounting (DNTCP) and governance programs<sup>2</sup> led to a permanent national exchange forum on financial management issues and a national mentoring plan for local Interior and Treasury officials. Through this partnership, PGP extended its reach to 66 non-target communes with no additional cost.

arable land. Moreover, there is a reduction in the number of conflicts to which the commune is a party. This may be an effect of increased and improved dialogue and of the presence of a facilitator in the commune.

## **9. Gender**

The most noteworthy sustainable achievement under gender is the successful management of funds by women's groups in ex-Wingspan communes. Roughly 3 out of 4 groups have increased their capital and some have begun to share their resources with other groups. Roughly half of the networks of women's associations created near the closeout of Wingspan activities are active and rely on their own funds to organize meetings at the commune level. Beyond ex-Wingspan communes, women's groups now generally attend commune activities, and most communes program activities and investments geared toward women. Women in general have not yet come to freely voice their opinions and needs in public assemblies however, and, in many communes, investment decisions geared toward women are still made on their behalf.

## **10. Strategic communications**

PGP partner communes have for the most part broken new ground with PGP in reaching out to constituents and partners. Communes are now working with communication strategies that have been reviewed at least once. One notable aspect of communal communication strategies is the use of radio. Radio use by communes has dramatically increased under PGP partnership. Radio use has contributed to improving results in mobilization in a number of fields including local taxes, water management and participation in council sessions. Moreover, PGP has found that communes maintain their use of radio independent of PGP contributions. It can reasonably be concluded that a large majority of communes have embraced notions of outreach and dialogue with constituents and reasonably be expected that a majority will continue to make use of radio beyond the program's duration.

# **E. MONITORING AND EVALUATION (M&E)**

## **I. Operational Plan Indicators**

In January, 2007, as part of the implementation of USAID's Operational Plan planning and reporting system, PGP identified together with USAID/Mali a series of indicators and targets. Indicator data is compiled from two sources: the Program's Performance Monitoring Plan (PMP), and the Program's Operational Indicators (OI). The PMP was adopted at the project onset, with baseline data collected in 2003 and updated in September 2004. PMP data is governed by the protocol submitted to USAID/Mali at project onset as part of the PMP.

The Operational Indicators are more detailed indicators developed internally, inspired from the PMP and used to track performance more precisely each semester. In response to the need to assess data quality for the Operational Plan Indicators, MSI developed and presented to USAID/Mali a Protocol for Data Quality, annexed to this report. The Protocol governs the programs operational indicators data. All data reported to USAID are now governed by a protocol. In FY08 USAID/Mali conducted a Data Quality Survey (DQA) on the Operational Indicators that feed into the achievements table below and found the system and the data to be valid.

The following considerations apply to the data presented:

- For data quality assurance purposes, data that does not meet criteria is rejected, meaning that the data presented is projected over 150 communes but not necessarily coming from all 150 communes. The number of communes from which the data is coming is specified for each indicator
- Although data is also collected for the communes of Sanso and Domba under the Program's Global Development Alliance (GDA) activity, achievements are reported over 150 and not 152 communes. Considering Sanso and Domba only began activities this year, data from the two is not compatible with that from the Program's 150 communes, in which activities began in 2004 and 2005.

Achievements for FY08 are presented in the table, below. Comments on achievements for each indicator immediately follow the results table.

## 2. Performance Monitoring Plan Data

USAID/PGP has continued to collect data under the program's initial PMP. Data for FY08 was collected in all of the program's partner communes in June.

Results under PMP are set against targets revised with USAID in FY06. They are presented in the Performance Monitoring Plan Results Table, following the OP achievements table and comments section. The table incorporates results from the program's onset to FY08. Steps were taken throughout the process to insure data quality. A data quality assessment was conducted by USAID/Mali staff on the PMP in August of 2006.

<b>TABLE 25: FY08 ACHIEVEMENTS TABLE</b>				
Indicators/Targets	9/30/07 Targets	9/30/07 Achieved	9/30/08 Targets	9/30/08 Achieved
Number of Local Mechanisms supported with USG assistance for citizens to engage their sub-national government	339	371	390	442
Number of local non-governmental and public sector associations supported with USG assistance.	527	2,536	1,696	1,046
Number of individuals who received USG-assisted training, including management skills and fiscal management, to strengthen local government and/or decentralization.	3450	4,057	3,663	3,183
<b>Proposed Custom Indicators:</b>				
Number of sub-national government entities receiving USG assistance that have increased their revenue over the previous year.	109	81	89	45
Number of sub-national government entities receiving USG assistance that have addressed development needs through joint action	106	89	73	92
Number of sub-national government entities receiving USG assistance that have participatory mechanisms to prevent and/or resolve conflicts	91	134	138	125

Number of sub-national government entities receiving USG assistance in which women are represented in the annual budgeting process	126*	129	133	135
<b>Custom Indicators – Sector Synergy:</b>				
Number of parent-teacher association or similar school governance structures supported with USG assistance	330	652	342	352
Number of sub-national government entities receiving USG assistance that budget funds for community health services	84*	120	124	127
Number of sub-national government entities in which one or more local NGOs working in HIV were consulted in annual budgeting	55	61	64	59

### 3. Comments on FY07 Achievements

#### 3.1 Common Indicators

<b>Table 30:</b> <b>INDICATOR: <i>Number of Local Mechanisms supported with USG assistance for citizens to engage their sub-national government</i></b> Source : PGP Operational Indicators	FY07 Target	FY07 Achieved	FY08 Target	FY08 Achieved
	339	371	390	442
<p>Achievements for FY08, as those of FY07, surpass their target. This is due to exceptional performance on the mechanism of public budget debates in FY07 and FY08. The large majority of communes now systematically hold a public debate on the proposed budget for the upcoming fiscal year. Moreover, a growing number of communes are making public presentations of their annual financial report. The remaining mechanisms are made up of regular mechanisms for dialogue on issues.</p> <p>Projected from a sample of 118 communes</p>				

<b>Table 31:</b> <b>INDICATOR: Number of local non-governmental and public sector associations supported with USG assistance</b> Source : PGP Operational Indicators	9/30/07 Target	9/30/07 Achieved	9/30/08 Target	9/30/08 Achieved
	527	2,536	1,696	1,046
<p>There is a significant drop this period in the number of associations supported with USG assistance. This drop was stronger than what had been expected one year ago, when the 9/30/08 target was set. In FY07 the project expected the figure of 2,536 for FY07 to drop to 1,696 for FY08. A drop was expected in FY08 because the figure for FY07 was unusually high, reflecting, among other factors, a regional administrative decision to finalize transfer of ownership of school infrastructure to communes, thereby creating a need among education associations and communes for a better understanding of the legal and administrative framework behind the transfer. It was expected that, once the task of explaining the framework was completed, the figure 2,536 would be reduced considerably. The expected drop also reflected the shorter time frame for field activities (9 months) due to project closeout.</p>				

The difference between the figure 1,046 and the FY08 target of 1,696 indicates a shift in the type of support that is required by associations working with communes on service delivery. The type of support provided by the USG has gradually evolved from training communes and associations in the legal and administrative framework that governs their relations, to facilitating formal partnership agreements, to providing organizational support to the partners in implementing their agreement. Two phenomena occur during this evolution. One, the number of partners that actually move forward in implementation is always lower than the number entering into agreement. Second, the number of partners that request technical assistance is also lower than the number of partners implementing agreements. The figure 1,046 reflects this larger evolution in the process of establishing and strengthening partnerships between communes and the associations that are mandated to manage schools, health centers, natural resources and infrastructure.

It must also be noted that the FY07 target figure of 527 was a ball-park estimate based on the number of partner communes multiplied by an arbitrary average number of organizations. No data on the number of organizations supported existed at the time when the OP targets were set. The achievement values for FY07 and FY08 come from a compilation of the exact number of associations assisted in each of the program's partner communes, based on data collected specifically for this report.

Projected from a sample of 99 communes

Table 32:	9/30/07 Target	9/30/07 Achieved	9/30/08 Target	9/30/08 Achieved
<b>INDICATOR: Number of individuals who received USG-assisted training, including management skills and fiscal management, to strengthen local government and/or decentralization</b> Source : PGP Operational Indicators	3450	4,057	3,663	3,183

This indicator is comprised of the number of actors formally trained in financial management and an estimate of the total number of people that learn new skills and attitudes through close mentoring by the program's field agents. The target for FY08 was set lower than the FY07 achieved because of a shorter year (closing year) and because the great majority of communal financial officers have already received training. As the proportion of target communes in which officers have already been trained increases, more and more of the training touches on communes beyond the project scope. This training is dependent on synergy with development agencies. Investments in training by other development agencies dropped unexpectedly this year, and this resulted in a drop in the number of trainings. Even if it is below the FY08 target of 3,663, the value 3,183 for FY08 achieved represents performance over and above the scope of the project. The project has directly trained financial officers in almost 100% of target communes and, through synergy, has been reaching beyond USAID target communes.

Derived at through the actual number of participants in formal training sessions plus an estimate of individuals benefiting from in-situ training through mentoring by field agents

## 3.2. Custom Indicators

Table 33: INDICATOR: Number of sub-national government entities receiving USG assistance that have increased their revenue over the previous year Source : PMP 2007 data	9/30/07 Target	9/30/07 Achieved	9/30/08 Target	9/30/08 Achieved
	109	81	89	67

Less than half of the program's 150 partner communes (67 communes) increased their revenue in 2007 when compared to 2006. The overall amount of taxes collected dropped by 6% over the same period. Careful analysis of the data has yielded the following observations. First, commune progression in local resource mobilization is uneven. Performance in 2006 was stronger; performance in 2007 was weaker. In 2006, 57% of communes increased revenue and overall amount mobilized progressed by 10%. When performance in 2007 is compared to 2005 (the first year for which reliable data is available), 72 communes have increased their revenue. The overall amount mobilized progressed over the same period by 3.29%.

The weaker performance of 2007 is explained in part by the relatively strong performance of 2006. In 2006, partner communes were in the full swing of a second year of resource mobilization efforts, and still benefited from the extensive community mobilization around the development planning process of 2005. Through improved organization and mobilization, communes were able to collect significant amounts of back taxes. Thus the amount of back taxes to be collected on top of current taxes was significant in 2006 but much less so in 2007. The year 2007 was a presidential and legislative election year, and many mayors associated with national parties (the majority of mayors) were not inclined to press forward with tax collection. The initial fervor and enthusiasm generated in 2005 and 2006 settled somewhat. Some had unrealistic expectations regarding public investments that were to stem from the 2005 planning process, others lost confidence when participation did not translate quickly enough into transparency and accountability. Performance in local resource mobilization can vary greatly from one year to the next, and thus should be assessed over multiple years.

Data analysis also indicates that economic performance is a key factor in fiscal performance. Program zones that were hit with economic crisis associated with cotton farming, for example, fared badly, while other zones fared very well. In Zone A, in Koulikoro, 75% of communes progressed by a whopping 43% in overall amount collected between 2005 and 2007. In Zone D, including Dioïla circle, 16 out of 17 communes regressed, losing 22% of overall local tax revenue over the same period. When those zones that experienced economic crises during the period are excluded from the calculation, the number of communes that progressed between 2007 and 2005 is 92 (61%), an encouraging performance that is above the performance target for FY08.

Another key factor in performance is past performance. Communes that habitually collect a higher proportion of their budgeted tax revenue have performed better than those that collect a lower proportion of that revenue. Communes that collected less than half of budgeted revenue in 2007 lost 11% of their revenue on average between 2005 and 2007, while communes that collected more than 50% of budgeted revenue gained 8% on average over the same period. The difference in performance increases dramatically when communes that collected less than 25% of budgeted revenue are compared to those that collected more than 75% of budgeted revenue. The first group, those having collected less than 25%, lost 32% of their revenue between 2005 and 2007. The second group, those having collected more than 75%, gained 20% over the same period. It should be noted that the proportion of collected revenue over budgeted revenue has not changed significantly between 2005 and 2007. Thus communes that were doing relatively better in 2005 have progressed, while communes that were doing relatively badly have regressed.

Projected from a sample of 136 out of 150 communes for which financial data is considered to be reliable.

<b>Table 34:</b> <b>INDICATOR: Number of sub-national government entities receiving USG assistance that have addressed development needs through joint action</b> Source : PMP 2007 data	9/30/07 Targets	9/30/07 Achieved	9/30/08 Targets	9/30/08 Achieved
	106	89	73	92

The proportion of communes that enter into formal partnership agreements is steadily increasing. The performance level of 92 communes is 19 points or 26% above target for FY08. As for FY07, the target “106” was set according to the program’s initial PMP performance target for 2007 (70%), set in 2004. This target has never reflected actual program performance. Performance has been growing steadily since the onset of the program: FY05 (40%), FY06 (53%), FY07 (59%), FY08 (61%). The performance for FY08, 92 communes, indicates further steady progression in performance. This translates in the field into greater involvement of commune authorities in partnerships with development programs, state agencies and individual NGOs, and a progression in formalization of agreements as a basic management tool. Improved partnerships increase prospects for sustainability through greater institutional involvement and investment in new infrastructure, equipment and economic activity.

Projected from a sample of 146 communes

<b>Table 35:</b> <b>INDICATOR: Number of sub-national government entities receiving USG assistance that have participatory mechanisms to prevent and/or resolve conflicts</b> Source: PMP 2007 data	9/30/07 Targets	9/30/07 Achieved	9/30/08 Targets	9/30/08 Achieved
	91	134	138	125

Performance level for FY08 is 125 communes, 13 points or 9% below target and 9 points below performance for FY07. This reduction in the number of communes that report having participatory conflict reduction mechanisms is considered to be a normal occurrence. In the annual report for FY07, MSI had indicated that the performance level of 134 communes (89%) likely signaled a natural limit in what can reasonably be achieved in terms of the proportion of communes that have participatory mechanisms to prevent and/or resolve conflicts. What has occurred in FY08 is a settling of sorts, meaning that some of the mechanisms have become defunct. This is a normal phenomenon whenever and wherever new structures or ways of doing things are introduced; in no way does it reflect on program performance. The value “125” represents 83% of partner communes, a very high figure. Moreover, a loss of only 9 communes over 134 in the final program year should be considered as positive, and a good indication of sustainability.

Projected from a sample of 146 communes

<p><b>Table 36:</b>  <b>INDICATOR: <i>Number of sub-national government entities receiving USG assistance in which women are represented in the annual budgeting process</i></b></p> <p>Source : PGP Operational Indicators</p>	<p>9/30/07 Targets</p>	<p>9/30/07 Achieved</p>	<p>9/30/08 Targets</p>	<p>9/30/08 Achieved</p>
	126	129	133	135
<p>The value 135 for FY08 indicates a steady increase in women’s participation to the annual budgeting process. This signals an evolution in attitudes both in women, who were largely disassociated with the workings of the communal institution, and a timid but growing acceptance of women as full-fledged partners in development by elected officials.</p> <p>Note: results are from 130 communes</p>				

### 3.3 Custom Indicators – Sectoral Synergy

<p><b>Table 37:</b>  <b>INDICATOR: <i>Number of parent-teacher association or similar school governance structures supported with USG assistance</i></b></p> <p>Source: PGP Operational Indicators</p>	<p>9/30/07 Targets</p>	<p>9/30/07 Achieved</p>	<p>9/30/08 Targets</p>	<p>9/30/08 Achieved</p>
	330	652	342	352
<p>School management committees (CGS) are the mechanism through which local primary schools are managed. This activity brings CGSs and communes closer together, in formal agreements, to insure that the local institution contributes to generating good management and dynamism in primary education. This year the achievement (352) slightly surpasses the target of 342 CGSs supported.</p> <p>Note: results are from 150 communes</p>				

<p><b>Table 38:</b>  <b>INDICATOR: <i>Number of sub-national government entities receiving USG assistance that budget funds for community health services</i></b></p> <p>Source : PGP Operational Indicators</p>	<p>9/30/07 Targets</p>	<p>9/30/07 Achieved</p>	<p>9/30/08 Targets</p>	<p>9/30/08 Achieved</p>
	84	120	124	127
<p>Communes are expected to contribute to the provision of basic local health services. Budgeting of funds for health indicates that communes are more involved in service provision, a sign that they (communes) are likely becoming more involved in other key aspects, such as the administrative supervision of local health associations. This year the achievement (127) slightly surpasses the target of 127 ASACOs supported.</p> <p>Projected from a sample of 88 communes</p>				

<b>Table 39:</b> <b>INDICATOR: Number of sub-national government entities in which one or more local NGOs working in HIV were consulted in annual budgeting</b> Source : PGP Operational Indicators	9/30/07 Targets	9/30/07 Achieved	9/30/08 Targets	9/30/08 Achieved
	55	61	64	59

As part of the Shared Governance Program's scope of work, participation by all CSOs in budgeting is fostered. A special attention is given to CSOs involved in HIV-AIDS work. While the achievement for FY07 slightly surpassed its target, performance for FY08 seems to have leveled off. This may be due to changes in activity levels of HIV-AIDS NGOs. It does not likely indicate a lack of interest on the part of NGOs, considering that a large proportion of them participated in past budget processes in response to PGP activity. When analysing this performance, one must keep in mind that HIV-AIDS NGOs are not active in all communes.

Projected from a sample of 84 communes

No.	Indicator	PGP baseline	USAID target FY05	Overall Results FY 05	USAID Target FY06	Overall Results FY06	USAID Target FY07	Overall Results FY07	USAID target FY08	Overall Results FY08
<b>SO3</b>	% of Communes with Partnerships that Increase Services	61%	36%	52%	41%	61%	47%	71%	52%	73%
	SO3 Education			25%		35%		43%		49%
	SO3 Health			21%		28%		40%		55%
	SO3 Water			19%		22%		33%		40%
	SO3 NRM			16%		17%		16%		30%
	SO3 Economy			24%		33%		44%		64%
<b>SO4</b>	NRM in Commune Development Plan	none	none	74%	none	94%	none	98%	none	99%
<b>IR 1.1</b>	% of Communes where annual budgets reflect CDP priorities	56%	63%	66%	68%	66%	71%	90%	none	89%
<b>IR 1.1.1</b>	% of communes that follow participatory steps in communal development planning	none	none	77%	none	94%	none	91%	none	100%
<b>IR 1.1.2.</b>	% of communes in which communities participate in preparation of the communal budget	none	none	20%	none	42%	none	48%	none	99%
<b>IR 1.2</b>	% of Communes that Follow Legal Procedures in Executing Annual Budget	14%	25%	20%	25%	31%	30%	24%	none	39%
<b>IR 1.3</b>	% of Communes that have	40%	55%	40%	60%	53%	70%	59%	75%	61%

	addressed development needs through joint action									
	IR 1.3 Education		18%	27%	33%	50%				
	IR 1.3 Health		10%	22%	27%	45%				
	IR 1.3 Water		15%	20%	25%	37%				
	IR 1.3 NRM		9%	16%	19%	12%				
	IR 1.3 Economy		11%	28%	34%	59%				
IR 1.4	% Communes Leveraged Resources From Private Sector For Public Goods/Services	7%	7%	1%	8%	2%	9%	6%	10%	3%
IR 1.5	% of Communes with Participatory CM Mechanisms	64%	48%	76%	55%	86%	60%	89%	65%	83%
IR 1.6	% of Communes Where Tax Collection Increases Yearly	64%	64%	47%	50%	59%	51%	53%	none	52%
IR 1.7	% of Communes That Consulted CSOs During CDP Process	none	none	86%	none	97%	none	97%	none	98%
	IR 1.7 Education		67%	80%	78%	85%				
	IR 1.7 Health		64%	75%	75%	75%				
	IR 1.7 Water		20%	24%	21%	20%				
	IR 1.7 NRM		27%	33%	28%	36%				
	IR 1.7 Economy		57%	67%	72%	79%				
	% of Communes where CSOs/Cos consulted during annual budget planning	none	none	64%	none	89%	none	97%	none	96%
IR 1.7.1	IR 1.7.1 Education		44%	71%	83%	92%				
	IR 1.7.1 Health		42%	67%	80%	89%				
	IR 1.7.1 Water		11%	17%	21%	23%				
	IR 1.7.1 NRM		16%	27%	25%	22%				
	IR 1.7.1 Economy		35%	59%	60%	73%				
IR 1.8	Number of Written NRM Agreements in Target Communes	none	none	28	none	195	none	117	none	105
IR 2.1	Number of national level advocacy activities on transfer of responsibilities to communes	none	25	36	35	34	35	N/A	none	38
IR 2.2	Number of national level advocacy activities on transfer of state revenues to communes	none	25	34	35	34	35	N/A	none	38
IR 3.1	% of communes where women are represented on	none	27%	5%	30%	N/A	33%	N/A	40%	N/A

the management bodies of basic social services									
IR 3.2 % of Communes where activities target women's needs	36%	45%	59%	50%	64%	55%	66%	60%	66%

## F. PROGRAM MANAGEMENT

Program management for this final year of the contract implementation was labor intensive and required a considerable amount of time allocated to administrative and critical details related to a smooth exit from communes and overall close out. Activities consisted of the preparation of the annual FY08 annual work plan, the preparation of the FY07 annual report, the management of the program budget, the updating of the inventory, the preparation of a disposal proposal, the preparation of a deliverables report, the transfer of property to partners per RCO authorization, and the handing over of project property to the USAID.

### I. Preparation of the annual report and work plan for FY08

Per MSI's contractual obligation, the PGP team prepared and submitted the annual report on activities conducted during the first option year. This report was submitted to USAID/Mali. In addition, PGP staff also prepared and submitted a preliminary report feeding into USAID/Mali annual reporting to the Home Office. Both of these reports were submitted to the USAID/Mali in a timely fashion and/or in a deadline negotiated with the CTO. The PGP team, in compliance with contractual provisions and subsequent modifications, prepared and submitted to USAID/Mali a work plan covering the activities for the period beginning September 15, 2007 and ending September 14, 2008. This document was prepared in the usual bottom up fashion that insured the participation of all actors at the commune, NGO and regional levels. MSI and partners prepared and submitted a semester report covering the activities undertaken in the first six months of the program implementation. This is always accompanied with the collection of operational indicators (OI) data.

### 2. Preparation and submittal of an exit strategy

In the annual report submitted, MSI proposed preparing and submitting, for USAID approval, a detailed exit strategy from the communes. PGP staff prepared and submitted to the PGP CTO an exit strategy document that included requests for disposition of used project property. A copy of this exit strategy document is found in attachment I.

### 3. Adjusting the program budget

Budget and expenditures control was a major undertaking of the team during this period due to a reduced budget and heavy fluctuations in the dollar exchange rate, making it increasingly difficult to stick to original expenditure projections. Although the budget was prepared on what was thought to be a very conservative exchange rate projection, in late FY07 the dollar was on a downward trend and the team needed to be proactive in the revision of budget projections. Management efforts included the management of the overall program budget including regular negotiation of the sub-grants to NGO partners for field activities, and regular adjustments to reflect the falling exchange rate.

PGP administrative staff in the field, MSI headquarters Contract Officer, Chief Financial Officer and Program Manager spent a considerable amount of time reviewing the FY08 budget, reviewing original expenditure projections and making adjustments to reflect the falling rate.

Very early in 2008, the team realized that the dollar was continuing its downward spiral and worked with partners to keep costs in check with respect to the loss in real budget. This process was completed in late March. The award of sub-grants to NGO partners is a major component of PGP implementation. These sub-grants are estimated in dollar value. They underwent three phases of preparation and discussion between the MSI field Office and the Coordinators of the partner NGOs in charge of field implementation.

The first phase of FY08 budget preparation was delayed due to the late approval of the second option year technical and financial proposal and budget. This phase consists of an exercise in program budgeting by each NGO partner and its commune actors, a method introduced in the first option year. NGO agents facilitated the review of governance activities, promoted planning of annual governance programs in each commune. Each commune was asked to conduct an exercise to determine communal contributions to the activity costs, and the costing out of PGP contributions to each commune. The second phase of the analysis consisted of the PGP review of these NGO programs and budgets to assess that the costs are fair and legitimate and that they conform to the criteria used to reduce the budget the previous year. This review enabled us to make the cuts necessary in order to balance the requests with the overall available sub-grants amount. The changes and/or cuts that were made were submitted again to the partners for review and in the spirit of creating ownership.

## 4. Preparing for the transition

When MSI field program management realized that the instrument for the award of a follow-on activity was being delayed, the field team conducted an internal review and decided to request a no-cost extension. This entailed a major search for alternative sources of funding – prompted by a realization that the remaining funds were very low while there was a need to avoid a hiatus in USAID/Mali local governance programming. For that purpose, the PGP approached partner organizations that have been closely associated with PGP during the life of the project. The GTZ, the SNV, the Canadian cooperation organizations were solicited toward that purpose. GTZ and SNV both responded favorably, enabling MSI to keep key personnel available and ready to sign on to a new program while the competitive process for the award of a follow-on contract was carried out.

## G. OBSERVATIONS AND RECOMMENDATIONS

The implementation of the fifth and final year of the program was conducted amidst numerous difficulties and challenges. Although carried out in a shorter than usual period of time, field activities resulted in many achievements, valuable learning and a numerous challenges and opportunities for the future. This section complements the lessons learned presented under the Conclusions section, below.

### 1. The Gender area of intervention received full attention to maximize the investments made by USAID/Mali through the WINGSPAN program

Major advances were made in the consolidation of the model for the economic empowerment of women. Implementation of a management system for women has been very encouraging and rewarding. The beneficiaries are turning this component of the program into a revolving loan system that yields substantial benefits. The leaders are showing marked confidence in their leadership roles. It enables them

to grow their capital and share the benefits of USAID/Mali resources with other women's organizations. This open loan system demonstrates a potential for contributing to economic improvements in target communities. It is also creating more solidarity among women, resulting in more social cohesion and less conflicts among constituents.

**2. PGP continued successfully to promote citizens participation in the financial management area, in budget preparation and in budget control at the end of the fiscal year.**

MSI began during the reporting period the successful introduction of a tool for citizen control of commune management of resources and successfully facilitated the reporting of the budget execution in most partner communes using this tool. MSI simplified the budget reporting format, and made it available to the communes, promoted the use of the model while assisting with the preparation of financial reports to be used during public sessions. This is a major achievement and contribution to the transparent use of resources that will undoubtedly affect dynamics in partner communes.

**3. Using the action learning approach and the PGP philosophy of learning by practice, the PGP team was successful in initiating the building of NGOs capacities in programming and budgeting. A model was introduced and tested in partner communes.**

PGP successfully introduced participatory programming and budgeting approach in partner communes. Budgeting constitutes a very important exercise as it relates to the allocation of resources to various activities basic service provision. Doing this right with the NGO and partner communes was one of the major challenges that PGP tackled. The most challenging task that the PGP team was faced with was related to the management of the sub-grants awarded to the partners NGOs. The process used was intended to be decentralized, participatory, program-based and also conducted in a learning mode. The team wanted to seize the opportunity to build NGO capacity to facilitate the development of program budgets and communes capacities to do the same thing. First, the NGOs were coached to assist communes in the conduct of the process, collect feedback and build their own budgets. Second, the Regional coordinators and the NGO leaders were tasked with the responsibility of reviewing and agreeing on the budget. At the end of these consultations, the regional coordinators (CRs) submitted the budget with recommendations for approval. Third, the budget was submitted to the central office for review and approval. The fourth and last step consisted of the preparation and signing of a partnership protocol between PGP and the NGO. This exercise creates a much needed capacity in the regional staff and the communes actors. It sets the stage for future activities in budgeting that create an environment where there is true participation in local decision-making and potential conflicts are prevented through dialog.

**4. The conduct of Global Development Alliance (GDA) activities by the PGP team resulted in meaningful results for team growth , the strengthening of the capacities of the PGP and communal teams and improved the self-reliance of the partner communes.**

The successful implementation of two GDA interventions have proven to be very rewarding although they were time consuming and very management intensive. These types of activities that involve many different stakeholders with their own procedures and approaches become very complex and require heavy coordination that is bound to be slow and time consuming. However, this management intensiveness is a short term phenomenon full of rewards in the medium and long term and should not deter people away from the replication of the experience and its continuation. This is a natural occurring in development since most development programs require the combination of many different factors and dimensions in order for them to reach the desired level of performance.

**5. Although the Reforms of the macro-political environment appear to have reached a deadlock, there are concrete signs that some key elements are introduced like the national decentralized entities support fund (FNACT) that will have a major impact on the functioning of the communes and the delivery of basic services.**

The process of consolidating the decentralization and local governance process in Mali is not viewed by all as a “win-win” situation. Participants in the process, namely state officials, have no incentive to give up the current power and responsibilities to assume the new roles that were entrusted in them, nor become accountable to local elected officials and constituents. So long as the proper incentives are not made available to the actors to incite them to change, decentralization and the local governance processes that were mandated by the National Conference as part of the drive to democratize the country are doomed to stagnate at best and fail at worst. All the observations above confirm that those who are in control resist change. One cannot change the governance system and obtain meaningful results in a situation where the rules and the behaviors are not conducive to change, but are influenced by vested interests in the status quo. It will only be possible to alter this state of affairs by changing the incentives system. This is the biggest challenge facing development experts and practitioners.

While the process of improving the macro-political environment appears to have slowed to a snail’s pace, as described above, there are some encouraging initiatives, led by the national secretariat for decentralized entities (DNCT) that provides reason for hope. The creation and proper functioning of the “Fonds National d’Appui aux Collectivites Territoriales (FNACT) is a point in fact. This new instrument will undoubtedly help transfer more resources to the communes, used to meet some of the more pressing development needs of the communes.

## **H. CONCLUSIONS**

This section presents the main lessons that stem from five years of the shared Governance Program. They have been streamlined and reformatted from the lessons learned exercise carried out at the end of the three-year base period of PGP and presented to USAID during the Program Review of May, 2007. New lessons, stemming from activities in FY07 and FY08 have been added.

### **1. Local ownership yields significant results**

PGP yielded significant results because it was locally owned. Partner communes diagnosed their own strengths and weaknesses and drew their own action plans to improve local governance. Local actors and the communal institution invested their own time and resources in activities. PGP 1 followed their lead, providing facilitation and training as needed, blending in and responding to local dynamics, needs and issues. PGP 1 helped local actors to “do it themselves” – reaching out to villages to plan, crafting strategies to improve tax collection, strengthening partnerships, associating constituents in new infrastructure and equipment and in the management of natural resources, strengthening financial management. The results were more than convincing: Development plans are more equitable, annual budgets respect priority development-plan investments in 34% more communes, 23% more communes hold budget debates, 39% more communes are in compliance with legal accounting practices, 43% more communes present their financial report publicly; 15% more communes have either one month or no arrears on staff salaries.<sup>3</sup> The lessons drawn give credit local ownership of the program for a good part of its overall success. Local ownership leads to results.

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<sup>3</sup> All data in this section: Source: PGP 1 data from the PMP and Operational Indicators

## **2. Communes have strong potential but insufficient resources**

PGP 1 has demonstrated that communes have a strong potential to positively influence outcomes. In numerous health-related cases, for example, increased commune involvement has led to improvements that impact directly on the well being of constituents. Commune involvement in local health have contributed to better governance of the local health association (ASACO) through increased oversight (twice as many communes now participate in ASACO meetings), leading to greater accountability (there is a 7% decrease in the number of ASACO boards with expired terms), the resolution of conflicts, better recourse against abusive behavior, and increased mobilization in membership drives and vaccination campaigns. Yet communes are resource poor, and do not access the resources or technical assistance they need to fully assume their responsibilities. The notion of weak commune capacity, widespread in government circles, has delayed the transfer of resources. Communes now account for approximately 2% of total public spending and fiscal revenue.<sup>4</sup> Moreover, state civil servants are not made available on a longer term basis and their short term support cost is out reach. Capacity building in health and education generally bypasses the commune; and communal investment-related technical capacity is not reinforced. Communes have little or no influence over – or knowledge of – what state health and education resources are available and how they are expended (with the exception of infrastructure funding). Lessons learned from PGP 1 indicate that this situation is stifling participation by school management committees (CGS) and communes in education. MSI understands that, in order to achieve their potential, communes must have better access to technical training and resources and be more closely associated to budgeted planning and expenditure tracking in the areas over which they have direct legal responsibility.

## **3. Radio is an effective tool to build empowered participation**

Mali has made dramatic advances in information and communications in recent years and now boasts one of the most dense and dynamic radio environments in Africa. Communities access information through an extensive and growing community of radio stations and telecenters. One challenge, however, is content: the capacity of local radio hosts and journalists is low, and local relevant development content is slim. Moreover, many telecenters remain economically fragile, and interest in development information is relatively low. The PGP 1 implementation team recognized early on that information is a central part of local governance. Field agents helped mayors develop communication strategies and encouraged them to use radio to dramatically expand their reach. Radio was used to inform, sensitize, and foster exchange on key development issues. In the last reporting period, 87% of partner communes used local radio either regularly or punctually. Radio use remained strong despite the end of PGP 1 subsidies covering a portion of radio costs for communes. One of the key lessons learned is that communes that make regular use of radio fare better in terms of mobilization, facilitating tax collection and cash contributions in infrastructure projects.

## **4. Elected officials encourage participation but resist accountability and transparency**

PGP 1's achievements in increased participation and financial management are undeniable. At the onset of USAID/Mali's Shared Governance Program planning was carried out by consultants and involved only a selected group, leading to investments that favored the chief-town and political calculations. Budgets were the exclusive affair of elected councilors and, in most communes, participation was limited to lining up to obtain a civil statute certificate. Mayors reported to the council almost one year following the close of the budget year. Now communes are investing according to a more equitable plan (75% of communes implemented three or more participatory steps in planning), consult and hold public debates on the draft annual budget (90% hold a public debate, 89% respect priorities in the plan), and make timely annual reports to the council and to constituents (44% hold public reporting sessions). Communes now also manage better and have a functioning accounting system (39% more communes are in compliance with

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<sup>4</sup> 2008 Annual budget of the Government of Mali

legal accounting practices; 25% more communes respect legal deadlines). This has contributed to improve local resource mobilization: communes in zones that did not experience economic or crisis or political strife during the period increased revenue by an average of 12%. The essential combination of participation and improved accounting has led to multiple cases where commune management has come under greater scrutiny and mayors have had to account for extra-budgetary and irregular financial management. Despite these achievements, irregularities remain – a part of resources are never accounted for.

#### **5. Women’s participation is instrumental in improving service delivery and economic progress**

Lessons from PGP 1 indicate that improvements in representation of women’s groups at the commune level can lead to improved service delivery and increased economic opportunity. Participation in planning, budgeting (52% more communes with women’s participation in the budget process) and the establishment of formal relations and liaison mechanisms between women’s groups and communes have generated an increase in commune activities programmed for women. Economic activity increases autonomy, assurance and this is expressed by the increased confidence with which women have invested the commune’s council chambers in a great number of PGP 1 partner communes. Moreover, women have clearly demonstrated their capacity to manage: the capital of Wingspan beneficiary groups grew by 17% between 2006 and 2008. Youth groups have also emerged as full-fledged actors in local governance, participating in planning and budgeting and successfully making the case for commune support to local youth endeavors.

#### **6. Political stability and peace are essential to achieving governance and development objectives**

PGP 1 experience in the North included dealing with concerns of security and political stability. Commune performance in resource mobilization was negatively influenced by growing instability. With the exception of Dire Cercle – more sedentary and mixed – all cercles in the North experienced a decline in commune revenue.

**ANNEX I.**

**PGP EXIT STRATEGY**



**USAID**  
FROM THE AMERICAN PEOPLE

# CONSOLIDATING MALI'S DECENTRALIZED GOVERNANCE SYSTEM

PROGRAM EXIT STRATEGY

JANUARY 2008

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# ACRONYMS

APE	Parent-Teacher Association ( <i>Association de Parents d'Elèves</i> )
ASACO	<i>Association de Santé Communautaire</i>
CC	Communal Council ( <i>Conseil Communal</i> )
CGS	School Management Committee ( <i>Comité de Gestion Scolaire</i> )
CSCOM	Community Health Center ( <i>Centre de Santé Communautaire</i> )
CSO	Civil Society Organization
MATCL	Ministry of Territorial Administration and Decentralized Entities ( <i>Ministère de l'Administration Territoriale et des Collectivités Locales</i> )
M&E	Monitoring and Evaluation
MSI	Management Systems International
NGO	Non-Governmental Organization
GRN	Natural Resource Management
NWP	« Nature, Wealth and Power »
USAID/PGP	Shared Governance Program ( <i>Programme de Gouvernance Partagée</i> )
USAID	United States Agency for International Development

## **Introduction to the PGP Exit Strategy**

The PGP team is happy to present its Exit Strategy to USAID/Mali. The strategy is the result of a process that began in FY06, gained momentum in July 2007 to culminate in the January 2008 workshop in Bamako. The process is described in detail, below, under “The Sustainability Building Process”.

The strategy document is divided into 3 major parts: a review of the process that led up to the finalization of the Exit Strategy in January 2008, a brief presentation of sustainable achievements, and PGP’s Exit Strategy per se, covering the major activities that will be implemented beginning in January and ending in September of 2008.

Considerable effort was invested in the process as part of PGP’s focus on sustainability. MSI welcomes questions and comments from the Governance and Communication team on the content of this strategy.

### **A. The Sustainability Approach**

Sustainability is part of PGP’s original design. This section briefly lays out the main elements of this strategy. In the section, below, “The Sustainability Building Process”, will detail how the strategy was implemented in the field.

**Ownership** puts forward sustainability depends on ownership by elected officials and other communal actors and constituents – those ultimately responsible for their development. Local actors must lead the process and invest their own resources, however limited, in implementation. According to this approach, the process of strengthening local governance starts with the local actor’s existing knowledge, means and objectives. Assistance to democratic process is carried out in respect to the means of each commune, insuring that partners can sustain the activities introduced or reinforced as a result of program activity. Assistance is also dependant on the willingness to invest the commune’s own resources towards the objectives it has set for itself. There is no remuneration (sitting fee) or cost reimbursement for officials and constituents and only occasional partial contributions (basic meal in consideration of villagers traveling far to the chief town to assist).

**Building on local dynamics** supposes that sustainable interventions need to recognize and engage key opinion leaders and build on the relations dynamics existing in the commune. Local actors are already involved in activities, grapple with issues, relate through mechanisms and codes. External agendas imposed on local dynamics are avoided; and replaced with close contact with a variety of actors, with mentoring and facilitation. Program activities attach themselves to this dynamic as opportunities arise, when actors are ready to take steps forward.

**Learning by doing** proposes that the process of learning new skills should be coupled with the application of those skills in the learner’s immediate environment. Learning opportunities, whether in a classroom or on site, are provided as a means to reach clear objectives previously identified by the partners as part of their shared plan. Moreover, application of the skill is systematically accompanied in the field in order to overcome obstacles that naturally manifest themselves when new or improved practices are introduced in a given environment.

**Synergy** proposes that, in order for local officials and actors to assume ownership of local development they must be at the very center of development activities implemented on their soil – as opposed to being more or less loosely associated. This approach is part of a process of institutionalization that reinforces normal legal and institutional channels and procedures, avoiding displacement. One objective of the approach is that sector programs adopt a similar base

in practice that produces a coherent interface with the commune, reinforcing with every intervention the confidence, capacity, responsibility and accountability of the commune. Another is that officials become more efficient at playing their designated roles.

Field teams systematically engage Territorial Administration and Treasury officials (responsible for administrative oversight) in all activities relating to financial management and local resource mobilization. Training in financial management is carried out by state officials with program technical support as needed. Field teams engage as much as possible public officials from line ministries and external programs. Activities of local agents are carried out in collaboration with sector programs. All public institutional processes and forms are adhered to; program activities are channeled through and make use of official mechanisms.

**One commune = One Project** The programmatic approach used by PGP is based on one of the program's founding principles: every commune is a project. Each commune is unique in respects to its social cohesion, political climate, resources, technical ability, and in the personality of the mayor and other elected officials. Each commune has conducted a self-diagnostic at the program's onset and chartered a course toward improved governance. Along this course, some communes will do better than others globally, and some will do better in some areas than others.

At PGP's onset, every commune was given the opportunity to make progress on all fronts: in widening and deepening participation, promoting gender, in concretely establishing its responsibilities in education, health, hydraulics, natural resources, resolving conflicts, improving accounting practice and accountability, and improving local resource mobilization. Program resources were spread more or less evenly to help communes achieve results in all of the above, with the knowledge that not all communes would achieve sustainable results in all of the above.

Beginning in the third program year, in order to insure maximum sustainability of results, the focus was gradually shifted to a greater concentration of program resources on consolidating promising results where they emerged. This meant avoiding two programmatic traps: the "sprinkling effect" by which activities are not sufficiently followed up to lead to durable change in practice and organizational capacity; the "spinning effect" by which efforts are maintained although no signs of real progress are visible. The milestones in the process of reinforcing programmatic sustainability are detailed, below.

## **B. The Sustainability Building Process**

This section lays out the steps that have been taken since the program's onset in the implementation of PGP's sustainability principles, leading to the finalization of PGP's Exit Strategy in January of 2008. PGP's sustainability strategy implementation has 2 main components: programmatic and institutional. The programmatic component consists of the consolidation of specific achievements so that they are sustained beyond the life of the program. The institutional component relates to the will and ability of local actors to maintain and further implement policies conducive to good local governance once the program ends.

PGP has taken concrete steps to achieve programmatic and institutional sustainability from the onset of the program. This section briefly reviews three periods of implementation: 1) the base period; 2) the end of the base period (leading up to PGP's exit from 100 communes); 3) the period from July 2007 to January 2007.

### **1. Steps Toward Sustainability Taken During the Base Period**

The base period includes the period of preparation leading up to the launch of activities in the field, the gradual deployment of agents to cover all 250 communes and activities up to and including the second quarter of FY06

#### **1.1 Building Ownership and Learning by Doing**

Considering that the program cannot be any better than the agents that are at the front line, significant time and resources were invested in initial training. The principle behind the training approach was that sustainability requires ownership and that ownership begins with the agent. An agent that feels he or she "owns" the program's objectives can generate ownership in local elected officials and other actors. Through the training, NGO agents and NGO supervisors developed their own thinking on local governance and the program's objectives and identified and shared existing tools of their own that could be of good use. Subsequently, each regional field team was invested with wide-ranging autonomy – within established guiding lines – in order to further develop ownership and be responsive to local needs and specificities.

Activities in the field were implemented in two steps. In the first step, each agent worked in only one commune for a total of 73 agents/communes. This enabled the agent to apply the PGP approach and learn from his initial experience. Learning by doing reinforces ownership by directly involving the agent in the process of selecting best approaches and tactics from his own experience. After nine to twelve months, agents drew from this experience as they began to implement activities in two additional communes (on average).

#### **1.2 Making Every Commune a Partner**

All 250 communes signed a partnership agreement with the implementing NGO, detailing the commitments of both partners. Each agreement was submitted and adopted by the communal council. PGP programming of activities is bottom-up, each level of the organization responding to the needs of partner communes as they arise.

### **1.3. Commune Diagnostic and Action Plan**

All of PGP communes conducted a participatory, public self-diagnostic at the program onset, and crafted action plans to address issues identified in the diagnostic results. Plans have been reviewed at least once a year by a local governance committee. Since FY06, these plans have become “sustainability plans” to help prepare the commune to carry on on its own once the program ends.

### **1.4. Cost Sharing**

In order to insure that the activities and practices adopted by the commune with PGP support are sustainable, they are carried out using the commune’s own resources. Beginning in FY06, in order to further reinforce ownership of the program, communes began to evaluate the cost of their contributions to the activities carried out with PGP and budget them on an annual basis, including the identification of potential sources of external funding other than PGP.

### **1.5. Commune Performance Assessment**

In addition to the planning tool mentioned in the paragraph above, PGP introduced the practice of Commune Performance Assessment in all program zones, leading each team to select and apply their own indicators to evaluate the performance of their communes. Field teams distinguished between “advanced”, “emerging” and “less advanced” communes in order to deepen their analysis of achievements and obstacles and improve their programming accordingly.

## **2. Steps Toward Sustainability Taken at the End of the Base Period**

The second period began when MSI was notified of the change in level of funding in FY06. Due to this change, the program ended in September of 2006 in 100 partner communes.

### **2.1. Consolidating promising results**

In FY06 PGP introduced planning tools to assist field teams in identifying, for each expected result, where – in which communes – efforts were more likely to produce tangible results and thus would be increasingly concentrated. Agents reviewing each commune’s action plan (PSP) were encouraged to assist local actors to be more critical, and to address the issues behind their inability to achieve some of their objectives. This was carried out as part of PGP’s FY06 exit strategy leading to the end of activities in 100 partner communes in September of 2006.

### **2.2. Auto-assessments and feedback**

Beginning in FY06 PGP strengthened the local review process for communal action plans. More emphasis was put on regular self-assessments using indicators based on commune performance. The process incorporates annual feedback to communes by PGP agents based on program performance as per PGP’s PMP and operational indicators. The practice of regular participatory assessments of performance is being instilled in partner communes.

### **2.3. Sustainability Plans**

In FY06 each partner commune was assisted in preparing for the end of program activities. This was done by facilitating a reflection on achievements and obstacles, establishing priority objectives for the remaining period, and identifying potential partners that could provide

assistance in certain areas requiring support. Since FY06, the commune's action plan developed into a sustainability plan geared toward the pursuit of objectives to improve local governance in a sustainable manner beyond the program's duration.

#### **2.4. Evaluation of Phase I**

At the end of the program's base period (FY06), field teams evaluated the program's performance in partner communes. The process included a global sustainability analysis in which each agent evaluated the prospects for achievements to be sustained and good governance to be further pursued in partner communes. The result served to draw the agent's attention to the imperative to reason in terms of sustained improvements to local governance beyond the program's duration and to make programming decisions based on this imperative.

### **3. Steps Toward Sustainability Taken Between July 2007 and January 2008**

#### **3.1. Design of an Exit Program Tool**

Annual commune performance reviews conducted between July and September fed into PGP's "Exit Program Tool" introduced in October of 2007 and were designed to help each agent and partner commune take stock of sustainable achievements, identify priority actions to consolidate those achievements that require consolidation, and identify what is expected by the end of September 2008. At his point, PGP management at all levels reinforced the agent's capacity to be more critical in what could be reasonably achieved and where priorities lied.

The Exit Program Tool and its implications were debated at length with field teams in Bamako October 16 to 20. Individual zonal strategies and implementation plans were also reviewed and commented in an effort to build capacity among supervisors. The Exit Program Tool was used in the field between October and January. During this period each agent reviewed progress for each commune and, with the help of his supervisor, identified the achievements for which it can be reasonably be assumed that they will be sustained after the end of PGP activities. This exercise requires the kind of critical thinking necessary to differentiate between where the potential rests for sustainability and where additional investments in time are less likely to yield sustainable outcomes by the end of September 2008.

#### **3.2. Commune Review and Exit Planning**

Between July and September 2007 partner communes reviewed their annual performance and prioritized objectives for the remaining program year. This exercise was done with the explicit knowledge that this is program's final year. Partner communes put a special emphasis on reinforcing local capacity and identifying external resources as need be to insure they will be in a position to maintain their governance strengthening program. Special emphasis was put on what elements of the action plan the commune will carry out without support from the agent, gradually phasing out PGP support.

#### **3.3. Review and Finalization of Zonal Exit Plans**

Zonal plans were finalized during a 3-day workshop involving field coordinators, local governance advisors and, for the first time, activity coordinators from each of PGP's 10 partner NGOs. Proposed consolidation activities were the object of a peer review for their realism and

sustainability. The plans will serve as a base for programming, will continue to be enriched and will feed into PGP's final report.

### **3.4. Reinforcing local mechanisms**

Partner communes have instituted various mechanisms to engage other actors in their action plans to reinforce local governance. These mechanisms were put in place after the commune's self-diagnostic results were presented publicly at the beginning of their partnership with PGP. In most communes the mechanism consisted of local governance committees of diverse composition including elected officials, CSO partners and state services. The local governance committees have been engaged in each review of the commune's action plan. Support was crafted so that the committees would gain autonomy from PGP assume a greater role in working with the executive in the implementation and review of action plans. A minority of committees actually became autonomous, conducting activities between reviews. Most committees are only active when the action plan is reviewed.

PGP agents have assisted communes in evaluating their mechanisms and learning from them. When reflecting on their experience with PGP and on prospects for sustainability a majority of communes have expressed interest in re-establishing a mechanism that could serve as a monitor of governance practice in the commune. The mission and contours of each committee vary from one commune to another. Building on past experience with the committees, many communes have already taken steps to establish revised mechanisms.

### **3.5. Synergy**

PGP has always put emphasis on synergy – orchestrated by the mayor – as a paramount element of shared governance. In the commune review and exit planning mentioned above, each commune identified current partners and reflected on how those partners can contribute to the commune's efforts to continue and strengthen local governance once PGP ends. A similar exercise was carried out at the zone and region levels, identifying who the strategic partners are and how they contribute to improved local governance after the end of September.

## **4. Sustainable achievements**

The paragraphs below are a synthesis of the sustainable achievements as identified by partner communes and local PGP agents using the Exit Program Tool. Sustainable achievements were defined, in a nut shell, as visible changes in governance practice sustained over time (or for which there is clear indication they will be sustained), agreements and plans put into effect, and active organizations. Field teams based themselves on an honest assessment of what has really been achieved and what should be consolidated between January and the end of the program. Main achievements are summarized, below.

### **4.1. Participation**

The first major sustainable achievement of the program lies in the remarkable increase in dialogue and participation. Some communes report some difficulty in mobilizing constituents to participate, and have been developing more effective ways of drawing constituents into the process. Nonetheless, in the majority of communes, instances of consultation and dialogue have been multiplied and regular forums have been established and are active.

#### **4.2. Partnerships in health**

As PGP results indicate, the progression of partner communes in the field of basic health is significant. In contrast to the situation that prevailed at program's onset, local health associations (ASACOs) now participate in budget sessions, communes have signed agreements with ASACOs and budget increasing financial resources toward health. What is at issue in health partnerships is not so much the sustainability of achievements, they are unlikely to fade. At issue is a deepening of partnership so that the commune can fully exercise its responsibilities in improving basic health management in partnership with ASACOs and local health reference centers (CSRefs). In 38% of partner communes the ASACO reports regularly to the council, indicating administrative supervision has been introduced (roughly 2/3 of the 61% of communes where an agreement was signed). Benefits of commune involvement are clearly identified, and include more regularity in the election of board members, commune assistance in conflict resolution, regular dialogue on health issues, public presentation of results, and strengthened relations between commune and CSRef.

#### **4.3. Partnerships in basic education**

Partner communes are much more involved in basic education than they were at the program's onset. A large majority of communes contribute increasingly to education, school management committees (CGSs) participated in the 2007 annual budget session in more than 80% of communes, there is regular dialogue on education in 60% of communes and 60% of communes have a signed agreement with one or more CGSs. For education the immediate issue for sustainability is the reinforcement of existing partnerships between commune and CGSs. Hurdles include resistance by some CGS to commune financial oversight, organizational weakness of many CGS including irregularity in statutory functions, faulty record keeping and reporting. As a result, many signed agreements are not fully implemented.

#### **4.4. Partnerships in water management**

In all 10 project zones PGP has contributed to reinforcing the process of establishing new water distribution systems managed by water users associations or reinforcing existing systems through greater commune participation in the process. Communes made important headway in participatory processes and all concerned communes have agreements with the local water users associations regarding taxation and administrative oversight. PGP support helped communes mobilize matching funds from communities and establish sound working relationships. Existing systems, previously under state control, have been transferred to the commune in more than half of partner communes. Despite PGP efforts, mayors in these communes are shying away from taking responsibility over existing transferred systems. Most irrigation and water distribution systems that have been transferred are idle and require repairs or come with maintenance costs that communes are not in a position to support. Communes in all program zones are now facing difficulties in the management of new water installations. Associations are facing problems in collecting fees from users; the latter now claim that water should not be sold. Associations are largely unable to generate revenue to finance repairs and the repairs may become a burden too heavy for commune finances.

#### **4.5. Partnerships in natural resource management**

PGP has introduced through the Nature, Wealth and Power approach the notion of natural resources as the primary source of revenue for constituents in rural communes, impacting on the commune's ability to mobilize local taxes. Partner communes have inventoried resources and

many have produced resource management plans. Practical applications of these plans have taken many different forms. Communes became involved through agreements with associations and committees in the management of grazing areas and forests; others diversified their revenue by applying taxes on mills and quarries; several established a more productive relationship with state nature conservancy services and have been involved in regular village-level dialogue.

In order to maximize sustainability, PGP will concentrate efforts on the consolidation of working relations between the commune and the natural resource management committees with which the commune has established a partnership agreement. PGP will help communes deal with issues of organizational weakness, regular tax payments, and tax transfers by state agencies. The result will be sustained partnerships in natural resource management, insuring adequate protection of resources and regular revenue streams for the commune.

#### **4.6. Local resource mobilization**

Achievements in resource mobilization have been significant from the point of view of the mobilization of communal actors to reach out to constituents and partners, improve communications and diversify sources in order to increase the commune's revenue. At this time, with 3 years of retrospect, there are mixed results in regard to sustainable increases in revenue through increased trust and improved tax collection. Although the total amount of local resources mobilized by partner communes keeps growing, one half of communes that increased revenue in 2005 did not do so in 2006. Sustained performance in local resource mobilization (as defined by increases in both 2005 and 2006) has taken place in 35% of partner communes. Another 19% have increased revenue in 2006 only; it is too soon to determine if the increases will be sustained over a second year.

#### **4.7. Compliance with procedures and good practice and accountability**

Good financial practice is one area in which PGP achievements are notable. Eighty-six percent of partner communes keep regular records using established legal formats without reminders or supervision by field agents. This has enabled communes to publish their results in a timely fashion and reconcile them with the accounting of the local Treasury Office, improve reporting to the council and initiate reporting to the public, thereby reinforcing accountability. Just under half of partner communes now make public presentations of their annual financial report, whereas none did so before.

All zones have experienced a sustainable increase in public participation in the annual budgeting process. What used to be largely limited to council members is now open to all and often announced over the airwaves. Civil society organizations, women's groups, state technical services are engaged in a public presentation and debate of the budget each year. The presentation is an opportunity to discuss issues of concern in education, health and other fields. This is done largely without the intervention of field staff.

#### **4.8. Conflict**

Almost half of PGP communes have a communal conflict resolution mechanism established with PGP support that is being used without PGP intervention to resolve local conflicts. This figure has remained steady between FY06 and FY07 (growing by 4 percentage points), indicating good sustainability perspectives for the mechanisms put in place. The effects of these mechanisms have a direct impact on the welfare of parties involved in conflict, and on the community as a whole as conflicts can paralyze development projects or the exploitation of arable land. Moreover, there is

a reduction in the number of conflicts to which the commune is a party. This may be an effect of increased and improved dialogue and of the presence of a facilitator in the commune.

#### **4.9. Gender**

The most noteworthy sustainable achievement under gender is the successful management of funds by women's groups in ex-Wingspan communes. Roughly 3 out of 4 groups have increased their capital and some have begun to share their resources with other groups. Roughly half of the networks of women's associations created near the closeout of Wingspan activities are active and rely on their own funds to organize meetings at the commune level. Beyond ex-Wingspan communes, women's groups now generally attend commune activities, and most communes program activities and investments geared toward women. Women in general have not yet come to freely voice their opinions and needs in public assemblies however, and, in many communes, investment decisions geared toward women are still made on their behalf.

#### **4.10. Strategic communications**

PGP partner communes have for the most part broken new ground with PGP in reaching out to constituents and partners. Communes are now working with communication strategies that have been reviewed at least once. One notable aspect of communal communication strategies is the use of radio. Radio use by communes has dramatically increased under PGP partnership. Radio use has contributed to improving results in mobilization in a number of fields including local taxes, water management and participation in council sessions. Moreover, PGP has found that communes maintain their use of radio independent of PGP contributions. It can reasonably be concluded that a large majority of communes have embraced notions of outreach and dialogue with constituents and reasonably be expected that a majority will continue to make use of radio beyond the program's duration.

### **C. Exit Strategy – January to September 2008**

#### **1. Programmatic Strategy Implementation between January and September: Consolidation of sustainable achievements**

##### **1.1 Participation**

Public participation yields progressively greater scrutiny on how the commune is managed. Elected officials have understood the importance of participation in the management of public affairs, but many do not always welcome the added attention that increased participation generates. Participation in communal affairs is recent and needs to gain momentum in order to become an irreversible way of doing things, an obligation for all elected officials. In the period January to September, PGP will work to consolidate participation, mostly through the introduction of a new, more legible presentation format for the annual commune financial report and budget. Use of the new format will enable the public to get a clearer picture of revenue and expenditure, generating more informed and constructive debate.

#### **Partnerships**

##### **1.2 Health**

To consolidate achievements in health, PGP will concentrate on strengthening the more recent partnership agreements, those where the commune has not yet established a working relationship and does not yet exercise administrative supervision on the ASACO. This will maximize the

number of sustainable partnerships established and help ensure the partnerships translate into positive effects on local health management.

### **1.3. Education**

In order to consolidate results, PGP will concentrate on those communes with signed agreements that are experiencing difficulty in implementation or have not yet implemented their agreements. PGP agents will help commune officials to address CGS organizational weaknesses with the help of educational support centers (CAPs) and other partners where this is possible.

### **1.4. Water management**

Helping communes overcome difficulties in local water distribution is a priority in all program zones. Agents are working with communes to analyze the situation and craft commune-specific strategies to reverse the situation. In Sikasso, cotton grower's associations are withholding water fees from members as a solution to financing the water distribution infrastructure that is acceptable to its members. Priority will be given throughout this period to overcome the problem and consolidate the commune's management capacity over local water distribution.

### **1.5. Natural Resource Management**

In order to maximize prospects for sustainability, PGP will concentrate efforts on the consolidation of working relations between the commune and the natural resource management committees with which the commune has already established a partnership agreement. PGP will help communes deal with issues of organizational weakness, regular tax payments and tax transfers by state agencies. The result will be sustained partnerships in natural resource management, ensuring adequate protection of resources and regular revenue streams for the commune.

### **1.6. Resource Mobilization**

PGP's exit strategy for resource mobilization is based on a careful analysis of commune performance in FY05 and FY06. Partner communes make up four distinct groups: communes that have increased revenue in a sustainable manner (35%); communes that increased resource in FY05 but did not sustain the increase in FY06 (33%); communes that increased resources in FY06 only (19%); communes in which revenue has decreased in both 2005 and 2006 (13%). PGP strategy is to concentrate efforts on the second and third groups: communes that did not continue to increase revenue in 2006 and communes that first increased revenue in 2006. The second group can be sub-divided into those communes where FY06 revenue decreased for economic reasons and those communes in which revenue decreased for other reasons. For the second sub-group, commune by commune analysis has been carried out and reveals a number of reasons for the decline. Based on this analysis field teams are crafting a specific approach for each of these communes. Agents will facilitate a reflection on performance by communal actors themselves as part of the approach. Results for 2007 will be factored in as they become available.

As for communes that first increased revenue in 2006, a quick analysis of revenue for 2007 as they become available will enable field teams to determine which communes are experiencing sustained revenue increases and which communes have "up and down" revenues. Efforts will then be concentrated on those communes that have not continued to increase revenue. In order that their performance be sustained in 2008, communes that first increased revenue only in 2007 will also be the focus of attention.

By concentrating efforts on those communes that have demonstrated the ability to increase revenue but have not sustained their good performance, PGP is concentrating efforts where there is both potential to increase revenue, and need to consolidate performance.

### **1.7 Compliance with procedures and good practice and accountability**

To consolidate public participation in budgeting, PGP will train each commune executive and CSO leaders in the use of a user-friendly budgeting and reporting format based on the existing legal budget nomenclature. The format will enable all participants to easily identify what is expected in revenue for each type of tax and fee, and where exactly that money will go by type of expenditure. This analytical presentation format will widen the participation to council members and members of the public that do not have the skills necessary to understand the rather complex budget and reporting nomenclature.

PGP agents will be trained in the use of this model and assist partner communes in translating their 2007 financial report accordingly. This will result in improved transparency when council members and the public will be able to clearly see commune revenues by source, detailed by type of tax and actual market and other infrastructure, and see expenditures in detail as well.

This exercise will be conducted in association with prefects and other partners in an attempt to establish the format as an informal norm for budgeting and reporting, maximizing the prospects for continued improvements in transparency and accountability after the program ends. Results are expected to generate public interest for improvements to revenue from markets and other infrastructure, one area where there is still much room for improvement.

### **1.8 Conflict**

PGP's exit strategy regarding conflict mirrors that for health and education: consolidate those already functional mechanisms that are in need of support. The mechanisms that are functional have for the most part been instituted on the heels of practical experience resolving conflicts for which PGP provided facilitation. It is unlikely that short-term efforts in communes that do not have an active mechanism at this time will yield sustainable results.

### **1.9 Gender**

During this period PGP will concentrate efforts on the consolidation of existing and active women's networks at the commune level. Objectives include the introduction of simplified tools for the management of funds and their circulation among new member organizations; assistance in organizational development; in establishing relations with the commune (including instituting a focal point in the council) and other partners. Where it is appropriate and there is a perceived will, PGP will facilitate dialogue between formalized groups to initiate new networks.

### **1.10 Strategic communications**

PGP's strategy regarding communications is meshed with PGP's Institutional Exit Strategy. Building on PGP's history of helping communes work with local radio and, more specifically, radios associated with USAID/Mali's civic education journalist training activity, agents will engage local radio stations in the communal stock taking process and, where feasible, produce programs from recordings of public events made during the process. This will contribute to further reinforce the awareness of local radio hosts on decentralization and the commune.

## **2. Institutional Strategy Implementation between January and September**

The process detailed above, under *Component 2: Institutional Strategy and Implementation* had yielded a 5-point institutional exit strategy designed to help communal and other partners sustain their achievements under PGP over time. The strategy is detailed, below.

### **2.1 Reinforcing local mechanisms**

Based on "lessons learned" exercises carried out with partner communes between July and September 2007, PGP will assist communes in establishing or re-establishing mechanisms that engage the commune and its partners in monitoring local governance. The proposed mechanisms

generally originate from a communal council desire to reinforce its oversight capacity over the Mayor's office through a "watchdog" committee that reports to the council, reminds the council and executive of legal obligations, encourages good practice by the executive and facilitates participatory processes and dialogue. The committee is made up of respected personalities that are above partisan bickering and have above-average capacities. Other mechanisms originate from successful, established forums, sectoral or general, stemming from PGP activities, and serving as opportunities for regular exchange between the commune and its partners. Members of the forums will be assisted in widening their scope to include commune governance issues.

## **2.2 Sharing documentation**

PGP will take inventory of all valuable materials used during the course of the program. These include reference materials, tools designed by PGP and by NGO partners, and performance monitoring tools. A base library of references and tools will be assembled and provided to each partner commune.

## **2.3 Drawing lessons**

PGP agents will facilitate an in-depth reflection in each partner commune on the achievements of the past years with PGP as well as on the "governance experience" and the obstacles that were encountered along the way. A special effort will be made to engage influential figures in the process, including village heads and key partners.

## **2.4 Sharing lessons**

Public reflection on achievements and challenges will be recorded by local journalists and, with the help of PGP agents, radio programs will be produced so that the lessons can be shared by a large number of constituents and constitute a living record of experience for future use. Special success stories can be the object of special programming that can be shared between communes and be used in local broadcasts and listening groups where possible.

## **2.5 Program ownership**

PGP program ownership rests with the communal council and mayor's office, and the commune's partners. In keeping with this principle, mayors will be assisted in mobilizing their partners around the lessons learned process. In this manner lessons are shared more broadly and can be put to good use by other partners, and the coordinating role of the Mayor is reinforced. Special efforts will be made so that mayors assume full responsibility in generating synergy around the process and are able to make binding commitments to their partners in future efforts to reinforce local governance.

## **2.6 Capitalization with other programs**

PGP has worked closely with governance as well as sector programs from the start and has achieved encouraging results on the synergy front. At the regional and national levels, PGP will associate current partners and other programs in drawing lessons and identify programmatic opportunities and practices that should be encouraged in the future. One of the venues for this will be the USAID Governance and Communications Annual Review.

## D. Contractual and Administrative Measures

### *Equipment and furniture*

The program currently has:

- - 8 vehicles,
- - 91 motorcycles,
- - Equipment and furniture, and
- - Equipment and furniture received from two former USAID programs (RTI and WINGSPAN).

All equipment and furniture are listed in the inventory tables found in annex A.

Through diligence and care, MSI/PGP avoided additional investment in non-expendable property by using the same equipment and furniture for the life of the program (5 years). The program plans to return all of its possessions to USAID by September 14, 2008 at the latest.

Due to the end of MSI/PGP's partnership with five NGOs and the reduction in zones in which PGP works, 28 motorcycles have been returned to the MSI/PGP office. These motorcycles have been parked in the office for nearly one year and they have begun to deteriorate from the weather. MSI/PGP would like to suggest the disposition of these motorcycles before the end of the contract. A request will be submitted in regard to this matter.

A large part of MSI/PGP's equipment and furniture is on site in harsh conditions that have caused considerable wear and tear. Additionally, the process of bringing these items back to Bamako would require an enormous investment on the part of MSI/PGP due the state of roads and the means of transportation in Mali.

In consideration of these factors, MSI/PGP would like to suggest leaving the equipment and furniture located in the field with the NGO partners and local associations with whom it works; thereby reducing the cost of disposition of property.

#### - *Real Estate and Related Services*

The office and residence leases will come to end on September 14, 2008. The program will advise the owners by September 14, 2008 that the lease will not continue.

The contract for the telephone, internet, electricity, and water services will be switched off by September 14, 2008 at the latest.

#### - *Personnel*

All the staff of the program will end their respective contracts in accordance with Malian labor laws by the end date of the contract and all severances will be paid accordingly.

#### - *Financial Resources*

MSI will close its bank account with Ecobank.

## PGP vehicles inventory

Description	Plate no.	Means of disposition
TOYOTA PRADO/	4588-BIT	Will be returned to USAID at the end of August 08
TOYOTA Hard-Top/	4581-BIT	
Toyota PRADO/	4487-BIT	
Toyota PRADO/	4446-BIT	
TOYOTA Hard-Top/	4580-BIT	
GRAND CHEROKEE LIMITED	3749 BIT	
DODGE DAKOTA 2003 4X4	3748 BIT	
DODGE DURANGO 2007 4X4	3618 BIT	

## Current status of PGP motorcycles

	Total motorcycles purchased	Currently used in the field	Currently stored in Bamako
ONG partners	86	54	28
MSI Bko office	1	2	0
MSI field	9	7	0
Total moto	96	63	28

**Note: Four motorcycles were sold through a rent to own program. One motorcycle was stolen.**

### Summary of equipment received from WINGSPAN

Asset Description	Qty	Means of disposition
CAMCORDER ACCESSOIRES	1	
FUJI FINEPIX DIGITAL CAMERA/SONY	1	
PORTABLE CASSETTE RECORDER/TASCAM	1	
DIGITAL AUTO TAPE RECORDER/MARANTZ	1	
DIGITAL AUTO TAPE RECORDER/MARANTZ ACCESSORIES	1	

### Summary of equipment received from RTI

Asset Description	Quantity	Means of disposition
Computer (Desktop PC) IBM ( UC ) avec Ecran IBM; Clavier IBM	1	
Projector LCD	1	
Fax/tel machine	1	
Auto commutator	2	
Air conditioner 2,5cv	7	
Printer laser jet 1200	2	
Printer bubble jet Canon BJC-85	1	
Digital photo Camera Ver.8.0;with USB 6in 1 Flash Card Reader/Writer CompactFlash Card 64MB	1	
Refrigerator 240 litres	1	
Office desk with 3compart. Box	2	

## Summary of goods received from RTI

Asset Description	Qty	Means of disposition after project complete
Software : MS Office XP Professional version 2002(RV4C7-BBYXV-RRCFF-3M77T-TT3VM)	1	
Microsoft Office XP Professional version 2002(PWC2Y-KTRX2-RKWYV-DTW6X-77W9D)	1	
Microsoft Office XP Professional Pack 2 CD	4	
IBM DVD Application Software CD	2	
Burner CD software	2	
Network Switch NF 16 Port RM	1	
Cash box	2	
Metallic folder holder with 4 boxes	1	
Armchair Manager	3	
Chair visitor	3	
Workstation (desk)	3	
Office Desk simple	5	
UPS (stabilizer) 650V		
Cooker + Gaz bottle	1	
Hub ( Internet )	1	
Phones	5	
Extension lead UPS Merlin Gerin 230 V	1	
Dictionary/Eng/Fr	1	
Desk for fax machine	1	
Bulletin board	3	
Table for conference room 1,60 x 88	9	
Chair in tissue LF	23	
Small Desks	6	
Outdoor armchair nylon	11	
Dictionary fr/Eg	1	
Ice box - Big format	1	

## Summary of the expendable items purchased by MSI

Description (Brand & Item)	Quantity	Proposed Disposition after project completion
Stove with 5 fire & 2 big oven	2	
Refrigerator 11200856403000	3	
Air conditioners	24	
Microwave	3	
Freezer TCH2520	1	
Office phone: Autoswitch panasonic	1	
Printers	5	
UPS (stabilizer)	11	
Generators of electricity	3	
Photocopy/Printing machine	4	

Computer (laptop PC)	19	
Computer (Desktop PC)	7	
Projector LCD	4	
CD - DVD Burner	1	
SCANNER	1	
Internet and network Switch	1	
Preforing & Binding machine	1	

## **ANNEX II.**

# **EXAMPLE OF A COMMUNAL PARTICIPATORY GOVERNANCE ASSESSMENT**

**Communes: SANANKORO DJITOU MOU and BOUGOULA  
Zone A, Koulikoro Region**

Commune : SANANKORO DJITOUMOU

THEMES	SITUATION DE DEPART	ACQUIS	EFFETS	OBSTACLES/PERSPECTIVES
<p><b>Fonctionnalité des organes et instances</b></p>	<p>En 2004, une rencontre éminemment participative tenue, avec l'appui du PGP dans la commune de Sanankoro Djitoumou, a permis de savoir que dans le domaine de la fonctionnalité des organes communaux, la commune de Sanankoro Djitoumou présentait un certain niveau de performance. Ces performances sont en relation avec :</p> <ul style="list-style-type: none"> <li>- la tenue régulière des sessions du conseil communal</li> <li>- l'institution des réunions des réunions du bureau communal</li> <li>- la création de 04 commissions de travail.</li> </ul> <p>Toutefois la fonctionnalité des commissions a été considérée comme problématique. En effet, seule la commission économique et financière a fonctionné. L'explication est que cette commission travaille chaque année dans la préparation du budget. En plus le maire est membre de cette commission.</p>	<p>Avec l'accompagnement des partenaires d'appui à la bonne gouvernance, la commune de Sanankoro Djitoumou, dans ses efforts de tous les jours, a pu conforter sa position depuis 2004. Ainsi en 2004, il y a eu quatre sessions ordinaires et une session extraordinaire. En 2005, la commune a quelque peu fléchi pour n'enregistrer que 3 sessions ordinaires. Sans chercher à justifier cette contre-performance, signalons que la commune a beaucoup souffert d'un problème d'organisation lié au manque de secrétaire général en 2005. C'est à partir de 2006 que la commune a renoué avec le régime normal de fonctionnement avec 5 sessions dont une extraordinaire et 6 sessions dont deux extraordinaires en 2007. Quant aux réunions du bureau communal, elles se tiennent à un rythme hebdomadaire. Une bonne entente existe au sein du conseil communal. On peut retenir également comme une nouvelle pratique initiée, le développement des actions qui promeuvent la participation des organisations de la société civile. C'est ainsi que l'ASACO, Le CGS, La coordination des jeunes assistent régulièrement à toutes les sessions du conseil communal grâce à l'institution de la technique des invitations spéciales.</p>	<p>On peut enregistrer comme effet découlant des nouvelles pratiques initiées les points suivants :</p> <p>Un meilleur positionnement dans le cadre du PARAD et surtout l'amélioration du droit de tirage au niveau de l'ANICT.</p> <p>Les services sont permanemment rendus avec une certaine fluidité.</p> <p>Le niveau de participation des élus a considérablement augmenté. Il passe d'une moyenne de 09 conseillers en 2004 à 15 en 2006.</p>	<p>Le renouvellement du conseil résulte certes de l'expression de la volonté du peuple, mais il n'en demeure pas moins qu'il est à l'origine de quelques problèmes auxquels la commune de Sanankoro Djitoumou est confrontée. En effet, renouvelé à hauteur de 71%, le conseil de Sanankoro Djitoumou présente manifestement des problèmes de compréhension du fonctionnement même de l'institution communale. Donc si des mesures d'accompagnement ne sont pas envisagées, il existera des difficultés pour profiter de la somme d'expérience acquise dans la commune. Il s'agira en perspective d'initier un système de renforcement continu de capacités des élus. Déjà la fonction publique des collectivités qui, normalement permettra de stabiliser le personnel technique, peut être considérée comme palliative. Il existe aussi des problèmes de motivation au niveau des élus. Il est vrai que la fonction d'élus est gratuite, mais vu ce qu'elle représente dans le temps des élus, on pense à Sanankoro Djitoumou que des efforts dans le sens d'une meilleure motivation des élus est plus qu'une nécessité.</p>

<p><b>PARTENARIAT/ SANTE</b></p>	<p>En 2004, avec l'étude diagnostique, il était difficile de parler, dans le domaine de la gestion de la santé communautaire d'un véritable partenariat. En effet la mairie et l'ASACO évoluaient de façon tout a fait isolée. Aucune action de concertation dans la gestion de la santé communautaire n'existait entre la mairie et l'organisation en charge de la santé communautaire.</p>	<p>Après, près de 4 années de mise en œuvre de la gouvernance, on peut facilement noter aujourd'hui que de profondes mutations sont intervenues dans les relations entre l'ASACO et la mairie d'une part et dans le respect des règles internes même de l'ASACO d'autre part. S'agissant des relations avec la mairie, il convient de souligner une meilleure compréhension du rôle d'organisation et de supervision de la mairie sur l'ASACO. D'ailleurs un accord est signé entre les deux parties. Cet accord définit principalement les rôles et responsabilités de chaque partie dans la gestion de la santé communautaire. C'est à ce titre qu'une implication de la mairie a permis à l'ASACO d'améliorer la gouvernance interne. L'amélioration de la gouvernance interne de l'ASACO se traduit par le respect des règles internes de fonctionnement de cette dernière. En effet, une collaboration entre la mairie et l'ASACO a permis d'initier et de mettre en œuvre le renouvellement du bureau de l'ASACO conformément aux dispositions des statuts et règlement. En outre, les mesures de transparence ont été observées. Il s'agit principalement de la restitution publique du bilan de l'ASACO.</p>	<p>Les principaux effets constatés sont constitués de : L'amélioration de la fréquentation du centre de santé selon les responsables du centre de santé. La gestion de l'ASACO est plus transparente grâce à la pratique de la restitution publique du bilan. D'ailleurs lors de la dernière restitution, le bilan de l'ASACO a été jugé positif. Il est excédentaire de plus d'un million à la pharmacie). Le paiement régulier du salaire du personnel sanitaire avec une participation à hauteur de l'équivalent de deux mois de salaire du médecin.</p>	<p>A ce niveau les principales contraintes sont essentiellement d'ordre financier. La commune ne présente pas suffisamment de ressources pour faire face à toutes les exigences. Les difficultés sont accentuées par l'absence de transferts de ressources liées à la compétence. Or qui détient le cordon de la bourse détient le pouvoir. Dans la plupart du temps « nous sommes une coquille vide ». En perspective, pour pouvoir apprécier à sa juste valeur la fécondité du partenariat dans le domaine de la santé, il faudra les moyens de rendre effectif le transfert des ressources.</p>
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<p><b>PARTENARIAT EDUCATION</b></p>	<p>Tout comme dans le domaine de la santé, les relations entre la mairie et les CGS et l'APE n'étaient fondées sur une dynamique partenariale.</p>	<p>Aujourd'hui une dynamique s'est développée dans les relations entre la mairie et les autres acteurs de l'éducation. Les relations commencent à se formaliser à travers des accords écrits. On compte dans la commune, deux accords signés dans les villages de Sido et <u>Kaban</u>, sur 14 possibles. Ce qu'on peut dire c'est que le processus de formalisation est en cours. D'ailleurs un espace de concertation et de partage d'expérience entre tous les acteurs de l'éducation est institué et fonctionne régulièrement (trimestriel). En plus une coordination des CGS des écoles communautaires qui traite des problèmes particuliers aux écoles communautaires est également instituée et fonctionne aussi (mensuel).</p>	<p>Augmentation du taux de scolarisation : le taux brut de scolarisation est actuellement de 61% Amélioration des conditions d'études par le financement des salles de classes et de recrutement du personnel enseignant avec la participation de la mairie.</p>	<p>Les contraintes évoquées au niveau du partenariat de la santé sont aussi applicables à l'éducation. Mais à côté de ces difficultés, on peut ajouter que, de réels problèmes d'appropriation existent, en ce sens que la fonctionnalité du cadre de concertation est liée, en terme de prise en charge à des contributions de partenaire extérieur tel le PAGEDE (programme d'appui à la gestion de l'éducation en mode décentralisé (initiateur du cadre de concertation en éducation) Pour faire face singulièrement, à cette difficulté, il est d'une grande utilité pour la commune de réfléchir sur des mesures supplétives qui permettront de garantir la pérennité du cadre de concertation, compte tenu de l'importance de ce qu'il apporte à la commune.</p>
<p><b>MOBILISATION ET GESTION DES RESSOURCES</b></p>	<p>Au niveau des méthodes de budgétisation, la pratique consistait à produire un seul document budgétaire. Le budget primitif. Les restant à recouvrer étaient soit directement pris en charge par le budget primitif suivant ou tout simplement ignorés. Le budget était produit sans tenir compte du délai légal. Quant au compte administratif, certes il était produit, mais complètement calqué sur le compte de gestion.</p>	<p>De nos jours, la commune a opéré des progrès remarquables dans le domaine de la mobilisation et la gestion des ressources. Ces progrès sont essentiellement de deux ordres. Ceux qui sont en relation avec l'observation des règles de gestion légales, et ceux qui s'inscrivent dans le cadre de l'amélioration du niveau de mobilisation des ressources. Pour ce qui concerne le respect des règles légales de gestion, notons que la commune de Sanankoro Djitoumou est parmi les communes qui respectent, dans le cercle de Kati, la procédure légale de budgétisation. Le respect des étapes qui consacrent la</p>	<p>- Augmentation du taux de mobilisation de ressources surtout en 2005 ou il a passé de 1 615 215 en 2004 à 5 754 300. Cette progression positive a été cassée en 2006 à cause de la mauvaise pluviométrie - Augmentation du droit de tirage qui a atteint un peu plus de 16 millions de francs CFA (financement de la construction de trois salles de classe à Sérimambougou), financement d'un puits à grand diamètre dans le village de Séliban etc.</p>	<p>Là aussi, il faudra arriver à trouver une solution au problème de transfert de ressources. Les principaux investissements de la commune de Sanankoro Djitoumou sont consacrés aux domaines comme la santé, l'éducation ou l'hydraulique ; et effectivement le développement passe par des interventions dans ces domaines. Il existe également comme contraintes la faiblesse même des ressources dans la commune. En effet Sanankoro Djitoumou est une commune dont l'essentiel des ressources repose sur la TDRL qui fait en tout moins de 10. 000 000 de francs. Parallèlement à cette faiblesse générale des ressources, la commune a beaucoup</p>

		<p>participation des populations (consultation des chefs et conseillers de village et le débat public) est devenu depuis 2004 constant. Le respect du délai de dépôt est aussi régulièrement une réalité depuis 2004. Le compte administratif, au lieu d'être une copie du compte de gestion du percepteur, est une résultante de la tenue régulière des fiches de comptabilité de l'ordonnateur. S'agissant des pratiques nouvelles initiées en vue de relever le niveau de mobilisation des ressources, il est à retenir que, la commune de Sanankoro Djitoumou a utilisé la stratégie fondée sur une forte implication de la société civile comme le CGS, l'ASACO etc. En plus de porter l'information et la vraie au niveau des populations, elle a initiée et exécuté des tournées villageoises et la restitution publique du compte administratif et le PDESC.</p>		<p>de difficultés à les mobiliser. C'est avec les agents de l'état qui coûtent extrêmement chers à la fois pour la commune que pour les populations que la commune fait le recouvrement des impôts et taxes. Pourtant, il est très clairement établi que c'est l'Etat qui a la charge de recouvrer les impôts et taxes pour les collectivités. Dès lors, il est d'une impérieuse nécessité pour la décentralisation que l'Etat se dote des moyens suffisants pour jouer pleinement sa partition.</p>
<p><b>PREVENTION ET GESTION DES CONFLITS</b></p>	<p>La commune de Sanankoro Djitoumou ne dispose pas de stratégie formelle de prévention et de gestion des conflits. Les conflits sont gérés conformément aux valeurs culturelles du terroir par les chefs coutumiers et autorités villageoises à travers la négociation. Ce n'est que lorsque ces médiations sont infructueuses que la justice est saisie. Il est tout de même important de signaler que les efforts de</p>	<p>Les principales actions initiées particulièrement pour le cas Dogotou sont essentiellement formées de différentes médiations mises en œuvre par le député, le sous préfet. Vu que toutes ces actions sont restées vaines, la commune a décidé que force reste à loi. Cela s'est traduit par la mise en œuvre des mesures tendant à empêcher par exemple la fourniture du service de l'état civil par la Commune de Ouélessébougou. Toutes ces dispositions ont été prises pour que ce village retourne à la commune mère qui est Sanankoro</p>		

	<p>la commune sont entrain d'être sérieusement limité par un conflit d'appartenance avec un village. Le village de Dogotou.</p> <p>Les principales manifestations de ce conflit sont :</p> <p>Le refus du village de payer des impôts et taxes à la commune. Si c'est le cas ils sont versés au sous préfet.</p> <p>Le service de l'état civil est utilisé à Ouélessébougou.</p> <p>Même les devoirs civiques comme le vote ne sont pas remplis sous la direction des autorités communale de Sanankoro.</p>	Djitoumou		
<b>GENRE</b>	<p>Dans le domaine du genre, la situation de départ se caractérise essentiellement par :</p> <ul style="list-style-type: none"> <li>une absence d'organisation des femmes dans la commune ;</li> <li>l'absence quasi totale dans les instances de décisions comme conseil communal, l'ASACO, et le CGS. Une faible participation des femmes dans le processus de planification (PDESC, Budgets)</li> </ul>	<p>Actuellement, dans la commune, il existe d'une association des femmes dans tous les villages ; et d'un réseau communal des femmes formel et fonctionnel.</p> <p>Ce réseau participe pleinement aux activités de développement de la commune. En témoigne leur participation au processus budgétaire, révision du plan de développement, et autres débats communaux).</p>	<p>Renforcement du pouvoir économique de la femme par l'obtention d'un moulin, 10T de céréale et une somme de 205 000f CFA (par un donateur anonyme)</p> <p>Augmentation de nombre de femmes dan les instances comme le CGS au moins deux (2) femmes dans les bureaux, ASACO (25 femmes dans le conseil d'administration et deux dans le comité de gestion)</p>	<p>Au plan du genre, malgré les progrès enregistrés, des contraintes d'ordre social, psychologique etc. freinent la promotion de la femme. Les solutions sont donc à rechercher dans le renforcement des capacités de femme.</p>

<p><b>PDSEC</b></p>	<p>Le plan de par sa conception et les différentes consultations pour sa mise en œuvre est fortement participatif et est l'expression de la volonté de la population. Il constitue à ce titre un véritable moyen de rapprochement de la mairie a la populations</p>	<p>Un plan d'action annuel est tiré du PDSEC et élaboré avec la participation de tous les acteurs communaux notamment les élus, les personnels communaux, les organisations de la société civile (coordination des femmes, coordination des jeunes, ASACO, APE, CGS...), les partenaires au développement dont le PGP, le Consortium 3A, le PACT.... Toutes les activités réalisées sont conformes aux objectifs et grandes orientations contenus dans le PDSEC.</p>	<p>L'amélioration du niveau de mobilisation des ressources. Augmentation du nombre des infrastructures, scolaires, hydrauliques</p>	<p>Le plan est très ambitieux et dépassent de loin les possibilités réelles de la commune. La planification n'a toujours pas été respectée. On trouve dans cette commune des investissements non conformes au plan.</p>
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Commune de BOUGOULA

THEMES	SITUATION DE DEPART	ACQUIS	EFFETS	OBSTACLES/PERSPECTIVES
<b>Fonctionnalité des organes et instances</b>	<p>L'analyse des résultats du diagnostic réalisé en 2004 prouve que la commune de Bougoula regorge de potentialités en matière de fonctionnalité du bureau et du conseil communal, mais connaît également certaines insuffisances. En effet entre 2002 et 2003, le conseil communal a tenu 09 sessions dont une extraordinaire soit (05 dont une extraordinaire en 2002) et (04 sessions ordinaires en 2003). Toutes les délibérations sont publiées par affichages et les PV sont tenus. En moyenne 08 conseillers participent régulièrement aux sessions. La participation de deux femmes conseillères aux sessions était très timide.</p> <p>Quant aux réunions du bureau communal, les PV sont tenus. On peu en outre ajouter a cet acquis la fonctionnalité mitigée du bureau communal et de la commission chargée des finances qui tenaient leurs sessions de façon intermittente et quelques PV sont disponibles.</p> <p>Si la commune de Bougoula connaît des acquis en terme de fonctionnalité du bureau et conseil communal, elle enregistre aussi quelques faiblesses notamment :</p> <ul style="list-style-type: none"> <li>- le bureau communal tient certes des réunions mais de façon irrégulière et les commissions de travail ne sont pas fonctionnelles à part celle chargée des finances.</li> <li>- l'application du manuel de procédure de gestion fait souvent défaut.</li> </ul>	<p>Depuis 2005, les sessions sont régulièrement tenues (les 04 sessions prévues sont tenues) avec une ou deux sessions extraordinaires en fonction des réalités de l'année.</p> <p>Les réunions du bureau communal (hebdomadaire tenues les mercredis) sont régulièrement tenues avec PV. Actuellement le bureau communal planifie ses activités et fait les comptes rendus.</p> <p>Actuellement les OSC (ASACO, CGS/APE, le réseau des femmes, etc.) assistent aux sessions du CC sur invitation du Maire. Pour renforcer la fonctionnalité du BC, le personnel a instauré une fréquence aux réunions du personnel dans le cadre du suivi des activités planifiées et des propositions au BC. Pour faciliter la réalisation des services publique à la population, le bureau communal est quotidiennement dans la commune par un ou deux de ses membres en absence du Maire. Les délibérations des sessions, en plus de l'affichage sont diffusées par le BC à l'assemblée générale de l'ex canton de Safé (qui regroupe les autorités villageoises des 11 villages de la commune). Pour faciliter la mise en œuvre de la gouvernance, la commune a mis en place un comité de suivi du plan d'action en gouvernance qui fonctionne timidement.</p>	<p>Ces pratiques ont abouti à une amélioration du droit de tirage de la commune au niveau de l'ANICT, l'instauration d'un climat de confiance entre les membres du CC d'une part et entre le CC, le personnel et la population d'autre part. quant aux séances publiques, il est permanemment rendu avec une certaine fluidité. le niveau de participation des élus aux sessions, il a considérablement augmenté. Il passe d'une moyenne de 08 en 2002- 2004 à 10 conseillers en 2005 – 2008.</p>	<p>Les obstacles à se niveau ce résument à des difficultés financières pour le paiement des frais de sessions et le non respect des textes concernant la régularisation du salaire du personnel à la grille prévue par la loi.</p> <p>En plus de ces constats, on peut noter la faible fonctionnalité des commissions de travail à part la commission économique et de finances. C'est la difficulté de fonctionnement du comité de suivi du plan d'action en gouvernance (faible implication du BC dans la mobilisation des membres du comité).</p>

Suite 1

THEMES	SITUATION DE DEPART	ACQUIS	EFFETS	OBSTACLES/PERSPECTIVES
<b>Participation</b>  <b>Partenariat</b>  <b>Santé</b>	<p>En 2004, avec l'étude diagnostique il était difficile de parler dans le domaine de la gestion de la santé communautaire d'un véritable partenariat entre la commune et l'ASACO. D'après l'analyse de la situation, les deux parties évoluaient isolement. Aucune action de concertation dans le cadre de la gestion de la santé n'existait entre la commune et l'ASACO.</p> <p>Quant à l'ASACO, le mandat était expiré, le bureau ne se réunissait officiellement et pas d'AG de restitution à la population, le bureau était réduit à 2 ou 3 membres dont le président, ne dispose pas de statut.</p>	<p>Avec l'accompagnement des partenaires (centre de recherche, d'études et de documentation pour le suivi l'enfant (CRCDOS), le CSR, le PGP, la commission communale a établi un partenariat avec l'ASACO, d'ailleurs le 1<sup>er</sup> adjoint au Maire a été désigné comme point focal entre l'ASACO et la commune et assiste à toutes les réunions de l'ASACO et fait des comptes rendus aux réunions du BC. Aujourd'hui, sous l'influence du BC, l'ASACO a entamé le processus de renouvellement du BE dont les travaux sont en cours. (recherche de statut, échanges d'expériences avec d'autres ASACO des communes voisines etc.) actuellement la commune veille sur la gestion de l'ASACO et de l'utilisation du personnel sanitaire (interpellation du chef du centre par le Maire pour avertissement pour ses absences fréquentes). Actuellement, la commune fait des contributions sur budget communal dans le cadre de l'appui aux activités de l'ASACO (contribution de la commune au système de référence évacuation). La participation de la commune aux activités de l'ASACO et inversement.</p>	<p>Ces pratiques, bien qu'elles à leur début on peut déjà noter l'amélioration de la fréquentation du centre par la population (maintenant en plus du chef lieu de commune, les populations des villages environnants fréquentent aussi le centre , 4 808 consultations de 2004 à 2008. la gestion de l'ASACO est plus transparente ( restitution au cours des réunion de la situation financière et l'évolution de la pharmacie avec un excédent d'environ 600 000 francs CFA), la régularisation du salaire du personnel, l'augmentation du matériels et équipements du centre (réfrigérateur , électrification du centre), avec l'appui de la commune à travers un partenaire.</p>	<p>La principale contrainte est le retard accusé par la commune dans le renouvellement du bureau de l'ASACO et l'insuffisance d'information dans le cadre de la collaboration ASACO commune et de la gestion de l'ASACO. En plus on note l'absence d'un accord formel entre l'ASACO et la commune.</p>

Suite 2

THEMES	SITUATION DE DEPART	ACQUIS	EFFETS	OBSTACLES/PERSPECTIVES
<p><b>Partenariat /Education</b></p>	<p>Tout comme la santé, la commune de Bougoula durant le 1<sup>er</sup> mandat n'avait pas un lien formel de partenariat entre les partenaires de l'école (APE, CGS). Toutes les deux parties assistaient à la réunion de l'une ou de l'autre en cas d'invitation de l'une des deux parties.</p>	<p>Aujourd'hui dans la commune de Bougoula, le conseil communal avec l'accompagnement des partenaires s'est fortement impliqué dans la mise en place et le renouvellement du CGS dans chaque école et 03/09 CGS ont établi un protocole de partenariat dûment signé avec la commune. Ainsi pour faciliter d'avantage sa collaboration avec les acteurs de l'école, la commune a facilité la mise en place d'un cadre de concertation des acteurs de l'éducation, composés de CGS, l'APE et d'autres partenaires, ONG, qui fonctionnent timidement. Elle a en plus facilité la mise en place d'une coordination des écoles communautaires qui discutent spécifiquement des problèmes liés aux écoles communautaires dont le fonctionnement aussi est réconfortant. (car tient des réunions régulièrement, produit des PV et élabore des projets, la dernière réunion de la coordination date du mois d'avril).</p>	<p>On note l'augmentation du taux de scolarisation, surtout celle des filles (d'après le BC et les membres du CGS), l'amélioration des conditions d'études par le financement d'une salle de classe (cas de Douban et Bougoula, 12 salles de classe ont été construites avec équipements et d'autres partenaires, le recrutement du personnel enseignant, l'équipement des salles de classe avec l'appui des partenaires.</p>	<p>La principale contrainte est le manque de moyens financiers pour satisfaire aux nombreuses sollicitations des CGS/APE, la non production du rapport par les CGS pour la commune, le manque de moyen pour la prise en charge des réunions du cadre de concertation, ce qui rend son fonctionnement timide.</p>

Suite 3

THEMES	SITUATION DE DEPART	ACQUIS	EFFETS	OBSTACLES/PERSPECTIVES
<p><b>Le PDESC</b></p>	<p>Au moment du diagnostic, la commune était sur le point de finaliser son PDESC. Déjà les nombreuses concertations et consultations effectués, ont peut noter la participation des populations à ces rencontres. Parmi les acteurs ayant participer à l'élaboration du PDESC, on peut noter : l'ASACO, l'APE le bureau communal, le réseau des femmes, les autorités villageoises et le PDESC retrace les besoins réels et prioritaires de la population parmi les quels on peut retenir la construction du CSCOM, des salles de classe, de pompes et forages, l'installation d'une radio locale etc.</p>	<p>L'élaboration du PDESC dans la commune de Bougoula a fait l'objet d'une participation massive de la population sur laquelle les partenaires intervenant dans la commune ont tous insisté et obligé la commune a aller dans ce sens dans le respect des procédures légales prévues par les textes. C'est pourquoi pendant son élaboration, il a eu plusieurs concertations entre partenaires d'abord facilité par le PGP (cas du CCC et projet femmes et gouvernance qui devrait tous appuyés la commune dans l'élaboration du PDESC). Elaboration d'un PDESC réaliste par la commune, fruit de la synergie (CCC, Femmes et gouvernance et PGP). Prise en compte des besoins réels des OCS (ASACO, CGS, APE, Bemba, le réseau des femmes, coton cultivateur) dans le PDESC et leur réalisation en tenant compte de l'avis de ces même structures.</p>	<p>Amélioration du niveau de mobilisation des ressources, forte implication et contribution des villages au besoin dans la réalisation des investissement (cas de Biron, Douban et Falan qui ont fortement contribué à la réalisation des salles de classe en nature (efforts physiques). Augmentation du nombre d'infrastructures scolaires (12 salles de classe ont été réalisées à Douban, Falan et Biron) et hydrauliques. De 2005 à 2008, chaque village de la commune dispose d'au moins deux pompes manuelles en bon état sauf 03 villages qui disposent seulement d'une pompe manuelle. La commune compte 28 pompes forages réalisées dans la commune (d'après les données fournies par le secrétaire général).</p>	<p>La seule contrainte à ce niveau se résume à la non réalisation du bilan de l'investissement par la commune et la non restitution à la population des activités réalisées.</p>

Suite 4

THEMES	SITUATION DE DEPART	ACQUIS	EFFETS	OBSTACLES/PERSPECTIVES
<p><b>Genre</b></p>	<p>Pendant le 1<sup>er</sup> trimestre les résultats du diagnostic ont prouvé que la participation des femmes était très timide et d'ailleurs les femmes étaient faiblement représentées au niveau des instances de prise de décision et des instances communautaires (pas de femmes dans le CC, seulement deux femmes dans l'ASACO, pas de femmes de l'APE. Néanmoins un groupement de femmes existait dans chaque village et évoluait de façon informelle (pas de récépissé ni de statut). Existence de deux femmes dans le conseil communal au début du 2<sup>ème</sup> mandat.</p>	<p>Avec l'accompagnement des partenaires (projet Wing et PGP), la commune a mise en place un réseau de femmes qui dispose d'un récépissé, tient régulièrement ses réunions avec PV. pour faciliter le fonctionnement et la participation du réseau, le CC a établi un accord formel avec le réseau qui participe régulièrement à toutes les activités initiées par la commune et associe la commune à ses activités à travers le point focal (le 1<sup>er</sup> adjoint au Maire). En dehors du réseau, la commune a appuyé dans les villages beaucoup d'association de femmes dans la recherche de leur reconnaissance et facilité la mise en relation entre les groupements de femmes et d'autres partenaires financiers.</p>	<p>Renforcement du pouvoir économique de la femme par l'obtention d'une subvention à travers le projet Wing à hauteur de 2 017 000 francs CFA pour 06 associations de femmes. Bonne gestion de la subvention par les associations bénéficiaires et financement de 03 autres association de femmes avec le bénéfice, pour un montant de 300 000 FCFA en raison de 100 000 FCFA par groupement par les femmes elles mêmes. Mobilisation de ressources : le micro crédit de SORO YIRIWASSO et de Mali Folk Center ; les revenus tirés de l'exploitation du beurre de karité soutenu par le SOS_Sahel, équipement du réseau avec l'octroi de machines à coudre par l'USAID.</p> <p>Pour une meilleure gestion de ces machines, la commune octroyé un local aux femmes pour abriter ces machines et qui servira de centre de formation en coupe et couture.</p>	

Suite 5

THEMES	SITUATION DE DEPART	ACQUIS	EFFETS	OBSTACLES/PERSPECTIVES
<p><b>Mobilisation et gestion de ressources</b></p>	<p>Pendant le 1<sup>er</sup> mandat la commune rurale de Bougoula accusait du retard dans l'élaboration du budget (non respect des textes prévus dans la plus part des cas l'élaboration du budget est intervenu vers le mois de décembre et la population n'assistait pas à hauteur de souhait, le compte administratif. le compte administratif du maire n'était souvent pas élaboré (04) ans qui reste ont été fait a partir du compte de gestion et n'a jamais été restitué à la population. Quant à la mobilisation des ressources, la commune cependant connaît des insuffisance, en effet de 2001 à 2005, on constate une évolution en dent de scie des impôts et taxes, 40 % en 2001,32,16% en 2002 et 33% en 2003. cette baisse de performance est due en grande partie à l'un suffisance d'une stratégie formelle de mobilisation de ressources. En plus de ces insuffisances, le reste à recouvré étant soit directement reporté au budget de l'exercice prochain, soit totalement négligé, ce qui rendait aussi le recouvrement difficile.</p>	<p>Avec l'accompagnement des partenaires, l'élaboration du budget de la commune a toujours respecté le délai et le processus d'élaboration (l'implication des populations dans la concertation, consultation) a été respecté. Ainsi le budget de la commune de 2006 à 2007 a été adopté avant le 31 octobre de l'année en cours et la population a toujours été associée à son élaboration. le compte administratif du Maire depuis 2006 est élaboré dans le délai et n'est plus la copie du compte de gestion cars les régisseurs tenaient correctement les supports de gestion à temps et correctement. Quant à la mobilisation des ressources, la commune instauré une stratégie de mobilisation basée sur l'information dans les villages par la commission économique et de finances et le personnel. L'élaboration du plan de recouvrement par le personnel et l'accompagnement du régisseur par un garde après un 1<sup>er</sup> tour dans les villages</p>	<p>Ces pratiques ont aboutit aujourd'hui à l'augmentation du taux de mobilisation et surtout en 2005 où il a passé de 5 365 36 en 2004 à 2 895 000 2005, cette progression positive a été cassée en 2006 et un peu moins en 2007 à cause de la faible pluviométrie et le non recours au service des forces de l'ordre. Néanmoins, le montant recouvré chaque année (2006 – 2007) avec les droits de tirage (2006 et 2007) de la commune ont servi à la réalisation de salles de classe (Douban et Biron), la prise en charge du salaire du personnel et a financé le fonctionnement de la Mairie et le début des travaux d'aménagement du marché à hauteur de 6 796 445 FCFA au courant de l'exercice 2008 sur le montant du tirage 2007 et a financé la construction de la radio locale sur le droit de tirage de 2008.</p>	<p>La principale difficulté est l'insuffisance de la capacité des autorités communales dans la mobilisation des recettes, l'inexistence d'une stratégie conséquente de mobilisation de recettes, la non restitution de l'utilisation faite des ressources à la population .</p>

Suite 06

THEMES	SITUATION DE DEPART	ACQUIS	EFFETS	OBSTACLES/PERSPECTIVES
<p><b>Gestion des ressources naturelles</b></p>	<p>La commune de Bougoula, de part sa situation géographique regorge d'énormes potentialité en matière de ressources naturelles. Pour la circonstance, la commune dispose déjà quelques mesures dans la gestion de ces ressources au niveau village, soutenues par les autorités villageoises. Seulement deux villages au niveau de la commune (Tafèlè et Karako) n'étant parvenu à diminuer la coupe de bois et la vente de charbon de bois pour des besoins économiques.</p>	<p>Pour instaurer une gestion rationnelle des ressources naturelles (exploitation modérée), la commune de Bougoula avec l'accompagnement des partenaires a élaboré et mis en œuvre une convention locale dans le cadre de la protection de son environnement. Cette convention est besoin exprimé par la population dans le cadre d'instaurer un système de gestion durable des ressources naturelles dans la commune. C'est pourquoi pendant son élaboration, elle a eu l'adhésion total de tous les villages de la commune. en plus de cette convention, la commune a élaboré un plan de gestion des ressources naturelles qui sont judicieusement exploités par les partenaires financiers. C'est à partir de ce plan que les villages reconnus par à la coupe (Tafèlè et Karako) ont bénéficiés de l'appui des partenaires au profit de la coupe de bois et la vente de charbon de bois. Aujourd'hui, les brigades de villages et le comité de suivi de la convention travaillent en étroite collaboration sur le base de la convention : cas de Douban ou un groupe d'individus ont été sanctionnés par le comité de suivi pour avoir violé la convention en coupant du bois dans la partie réservée par la commune. Pour la</p>	<p>Renforcement de la capacité des brigades villageoises et le partenariat commune comité communal de suivi de la convention. Gestion durable des ressources de la commune. La diversification des activités génératrices de revenu et l'amélioration des conditions de vie de la population. Diminution de la coupe de bois et de la vente de charbon dans les villages reconnus pour cette activité. les amendes versées à hauteur de 300 000 FCFA), Des rencontres périodiques entre les élus et le comité central de surveillance ont été instaurés. D'autres parts, Mali Folk Center et l'AMCFE sont en train de doter les femmes de la commune en grillage et en semences pour la promotion du maraîchage ainsi que la production de plants Les 02 villages Tièlè et Karako reconnus pour la coupe de bois et la vente de charbon ont adhéré à la convention de protection de la nature et ont fermé leurs marchés de bois au niveau des villages.</p>	<p>La contrainte majeure à ce niveau, c'est que jusque là, la commune ne profite pas des recettes liées à l'exploitation des ressources naturelles, car le secteur n'est pas organisé. Il faut aussi noter le retard par la tutelle pour l'approbation de la convention et de plan de gestion des ressources naturelles. Malgré ce retard, la commune de commun accord avec la population a déjà commencé l'application de la convention.</p>

		circonstance, il est payé une amende de 300 000 francs au comité avec l'appui de la Mairie ('après le Maire).		
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**Suite 07**

<b>THEMES</b>	<b>SITUATION DE DEPART</b>	<b>ACQUIS</b>	<b>EFFETS</b>	<b>OBSTACLES/PERSPECTIVES</b>
<b>Prévention et gestion de conflit</b>	Dans la commune de Bougoula, les conflits sont gérés conformément aux valeurs culturelles, basé généralement sur le cousinage entre les villages, l'intervention des chefs coutumiers et des autorités villageoises, à travers la négociation. D'une manière générale, la commune est saisie quant le conflit dépasse la compétence des autorités villageoises voir même la justice. De cette façon, la commune a résolue plusieurs crises de nature différentes, mais l'on regrette un déficit de documentation des actions entreprises par la Mairie pour la gestion des crises. En conclusion, la commune ne dispose pas de mécanisme formel de gestion de crise.	Actuellement, vu les nombreuses sollicitations de la commune par les villages pour la résolution des crises, la commune a mis en place un comité de prévention et de gestion des conflits, composés du Maire et de quelques notabilités qui sont seulement saisis par le Maire pour la gestion des crises, sauf pour des cas urgents. Actuellement les conflits gérés au niveau de la commune sont consignés dans un registre au niveau du secrétaire général.	Les conflits gérés ne sont pas régénérés, l'adhésion et le respect par la population aux décisions prisent par le vestibule ou la commune en cas de conflits. Apaisement de la tension au sein de la commune et diminution de conflits inter villageois.	Absence d'information entre la commune et la population en cas de gestion de conflits (pas de restitution). Faible participation des membres du comité communal à la gestion de conflit (dans la plus part des cas, c'est réduit au Maire et au 1 <sup>er</sup> adjoint).

**Synergie :**

Dans la commune rurale de Bougoula, plusieurs partenaires (PGP, AMCFE, PRODEPAM), ont développé une synergie, amenant la commune a élaboré une convention et un plan de gestion des ressources naturelles. Pour cette synergie, l'apport du PGP a été le suivant :

**Projet PRODEPAM**

Ajout PGP	Pratiques initiées	Effets	Obstacles
<p>La commune rurale de Bougoula, regorge d'énormes potentialités en matière de ressources naturelles. Pour assurer une gestion durable de ces ressources, comme était planifiées lors du diagnostic, l'assistant PGP a facilité la mise en relation de la commune avec le PRODEPAM qui a appuyé financièrement et techniquement l'élaboration du plan de gestion des ressources de la commune de Bougoula. En plus de cette mise en relation, l'assistant PGP a facilité et planifié les activités du processus d'élaboration du plan avec PRDEPAM dans la commune par l'interprétation des lois et textes en vigueur en langue locale concernant la gestion des ressources naturelles. Puis l'orientation des membres du conseil communal et le suivi après le PRODEPAM.</p>	<p>La commune a élaboré un plan de gestion des ressources naturelles et une convention pour renforcer durables des ressources naturelles. Un comité de gestion a été mis en place dans le cadre de l'application et du suivi de la convention. Pendant l'élaboration de cette convention, la commune initiée des tournées d'informations et de sensibilisations dans les villages de la commune pour faciliter la participation et l'adhésion de la population à l'élaboration de la convention et du plan de gestion des ressources naturelles.</p>	<p>La capacité du comité communal est renforcée en matière de suivi de la mise en œuvre de la convention. Renforcement du partenariat commune et comité de suivi de la convention. Le comité tient ses réunions et faits des propositions de solutions à la commune dans le cadre de l'amélioration de leur travail (pour la circonstance, la commune a confectionné de façon locale des badges pour la reconnaissance des membres du comité) Il y a eu l'instauration des rencontres périodiques entre le comité central de gestion des ressources de la commune et les élus et l'instauration des campagnes d'informations et de sensibilisation par rapport aux feux précoces, la divagation des animaux ; organisés par le comité de surveillance.</p>	<p>Insuffisance de restitution à la population des activités réalisées par le comité de suivi de la convention, contrainte financière pour le financement des activités du plan GRN sans l'accompagnement des partenaires (départ du PRODEPAM de la commune constituant une contrainte majeure).</p>