

<p>Présidence de la République Commissariat à la Sécurité Alimentaire</p> 		<p>APCAM/MSU/USAID Projet de Mobilisation des Initiatives en matière de Sécurité Alimentaire au Mali – Phase II (PROMISAM - II)</p> <p>MICHIGAN STATE UNIVERSITY</p>
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Michigan State University  
Food Security III Cooperative Agreement

PROMISAM II.1  
PROJECT TO MOBILIZE FOOD SECURITY INITIATIVES IN  
MALI – Phase II.1

(Projet de Mobilisation des Initiatives en Matière de Sécurité Alimentaire

**Final Technical Report, covering the period  
December 2008 – September 2012**

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**Project to Mobilize Food Security Initiatives in Mali—Phase II (PROMISAM II)**  
**[Projet de Mobilisation des Initiatives en Matière de Sécurité Alimentaire au Mali]**

**Final Technical Report, covering the period December 1, 2008 – August 31, 2012**  
**Strengthening the Capacity of the Malian Government to Develop Analytical and Market-**  
**Based Food Security Responses**

## **Executive Summary**

### **Project Timing and Objectives**

This report covers the activities of PROMISAM II from December 1, 2008 through August 31, 2012. This project was carried out by Michigan State University and its Malian partners as a USAID/Mali Associate Award to the MSU/USAID Food Security III Cooperative Agreement. Total funding for the period December 1, 2008 – August 31, 2012 totaled \$4.75 million.

In light of the drastic changes that had occurred in Mali following the March 2012 coup d'état, the subsequent suspension of US government development assistance to Mali, and the jihadist occupation of the northern two-thirds of the country, the terms of reference of PROMISAM II were changed in September, 2012,. The new focus of the project, which received a funded extension from September 1, 2012 through November 2013, was on humanitarian assistance to Mali. Because the terms of reference of the project changed so profoundly in September 2012, this report summarizes the achievements of the project over the period December 1, 2008 – August 31 2012, referred to here as PROMISAM II.1. A separate report summarizes the achievements of the project over the period September 1, 2012 – November 30, 2013 (referred to as PROMISAM II.2)

PROMISAM II.1 originally had four objectives: (i) to enhance the technical and analytical skills for the Malian food security commission (CSA) and related support agencies; (ii) to assist Mali in implementing local (commune-level) food security plans country-wide through the developing and testing of methods for monitoring plan implementation; (iii) to help IPR/IFRA de Katibougou develop an academic and practical curriculum in agricultural economics and food policy analysis; and (iv) to provide technical support to Mali's national team developing the country's NEPAD/CAADP report and national compact. The FY 2010 work plan added a fifth

objective, helping to organize a border conference between Senegal and Mali in order to facilitate smoother cross-border trade in agricultural products. A further modification implemented in May 2010 established a sixth objective by calling on PROMISAM II to carry out a number of background studies on agricultural development/food security challenges facing Mali over the coming 5-10 years in order to assist USAID/Mali in its strategic planning of future investments and activities.

MSU implemented the PROMISAM II.1 project in partnership with the Malian Food Security Commission (CSA) and the Permanent Assembly of the Malian Chambers of Agriculture (APCAM). Other key collaborators included the Institut Polytechnique Rural de Formation et de Recherche Appliquée (IPR/IFRA) de Katibougou, the Observatoire du Marché Agricole (OMA), and the Institut d'Economie Rurale (IER). In March, 2012, following the coup d'état that overthrew Mali's elected government, collaboration with Malian government-supported organizations, such as the CSA and IPR/IFRA, ended as a consequence of the suspension of US government development assistance to Mali.

PROMISAM II.1 represented part of a larger portfolio of applied research, outreach and capacity strengthening activities on food security implemented by MSU in Mali with funding from an array of sources, including USAID/Mali, USAID/WA, the Syngenta Foundation for Sustainable Agriculture, the William and Flora Hewlett Foundation, the Bill and Melinda Gates foundation, and ECOWAS. The non-USAID/Mali-funded work was complementary to that of PROMISAM II, thus leveraging USAID/Mali's funding.

## **Key Achievements**

The project's key achievements, by its six strategic objectives, included the following:

### **Objective 1: Enhance the Technical and Analytical Skills for the CSA and Related Support Agencies**

- The project strengthened the capacity of high-level CSA and other Malian government of Mali staff to analyze food-security issues through:
  - Organization of study tours to the US for nine Malian food-policy and USAID/Mali leaders in April, 2010, including visits to MSU and Washington. Discussions and site visits focused on how the US deals with its own food insecurity issues (e.g. through government-funded food assistance programs and private voluntary efforts). In Washington, discussions were held with officials from USAID, USDA, the World Bank and various think tanks on food-security and CAADP issues in Africa.

- Organizing and facilitating the participation of the Malian Minister of Agriculture in the May 2010 symposium in Washington at which USAID officially launched its Feed the Future initiative.
- PROMISAM II.1 enhanced the technical capacity of the with the agricultural market information system (OMA) through:
  - Working jointly with OMA staff to produce semi-annual outlook bulletins (*Bulletin de conjuncture*) that are widely used by the government and development partners for contingency planning for policy during the hungry season.
  - Providing updated training to OMA's enumerators on use of cell phones for in-field data collection and automatic transmission to OMA headquarters.
- The project jointly carried out studies with CSA, OMA, IER and INSTAT colleagues that provided the empirical basis for planning improved food policies by the CSA. These studies included an analysis of the evolution of cereal production basins and marketing corridors in Mali, the contribution of cereals markets to food security in chronically deficit zones, and various aspects of Malian cereals farmers' production and marketing strategies.
- The project organized a retreat among Malian experts to develop a proposal for reforms in Mali's cereal marketing policies. The report that emerged led to a request by the Malian Ministry of Agriculture for a fully elaborated set of reforms, subsequently developed by PROMISAM staff and other Malian partners in 2011. These proposals were accepted by the Malian government; unfortunately, the 2012 coup prevented their implementation.
- PROMISAM II.1iImproved the operational capacity of the CSA and the OMA by providing them with new computer equipment.

### **Objective 2: Assistance in Implementing Food Security Plans Country-wide**

Under this objective, the project developed and tested in 30 communes methods for local stakeholders to monitor the implementation of their local food security plans. These plans had been developed from 2005 through 2007 in all communes, cercles and regions of Mali thanks to assistance provided in a previous phase of PROMISAM (PROMISAM I). As part of the PROMISAM II.1 effort, the project:

- Trained 164 local stakeholders (152 men and 12 women) in 30 communes in these evaluation techniques.
- Held regional validation workshops to discuss the results of the local monitoring exercises. MSU anticipated that the CSA would use these results to scale-up the local monitoring process nation-wide; unfortunately, the disruption caused by the March, 2012 coup d'état and the jihadist occupation of the North prevented this from happening.
- Trained 186 leaders of rural women's organizations in key concepts in food security.

**Objective 3: Develop an Academic and Practical Curriculum for the University of Bamako/ IPR Katibougou in Agricultural Economics/Food Policy Analysis**

PROMISAM II.1 made a major contribution to the long-term human capital base of Mali in the area of agricultural development and food-policy analysis through:

- Helping IPR/IFRA colleagues develop and launch Mali's first undergraduate degree program in agricultural economics. Begun in the autumn of 2009, the program continues today in spite of PROMISAM II's assistance to the program having ended in March, 2012, following the coup d'état. In February, 2013, the first cohort of 28 students (22 men and 6 women) graduated from the program.
- The successful completion of a Master's degree in Agricultural Economics at MSU by one of the IPR faculty members, who is now back teaching in the program.
- The provision to IPR/IFRA of 40 computers, two printers, other office equipment and numerous books on Agricultural Economics to support the program, as well as a 30 passenger bus and a 15-passenger van.

**Objective 4: Technical Support to Mali's Team Developing the Country's NEPAD/CAADP Program**

MSU/PROMISAM provided critical support throughout the CAADP process that led the following major achievements by the Malian CAADP team:

- The decision in 2009 to merge two parallel processes that were ongoing in Mali—the agricultural sector review, supported by the Dutch and the Danish cooperation, and the CAADP process, into a single CAADP process.
- Mali's successful completion of major milestones in the CAADP process, including the development and signing of the national CAADP Compact, the development of the Priority National Investment Plan (PNIP), the holding of the national CAADP Business

Meeting, and the development of Mali's proposal to the Global Agriculture and Food Security Program (GAFSP) trust fund in 2011.

#### **Objective 5: Mali-Senegal Border Conference to Facilitate Agricultural Trade**

- PROMISAM II supported the preparation and successful holding of the Mali-Senegal border conference to promote regional agricultural trade. The conference was held in May, 2011, and was jointly chaired by the Prime Ministers of Mali and Senegal. The meeting has resulted in a number of administrative actions aimed at reducing the number of road control points between Bamako and Dakar from over 20 to 3.

#### **Objective 6: Provide Analyses to Assist USAID/Mali-AEG in Planning its Future Program**

As part of its support of USAID/Mali's development of its Feed the Future program, PROMISAM II.1:

- Carried out comprehensive analysis of Mali's agricultural development opportunities and challenges, the *Mali Agricultural Sector Assessment 2011*, produced in both English and French. This document served as an important input into USAID/Mali's Feed the Future (FTF) planning and has become a major reference for others (including other PTFs) working on agricultural development issues in Mali.
- Prepared of seven background documents for USAID/Mali June 2010 AEG partners' meeting, and participated in and helped facilitate that meeting.
- Carried out, at the request of USAID/Mali, an indicative benefit-cost analysis of alternative FTF investments by the mission.
- Conducted an assessment in 2010/11 by project-provided gender specialists (Deborah Rubin and Nathalie Me-Nsopé) of the degree to which all AEG projects were incorporating gender considerations into their work.

#### **Cross-cutting Contributions**

In addition to the achievements aligned with the six specific project objectives described above, PROMISAM II.1 carried out a number of cross-cutting activities that contributed to strengthened food security programs in Mali. These included numerous briefings for US Embassy and USAID staff and consultants on food security issues in Mali, behind-the-scenes technical support and counsel to staff of the Food Security Commission, help in developing a new approach for the Peace Corps Master's in International Development Program, and contributions to strengthened agricultural research in Mali through the service of MSU's in-country coordinator, Nango Dembélé, on the Malian National Agricultural Research Council. In addition, the project helped support, through graduate research assistantships, the education in Agricultural Economics of

nine graduate students at MSU (four from Mali, one each from Benin and Cameroon, and three from the US), thereby helping educate the next generation of food security analysts for West Africa.

# Main Report

## 1. Project Background and Context

Under the USAID/MSU Food Security III Cooperative Agreement, USAID/Mali provided an Associate Award to fund PROMISAM II.1 as a follow-on to the highly successful PROMISAM I project ([http://fsg.afre.msu.edu/mali\\_fd\\_strtgy/index.htm](http://fsg.afre.msu.edu/mali_fd_strtgy/index.htm)). MSU had implemented PROMISAM I jointly with the Assemblée Permanente des Chambres d'Agriculture du Mali (APCAM) between 2004 and 2007. PROMISAM II.1 was carried out over the 42-month period of December 1, 2008 through August 31, 2012, with a total project funding of \$4.75 million.

The context in which PROMISAM II was designed in late 2008 included the following elements:

- ***Malian government priority to agriculture and food security.*** Since the early 2000s, the Government of Malian (GOM) had put emphasized agricultural growth and food security as key elements of its economic and social development strategy, as reflected in the *Cadre stratégique pour la croissance et la réduction de la pauvreté* (CSCR), the key document guiding the GOM's development efforts, and the *Loi d'Orientation Agricole*, which outlines the government's vision of broad-based agricultural growth. This emphasis was manifested by the importance the GOM gave to work of the Commissariat à la Sécurité Alimentaire (CSA), which was directly attached to the President's office. But it was also manifested, as discussed below, by tensions inherent in food policy between encouraging domestic agricultural production through more favorable prices for farmers and the desire to keep food prices low for consumers.
- ***The desire by the GOM and USAID/Mali to build upon a decentralized approach to ensuring food security,*** e.g. through implementation of the local food security plans that the earlier PROMISAM I project had helped all 703 communes in Mali to develop.
- ***Recognition of the need to educate a new generation of food policy analysts and agro-entrepreneurs.*** If Mali was to put private-sector-led agricultural growth at the center of its development strategy, it was clear by 2008 that the country needed to invest more in educating a new generation of food policy analysts and agro-entrepreneurs. From the late 1980s to the mid-2000s, funding for such training, from both the Malian government and development partners, had shrunk drastically as both retreated from agriculture as a development priority and as the quality of university education in Mali deteriorated. At the same time, the older generation of agricultural professionals was nearing retirement. In particular, there was a need to train, at the undergraduate level, new cohorts of students in the application of economics and management to agrifood system development.

- ***The 2008 food price crisis.*** The year in which PROMISAM II.1 was launched was marked by a spike not only in world food prices, but for other basic necessities as well, leading to what was known in Mali as the “crisis of the high cost of living.” One of the actions that the GOM undertook in an attempt to hold down consumer prices was to unofficially restrict exports of agricultural products to neighboring countries, which caused hardships for Malian traders and farmers seeking to export their products. This in turn raised questions among Mali’s development partners about the impact of such actions on their efforts to boost Malian agricultural growth.
- ***The CAADP process.*** By 2008, the Comprehensive African Agriculture Development Program (CAADP) progress was gathering steam in West Africa, under the regional leadership of ECOWAS and with support of development partners, such as USAID. In Mali, however, the government had begun in 2007 a process with support of the Netherlands and Denmark, known as the Revue du Secteur Agricole, that had a similar objective as that of CAADP, namely moving from project-led agricultural development planning to a more sector-wide approach. In 2008 both the Revue and the national CAADP process were going on in parallel in Mali, both under the guidance of the statistics and planning unit (CPS) of the Ministry of Agriculture. There was therefore a need to bring the two processes together and strengthen them to allow Mali to produce a solid CAADP compact and national agricultural investment plan.
- ***Increased USAID/Mali investment in the agricultural sector.*** As USAID/Mali increased its support to Malian agricultural development, it began looking forward in 2008 to redesigning its longer-term support program to the agricultural sector. The previous program was built upon an agricultural sector review study carried out by Abt Associates in 2001. The mission therefore was seeking empirical information to undergird what eventually became its Feed the Future program for Mali.

As described below, the PROMISAM II program was designed to address these concerns. The latter stages of its implementation, in 2012, was also severely affected by another contextual element—the severe political and security crisis Mali faced following the 2012 coup d’état and occupation of the northern two-thirds of the country by jihadist and separatist forces.

## **2. Project Objectives, Implementation and Achievements**

### **2.1 Objectives**

PROMISAM II.1 was designed to respond to the contextual elements discussed above. The project originally had four objectives, but subsequent modifications in 2009 and 2010 added two additional objectives. The six strategic objectives of the project were to:

1. Enhance and develop the technical and analytical skills for the Malian food security commission (CSA) and related support agencies, such as the Observatoire du Marché Agricole (OMA);
2. Assist Mali in implementing local (commune-level) food security plans country-wide through the developing and testing of methods for monitoring plan implementation. This developing and testing was to take place in 30 communes, with the process to be evaluated with the perspective that the CSA could then extend the approaches country-wide;
3. Help Mali's Institut Polytechnique Rural de Formation et de Recherche Appliquée de Katibougou (IPR/IFRA), the country's only faculty university-level faculty of agriculture and natural resources, to develop an academic and practical curriculum in agricultural economics and food policy analysis;
4. Provide technical support to Mali's national CAADP team in developing the country's NEPAD/CAADP report, national compact and national agricultural investment plan.
5. Help to organize a border conference between Senegal and Mali in order to facilitate smoother cross-border trade in agricultural products. This border conference was to be modeled on a previous successful border conference that MSU had organized in 2009 between Guinea and Mali, with support from the Hewlett Foundation.
6. Carry out a number of background studies on agricultural development/food security challenges facing Mali over the coming 5-10 years in order to assist USAID/Mali in its strategic planning of future programs.

## **2.2 Implementation**

MSU implemented PROMISAM II.1 in partnership with the Malian Food Security Commission (CSA) and the Permanent Assembly of the Malian Chambers of Agriculture (APCAM). Two MSU faculty members, Nango Dembélé (a citizen of Mali) and Boubacar Diallo (a citizen of Niger) from the Department of Agricultural, Food and Resource Economics (AFRE), were based at MSU's office in Bamako, aided by local support staff. The Mali-based team worked in collaboration with campus-based faculty, graduate students and support staff. Other key Malian collaborating organizations included IPR/IFRA, OMA, and the Institut d'Economie Rurale (IER).

PROMISAM II.1 represented part of a larger portfolio of applied research, outreach and capacity strengthening activities on food security implemented by MSU in Mali with funding from an array of sources, including USAID/Mali, USAID/WA, the Syngenta Foundation for Sustainable Agriculture, the William and Flora Hewlett Foundation, the Bill and Melinda Gates foundation, and ECOWAS. The non-USAID/Mali-funded work was complementary to that of PROMISAM

II, thus leveraging USAID/Mali's funding. Consistent with MSU's university mandate, the program also incorporated graduate research assistants, many from Mali and other African countries, as key members of the research team.

## **2.3 Major Achievements**

This section highlights the major achievements of the project by strategic objective as well as discussing cross-cutting activities that contributed to the overall goal of strengthening Mali's capacity to design and implement more effective food security policies. More details on these achievements as well as all written outputs of the project are available on the PROMISAM II.1 website at [http://fsg.afre.msu.edu/promisam\\_2/index.htm](http://fsg.afre.msu.edu/promisam_2/index.htm), which is also shown in the Appendix.

### ***Objective 1: Enhance the Technical and Analytical Skills for the CSA and Related Support Agencies***

Key achievements under this objective fell into four categories: (a) strengthening the policy analysis, design and implementation of high-level CSA staff and assisting in the development of CSA programs; (b) jointly undertaking with CSA and other partners studies aimed at strengthening the empirical basis for food-policy decisions in Mali; (c) providing technical assistance and training to CSA-affiliated support agencies, such as the Observatoire du Marché Agricole (OMA) and the Système d'Alerte Précoce (SAP); and (d) providing logistical support to the CSA and affiliated agencies.

#### **Strengthening the CSA's policy analysis and implementation skills**

Key achievements under this objective included:

- Developing with CSA staff, at the request of the Presidency of Mali, scenarios to deal with possible food crises during the 2009 "hungry season" (*soudure*)—a period made more severe by the high international grain prices prevailing at this time.
- At the request of the Food Security Commissioner, organizing and implementing, in April, 2009, a retreat among Malian experts to develop a new national cereals marketing strategy. The report that emerged from this process was transmitted by the Commissioner to the Prime Minister for implementation. Subsequently, this led to a request from the Malian Minister of Agriculture for a more detailed study to recommend reforms in Mali's policies governing cereals marketing in the country. PROMISAM staff and OMA collaborators, under funding from the Syngenta Foundation for Sustainable Agriculture and the Alliance for a Green Revolution in Africa, co-authored the report (*Schéma de commercialisation des céréales au Mali*), whose recommendations were accepted by the government of Mali in 2011.

- Organization of study tours to the US for nine Malian food-policy and USAID/Mali leaders in April, 2010, including visits to MSU and Washington. Participants included the leadership team from the CSA as well as key food policy advisors from the President's office, the Prime Minister's office and the Malian-donor food policy platform (PRMC). Discussions and site-visits focused on how the US deals with its own food insecurity issues and, with officials from USAID, the World Bank and various think tanks in Washington, on food-security and CAADP issues in Africa. Key lessons learned by the participants included the need for careful targeting of food assistance programs and alternative approaches to doing this, and the role of public-private partnerships in food assistance programs. The discussions with USAID, World Bank and NGO partners in Washington were also very useful in sharpening the Mali team's proposed CAADP programs. A full set of the presentations made during this study visit are available on the project's website.
- Organizing and facilitating the participation of the Malian Minister of Agriculture in the May 2010 symposium in Washington at which USAID officially launched its Feed the Future initiative. This participation helped strengthen the GOM's commitment to the FTF initiative.
- The successful implementation of the CSA's national information campaign on food security through a series of radio and television programs, including production of 50 video cassettes for use around the country, 11 television broadcasts, and 1830 radio broadcasts.

### **Carrying out studies aimed at strengthening the empirical basis for food security policies in Mali**

These studies, carried out jointly with staff from the CSA, IER and INSTAT, focused on the following topics.<sup>1</sup>

- A study, carried out jointly with INSTAT, on the evolution in the structure of cereals production basins and marketing channels in the different regions of Mali, summarized in a series of regional reports along with a national synthesis report. The study, *L'Etude nationale sur les bassins de production des spéculations céréales au Mali*, covered 7 of Mali's 8 administrative regions, 30 cercles (counties) and 510 of the country's 703 *communes* (townships), providing the first comprehensive update on production and

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<sup>1</sup> All the reports mentioned in this section are available either on the PROMISAM II.1 website ([http://fsg.afre.msu.edu/promisam\\_2/index.htm](http://fsg.afre.msu.edu/promisam_2/index.htm)) or, for those studies that were begun under PROMISAM II.1 but completed in the subsequent phase of the project, on the PROMISAM II.2 website ([http://fsg.afre.msu.edu/promisam\\_II.2/index.htm](http://fsg.afre.msu.edu/promisam_II.2/index.htm)).

marketing circuits in the country in 20 years. The final report was validated in a national workshop held in December 2011 and has been widely used by the Malian government and USAID/Mali in planning future investments.

- A study of staple food marketing sheds in West Africa, providing updated data and maps showing how Mali's agricultural production and trade flows fit into the broader West African regional trade perspective.
- Two detailed studies, based on a three-year farm-level survey jointly financed by PROMISAM II.1 and a grant from the Bill and Melinda Gates foundation, that focused on:
  - Cereal Market Dynamics: The Malian Experience from the 1990s to Present, and
  - Cereal Price Increases, Fertilizer Subsidies, and Household Rice Production and Marketing in the Office du Niger: The Case of Macina
- Support from PROMISAM II.1 and in some cases data from the farm-level survey mentioned above, also contributed to the carrying out of a number of Master's theses by Malian and other students at MSU. These studies not only helped to strengthen the empirical understanding of the Malian agricultural sector but also reinforced the human capital base for future food security planning and analysis in the country. The studies to which the project contributed (some of which were jointly funded with other non-USAID sources) included:
  - *Analysis of the Constraints to the Development of a Domestic Improved Seed Potato Industry in Mali*, by Marthe Diallo (2009)
  - *Improving the Quality of Women's Gold in Mali, West Africa: The Case of Shea*, by Sonja Perakis (2009).
  - *Analysis of the Competitiveness of the Rice Subsector in Mali: The Case of Gravitational Irrigation and Bas-fonds Production Systems*, by Ramziath Adjao (2011).
  - *An Analysis of the Recent Evolution of Mali's Maize Subsector*, by Amadou Diallo (2011).
  - *Determinants of Land Allocation in a Multi-crop Farming System: An Application of the Fractional Multinomial Logit Model to Agricultural Households in Mali*, by James Edward IV Allen (2012).

- *Strengths and Weaknesses of Alternative Models of Linking Smallholders to Downstream Value Added Activities in Mali: A Literature Review*, by Jacob Coulibaly (2013).
- *A Study of Household Income Determinants and Income Inequality in the Tominian and Koutiala Zones of Mali*, by Lazarus, Brenda (2013).
- *Agricultural Diversification in Mali: The Case of the Cotton Zone of Koutiala*, by Mariam Sako Thiam (completion expected in 2014).

### **Providing technical support to CSA-affiliated agencies**

Activities under this sub-objective focused on providing technical support to the OMA and the SAP, which provide key food-security monitoring information to the GOM and development partners:

- Throughout its existence, PROMISAM II.1 worked jointly with the agricultural market information system (OMA) to produce at least once a year a market outlook bulletin (*Bulletin de conjuncture*) that is widely used by the government and development partners for contingency planning for policy during the hungry season.
- The project provided training to OMA enumerators on use of cell phones for transmission of market information. An initial training in 2009 involved 38 enumerators. A subsequent training in 2011 involved both initial training for newly hired agricultural market information system (OMA) enumerators and refresher training of OMA enumerators on use of smart-phones for data entry and transmission from the markets they cover as well as in the preparation of local market reports. A total of 43 OMA enumerators participated in this training.
- In August, 2011, PROMISAM arranged and supported SPSS training to five Bamako-based SAP staff members in order to help them carry out more detailed and accurate analysis of their early-warning data.

### **Provision of logistical support to the CSA and affiliated agencies**

- In June, 2009, PROMISAM provided 22 desktop and 37 notebook computers, 10 printers, and assorted other equipment to the CSA for use by the Commissariat and its affiliated agencies.
- In November, 2010, PROMISAM provided 10 new notebook computers for the OMA for its decentralized offices along with new smartphones for use by the enumerators.

## ***Objective 2: Assistance in Implementing Food Security Plans Country-wide***

Over the period 2006-2008, a previous phase of PROMISAM (PROMISAM I) had aided stakeholders in every commune, cercle and region of Mali to develop local food security plans. These plans (available at [http://fsg.afre.msu.edu/mali\\_fd\\_strtgy/plans/index.htm#plans](http://fsg.afre.msu.edu/mali_fd_strtgy/plans/index.htm#plans)) identified each locality's major food security problems, the actions currently underway to address those problems, and proposed actions (with often with indicative budgets) to further strengthen food security in the locality. The CSA was eager to develop a sustainable approach, involving local stakeholders, to monitor implementation of the programs. PROMISAM II.1 worked with stakeholders and other actors to develop and test methods for this monitoring, and then held workshops to draw lessons from both experience of implementation and the monitoring process. Key achievements included:

- The development, in conjunction with the USAID/Mali-funded local governance project PGP2 and Peace Corps/Mali of a set of methods to monitor the degree of implementation of commune-level food security food security plans. A total of 164 local stakeholders (152 men and 12 women) in 30 communes were trained in these evaluation techniques.
- Local stakeholder teams carried out the evaluation of the plans in the 30 communes, and the results of the evaluations were compiled and compared during 5 regional workshops carried out across the country in December 2010 and January 2011. Based on the lessons learned from the evaluation, the evaluation manual was revised and the revised version was transmitted to the CSA for use in an extension of the evaluation process nation-wide.
- In the process of working with local stakeholders on the evaluation, it became apparent that in some localities, women were under-represented in the process. PROMISAM II.1 therefore undertook an additional training program for 186 leaders of rural women's organizations in key concepts in food security so that they could be involved in such processes in the future.

## ***Objective 3: Develop an Academic and Practical Curriculum for IPR de Katibougou in Agricultural Economics and Food Policy Analysis***

Perhaps the most important contribution of PROMISAM II.1 to long-term human capital development in the area of food policy and agricultural development analysis in Mali came through its support to IPR/IFRA in the creation of Mali's first undergraduate degree program in agricultural economics. Although IPR/IFRA had long desired to create such a program, prior to 2009 no such program existed in this country where nearly 70% of the population derives its income from agriculture. The PROMISAM II.1-supported activities involved working closely with IPR/IFRA faculty members and staff in the in the program design, curriculum development and implementation. Key achievements included:

- Commissioning a study involving IPR faculty members, MSU/PROMISAM II.1 faculty and staff, and a local consultant on the demand and supply of agricultural economists in Mali. This study, completed in June 2009, aimed at identifying the demand for agricultural economists in the country and the skill sets most in demand by potential employers of the program's graduates.
- Developing with IPR/IFRA colleagues a detailed plan (including curriculum design) for an undergraduate degree program in agricultural economics and food policy analysis, with eventual development of a master's program. This plan was endorsed by all stakeholders and subsequently officially approved by the Malian government. The undergraduate program was launched in the autumn of 2009.
- Organizing a study tour of four IPR/IFRA professors to MSU and to Laval University in Québec in 2010 to review agricultural economics programs at those schools and to strengthen collaborative relations between IPR/IFRA and these two North American universities. Laval has collaborated in the past with IPR/IFRA in programs other than agricultural economics, and the visits also explored opportunities for MSU and Laval to work together in the future in supporting the IPR agricultural economics program.
- In the first two years of the program, MSU faculty member Abdoul Murekezi and MSU (Malian) graduate student Amadou Diallo helped teach introductory courses. These courses are now taught by Malian faculty members, although Amadou Diallo, who has since finished his degree and returned to Mali and now manages an international NGO in Bamako, continues to help teach in the IPR program on a part-time basis.
- In spite of the cut-off of USAID support (via PROMISAM II.1) in March, 2012 as a result of the suspension of US government development assistance to Mali, IPR/IFRA has maintained the program. In 2013, enrollment totaled 97 students (65 men and 32 females), with the first cohort of the first cohort of 28 students (22 men and 6 women) graduating in February of that year.
- As part of the project's support to the Katibougou program, IPR/IFRA sent two junior faculty members to MSU for English training and graduate education in the Department of Agricultural, Food and Resource Economics, one at the Master's level and the other at the Ph.D. level. Unfortunately, the Ph.D. student was not able to succeed in his academic program and left MSU in 2013. As a result of the suspension of US development assistance to Mali in 2012, PROMISAM II.1 was obligated to end its funding for the Master's student, Jacob Coulibaly. MSU, however, used non-USAID funding (from the Syngenta Foundation for Sustainable Agriculture) to allow Mr. Coulibaly to finish his Master's program, and he is now back at IPR teaching courses in microeconomics and agribusiness to students in the program.

- The project also provided substantial logistical support to the IPR/IFRA agricultural economics program, including 40 new computers (36 desk-tops and 4 notebooks), 36 UPS's, 2 printers, a scanner, a photocopier, numerous books on agricultural economics and statistics for the library, and a 30 passenger bus and a 15-passenger van to facilitate field trips and transport of students and staff to the IPR/IFRA annex in Bamako where some of the courses are taught. The project also provided financial support to upgrade office and classroom facilities at the annex.

***Objective 4: Technical Support to Mali's Team Developing the Country's NEPAD/CAADP Program***

MSU/PROMISAM provided critical support throughout the CAADP process. This support involved:

- Discussions with senior Malian government officials, which led to a decision by the Prime Minister's office in 2009 to merge two parallel process that were ongoing in Mali—the agricultural sector review, supported by the Dutch and the Danish cooperation, and the CAADP process—into a single CAADP process.
- Technical and financial support to the Mali national CAADP team to help it prepare the background materials (the review of previous agricultural development experiences in Mali and the modeling of the impact of potential investments) that led to the signing of Mali's national CAADP Compact in October 2009. This process also involved the Mali team meeting with other national CAADP teams in West Africa as part of the larger regional CAADP process led by ECOWAS.
- Technical support to the Mali's Planning and Statistics Unit for Rural Development that led to the development of Mali's CAADP Priority National Investment Plan (PNIP) in 2010, which was subsequently reviewed by a joint ECOWAS/African Union team.
- The successful holding of the national CAADP Business Meeting in November 2010 (chaired by the Prime Minister), at which the Malian government presented its National Priority Investment Plan for the Agricultural Sector to various stakeholders for their input, followed by PROMISAM's support for subsequent revisions of the document.
- The development of Mali's proposal to the Global Agriculture and Food Security Program (GAFSP) trust fund in 2011.

***Objective 5: Mali-Senegal Border Conference to Facilitate Agricultural Trade***

Despite the fact that Mali and Senegal both belong to two regional economic organizations (UEMOA and ECOWAS) that are in principle free-trade zones, a number of tariff and non-tariff

barriers restrict trade between the two countries. These barriers increased in 2008, as Mali sought to restrict exports in the face of soaring agricultural prices. USAID/Mali and USAID/Senegal were both concerned about these trade restrictions. In 2010, the two missions requested that PROMISAM II.1, the USAID/Senegal-funded PCE project (in which MSU also participated) and the USAID-Mali funded IICEM project work with Senegalese and Malian partners to organize a border conference of key private- and public-sector actors to find ways of facilitating cross-border trade. The conference was to be modeled on a successful Mali-Guinea border conference that MSU had helped organize in 2009 with financial support from the Hewlett Foundation.

PROMISAM II.1 worked for a year with the other partners to help organize this conference. Activities included meetings with high-level officials of both governments to build support for holding the conference, facilitating planning meetings among Malian and Senegalese participants in both countries, and preparing the logistical arrangements for the conference itself.

The conference was successfully held in Kayes in May, 2011, and was jointly chaired by the Prime Ministers of Mali and Senegal. The meeting resulted in a number of administrative actions aimed at reducing the number of road control points between Bamako and Dakar from over 20 to 3. Since the meeting, the two governments have taken actions to implement the recommendations of the conference, although like most other development efforts in Mali, the 2012-13 political and security crisis has slowed these efforts.

***Objective 6: Provide Analyses to Assist USAID/Mali-AEG in Planning its Future Program***

In 2010, USAID/Mali began planning for its next five-year program of support to agricultural development in Mali, as part of the Feed the Future (FTF) effort. As FTF aims to support priorities identified in the CAADP process, it was natural for USAID/Mali to turn to MSU/PROMISAM II.1, which was already involved in supporting Mali's CAADP process, to develop background documents and analyses to help guide the mission in its FTF planning. Key achievements under this project objective included the following:

- Preparing the *Mali Agricultural Sector Assessment 2011*, a comprehensive analysis of Mali's agricultural development opportunities and challenges. This study, prepared in both English and French, served as an important input into USAID/Mali's FTF planning and has been widely used by both the Malian government and other donors (e.g., the Danish assistance program and that of the European Union) to help plan their programs. In developing the study, the PROMISAM II.1 team also involved several Malian graduate students at MSU, which also served to strengthen their understanding of agricultural development challenges facing Mali.
- Development of number of outreach documents from the *Agricultural Sector Assessment*, which were prepared for a high-level policy outreach colloquium in Mali that the project

had scheduled for late March 2012. The colloquium had to be canceled because of the coup d'état, but the materials are available for future outreach efforts. In many ways, however, the high-level outreach messages have already been delivered, as two key MSU staff members who were involved in preparing the outreach materials, Nango Dembélé and Cheick Oumar Diarra, were named to cabinet positions in Mali's new democratically elected government in September 2013.

- Writing seven background documents and policy briefs for USAID/Mali's June 2010 AEG partners' meeting that was designed to gather input for the FTF program design, and participation of MSU/PROMISAM staff in helping facilitate that meeting.
- Participating in a USAID/EGAT-sponsored study of the rice value chain study in Mali in 2009 and in a subsequent on-line forum on West African rice value chains, organized by EGAT/AG. Boubacar Diallo, Ramziath Adjao, Nango Dembélé, and John Staatz all made substantive contributions to the Mali study ("Global Food Security Response Case Study: Mali" by Tom Lenaghan and Salifou B. Diarra), which the authors noted in the acknowledgements.<sup>2</sup> The report was submitted to USAID in July, 2010.
- The carrying out of an assessment in 2010/11 by project-provided gender specialists (Deborah Rubin and Nathalie Me-Nsope) of the degree to which all AEG projects were incorporating gender considerations into their work. The specialist prepared a report (in English and French) to the mission providing recommendations on how to do a better job of incorporating gender into AEG's program of work.
- Developing, in 2011, at the request of USAID/Mali, an indicative benefit-cost analysis of potential FTF investments by the mission. This activity involved developing a spreadsheet based decision-support tool for the mission (and accompanying report and users' guide) to estimate ex-ante potential impacts of alternative mission investments in improving the food security and the performance of different value chains in the regions of the country where FTF planned to intervene.

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<sup>2</sup> "This study would not have been possible without the active participation of Michigan State University staff from the West Africa Food Security Capacity Strengthening and Research Program. In particular, Boubacar Diallo and Ramziath Adjao contributed important research on productive systems and food security. In addition, Michigan State's Nango Dembele and John Staatz provided comments and suggestions that were invaluable to the team both during the field work and in drafting stages."

### ***Cross-cutting activities***

In addition to the six specific project objectives, the project also undertook a number of cross-cutting activities to help support of both the GOM's and USG's food security and economic development programs in Mali. Key activities included:

- Ongoing briefings and discussions with CSA and USAID staff and consultants on various food security policy issues and actions in Mali. Much of this was on an on-demand basis and took place quietly, behind the scenes.
- Preparation of briefing notes in French and English for U.S. Ambassador Gillian A. Milovanovic in preparation for her audience with Malian President Amadou Tourmani Touré (“Some Thoughts on the Strong Increases in the Prices of Cereals and the Measures Taken by Malian Authorities”).
- Helping design a new approach for the Peace Corps Master's in International Development (MID) Program. MSU, like several other US universities, participates in this program in which volunteers can first enroll in a year of graduate work, then leave for their Peace Corps service and use data collected during their two years of service as a basis for their master's degree when they return to the university. One problem that universities have experienced with this program is that the volunteers cannot choose the country in which they will be placed; and this lack of prior knowledge and control about placement often makes it difficult for volunteers to plan their research in advance or for their professors to obtain funds to visit the student while she/he is a volunteer in order to advise them on their study. In collaboration with Peace Corps headquarters in Washington and Peace Corps/Mali, MSU professors Eric Crawford, John Staatz, and Nango Dembélé agreed to participate in a pilot program in which MSU students in the MID program could request to be placed in Mali, where they would work with the joint PROMISAM-Peace Corps-PGP2 Food Security program.. This program was successfully implemented in 2010-11 and Peace Corps is considering extending it to other universities that have USAID-affiliated applied research programs.
- Throughout the life of the project, the in-country program coordinator Nango Dembélé served as a member of the National Agricultural Research Council (CNRA). The CNRA reviews and decides on all competitive research funding in agriculture allocated by the Malian government. In that role and as one of only two economists on the panel, he played a key role in improving the quality of agricultural research in the country.
- The support of graduate education of ten US and West African graduate students in agricultural economics and international development at MSU through their role as graduate research assistants at MSU at some point during the project or their use of

project-generated data for their theses. This included five Malians (Amadou Diallo, Marthe Diallo, Mariam Sako, Jacob Coulibaly and Abdrahmane Berthé), one Cameroonian (Nathalie Me-Nsope), one Benioise (Ramzi Adjao) and three Americans (Miriam Sohlberg, Sonja Perakis and James Allen III).

### **3. The 2012 Crisis and Project Transition**

The political and security crisis in Mali resulting from the March 2012 coup d'état and seizure of the northern two-thirds of the country by jihadist separatists had a profound effect on the project. The immediate concern was to ensure the safety of project staff, which involved adjusting project office hours (including some closures in the days immediately following the coup) and project activities to ensure the safety of PROMISAM staff and arranging for the return of non-Malian MSU staff and graduate students in the country at the time of the coup. The subsequent suspension of US Government development assistance to the Government of Mali forced PROMISAM II.1 to end its collaboration with partners such as IPR/IFRA, the CSA and IER, leading to an abrupt end of those programs. Travel restrictions imposed because of the security situation prevented MSU/PROMISAM staff from wrapping up planned field research and outreach activities as previously planned, and other outreach was hindered by the prohibition of including Malian government officials in the activities.

It was nonetheless clear to USAID/Mali and MSU that during the crisis period, Mali was facing serious humanitarian food security challenges that required ongoing monitoring and analysis to address. In the months following the coup, MSU and USAID/Mali therefore undertook discussions on a reorientation of the program towards purely humanitarian actions with non-Malian government actors. The program that emerged (subsequently dubbed PROMISAM II.2) had a different set of objectives and covered the period September 1, 2012 through November 30, 2013. Its activities are summarized in a separate end-of-project report and a separate project website ([http://fsg.afre.msu.edu/promisam\\_II.2/index.htm](http://fsg.afre.msu.edu/promisam_II.2/index.htm)).

## **Appendix: Project Web Site**



## PROMISAM - Phase II.1

### Project to Mobilize Food Security Initiatives in Mali - Phase II (Projet de Mobilisation des Initiatives en Matière de Sécurité Alimentaire au Mali)

Strengthening the Capacity of the Malian Government to Develop Analytical and Market-Based Food Security Responses



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  - [PROMISAM –II Project to Mobilize Food Security Initiatives in Mali](#). Presentation at the USAID/Mali All Partners Meeting December 8-10, 2009.
  - [Renforcement de la capacité de mise en oeuvre de la politique de sécurité alimentaire au Mali](#). 30 Septembre 2008.
- Annual Work Plans: [2011-12](#) (revised May 2011), [2011](#), [2010](#), [2009](#)
- [Contact Information](#): in-country personnel, U.S.-based team and collaborating institutions.

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- [From Mali to Michigan: Sharing Lessons on Food Security](#). Frontlines. [Extract from July 2010 issue](#).
- [Case Study: A Future for Food Policy.Educating the Next Generation of Food Policy Analysts and Agro-Entrepreneurs](#). USAID Mali
- [USAID/Mali Helps Mali Develop its National Agricultural Development Strategy: The CAADP Compact](#)

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- [Manuel pour le suivi - évaluation des plans de sécurité alimentaire](#) (final version – in French). December 2011.
- [Rapport general de l'atelier de formation dans les concepts de securite alimentaire et de validation des resultats du suivi – evaluation des PSA de 6 communes de la region de Koulikoro](#). Février 2011.
- [Région de Tombouctou. Rapport d'évaluation des plans de sécurité alimentaire 2006-2010 des communes de Bourem Inaly \(cercle de Tombouctou\) et de Tonka \(cercle de Goundam\)](#). Décembre 2010.
- [Région de Mopti. Rapport d'évaluation des plans de sécurité alimentaire 2006-2010 des communes de: Dandoli \(cercle de Bandiagara\), Madiama \(cercle de Jenne\), Fatoma, Konna et Krombana \(cercle de Mopti\)](#). Décembre 2010.
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- [Region de Sikasso. Rapport d'Evaluation des Plans de Securite Alimentaire 2006-2010 des Communes de : Loulouni \(Cercle de Kadiolo\), Zangasso \(Cercle de Koutiala\), Domba \(Cercle de Bougouni\), Farakala et Klela \(Cercle de Sikasso\).](#) Septembre 2010.
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- [Région de Gao cercle de Gao rapport d'évaluation du plan de sécurité alimentaire \(2005-2009\) des communes de Soni Ali Ber et de Gabero.](#) Septembre 2010.

### Training Materials

- [Rapport général de l'atelier de formation des femmes dans les concepts de sécurité alimentaire et de restitution des résultats de l'exercice de suivi – évaluation des plans de sécurité alimentaire des communes tests de la région de Ségou.](#) Ségou. 10-11 janvier 2011.
- [Rapport de l'atelier de formation des responsables des organisations feminines de la region de sikasso dans les concepts de securite alimentaire.](#) Sikasso, le 20 juillet 2011.
- [Rapport de synthese de l'atelier de formation des femmes dans les concepts de securite alimentaire des regions de Mopti, Tombouctou et Gao.](#) Juin 2011.
- [Rapport de l'atelier de formation des responsables des organisations feminines de la region de Kayes dans les concepts de securite alimentaire.](#) Kayes, le 13 Avril 2011.
- [Rapport de synthese. Atelier de formation en suivi – évaluation de Tombouctou et Gao.](#) Mopti, 31 juillet, 1, 2 août 2010.
- [Synthese des travaux de l'atelier de formation en suivi - evaluation des plans locaux de securite alimentaire destinee aux acteurs locaux Mopti.](#) du 28 au 30 juillet 2010.
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- [Rapport general de l'atelier d'initiation des acteurs de la decentralisation au suivi – evaluation des plans de securite alimentaire dans la region de Koulikoro.](#) Abdramane Traoré. 22 – 24 Avril 2010.
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- [Evaluation du plan de sécurité alimentaire](#) (PowerPoint presentation)

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- [Plan national d'investissement prioritaire dans le secteur agricole au Mali- 2011-2015.](#) Rapport PNIP-SA. Août 2010.
- [Mali CAADP Compact](#) – October, 2009
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- [Programme de formation en agroéconomie à l'IPR/IFRA de Katibougou : document de présentation générale](#) – August, 2009
- Study of the supply and demand of agricultural economists in Mali ([Etude diagnostique de l'offre et de la demande nationale en spécialistes en agro économie et des perspectives d'évolution de la situation au Mali](#)) – June, 2009
- Background documents for June 2009 workshop in Katibougou to review the proposed agricultural economics program:
  - [Termes de reference de l'atelier national](#) de validation de la proposition d'offre de formation en agro économie du cycle ingénieur de l'IPR/IFRA de Katibougou
  - [Programme de l'atelier](#) de validation de la proposition d'offre de formation dans la spécialité agro économie du cycle ingénieur de l'IPR/IFRA de Katibougou

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- [Importations nettes de céréales au Mali malgré les excédents annoncés](#). Bulletin d'analyse prospective du marché agricole et des échanges. Septembre 2012
- [Stabilité, voire baisse probable des prix des céréales pendant la période de soudure](#). Bulletin de conjoncture. Février 2012.
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- [Stabilité relative des prix liée à la forte demande pour le stockage en début de campagne](#). Bulletin d'analyse prospective du marché agricole. Mai 2010.
- [Niveau exceptionnellement élevé des prix des céréales sèches en début de récolte](#). Bulletin d'analyse prospective du marché agricole. Janvier 2010

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- [Farmers' Production and Marketing Response to Rice Price Increases and Fertilizer Subsidies in the Office Du Niger](#). David Mather and Valerie Kelly. International Development Working Paper 129. December 2012.
- [Cereal Market Dynamics: The Malian Experience from the 1990s to Present](#). Valerie Kelly, Abdoul Murekezi, Nathalie Me-nsope, Sonja Perakis, and David Mather. International Development Working Paper 128. December 2012.
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- [Preliminary Analysis of the Impact of USAID/Mali's FTF Investments on Income Growth and Poverty Reduction \(Report & User's Guide of Decision Support Tool\)](#) Ramziath Adjao, Steven Miller, John Staatz, Niama Nango Dembélé, and Duncan Boughton, March 2011.
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  - o [Rapport du voyage d'études sur la sécurité alimentaire aux USA \(09 au 24 avril 2010\).](#) Avril 2010
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## Workshop/Conference Reports [Top](#)

- Second workshop on urban food insecurity indicators (Selingué, Feb 13-15, 2013)
  - Workshop documents
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- Workshop on urban food insecurity indicators (Bamako, Nov 29-30, 2012)
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  - Working group documents
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- Mali-Senegal Border Conference on Facilitating Trade between the Two Countries, May 20-21, 2011. This conference was jointly implemented with support from USAID/Senegal (the SAGIG/PCE project) and USAID/Mali (PROMISAM and IICEM projects).
  - [Conference Communiqué](#)
  - [Conference Report](#)
  - Conference Impact: Implementation of the TRIE (Transport routier inter-états) agreement on having a single inspection on departure of trucks traveling between the two countries, at which point they would be delivered a pass that would exempt them from inspections on all other checkpoints between departure point and destination.
    - [Signature of document implementing the TRIE](#) (1 July 2011).
    - [News story on implementation of the TRIE](#) (L'indicateur Renouveau, 05 July 2011).
  - Conference Preparation:
    - [Report of the Conference Organization Committee](#) (April 2011).
    - [Trip report by John Staatz and Abdramane Traoré](#) (in appendix) on trips to Dakar with Malian delegation, January 2010, to begin preparations for the conference.
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- Workshop/Retreat on the development of a national cereals marketing strategy. Bamako. 1er avril 2009.
  - [Workshop Agenda](#)
  - Presentations:
    - [Quels sont les objectifs d'un système efficace de ommercialisation?](#) John Staatz
    - [Evolution de l'organisation de la commercialisation des céréales au Mali](#)  
Abdoulaye Kah, Niama Nango Dembélé, Abdramane Traoré,  
John Staatz et Boubacar Diallo
  - [Final Report: Proposition d'orientations stratégiques pour l'organisation de la commercialisation des céréales au Mali](#) – April, 2009

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- [Tendances de production et de commercialisation des céréales au Mali: Implications pour les politiques agricoles](#) (Household cereal production and marketing patterns in Mali: Implications for policy). Abdoul Murekezi, Valerie

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- [IPR Agricultural Economics Program Technical Assistance Trip report](#). Scott Loveridge and Abdoul Murekezi. 18 November 2010.
- [Rapid Reconnaissance of Coarse Grain Production and Marketing in the CMDT zone of southern Mali: field work report of the IER-CSA-PROMISAM team December 13 – 19, 2009](#). Duncan Boughton and Niama Nango Dembelé. January 26, 2010.
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- Lazarus, Brenda. 2013. [A Study of Household Income Determinants and Income Inequality in the Tominian and Koutiala Zones of Mali](#).

## Project Progress Reports [Top](#)

- Final Technical Report, covering the period December 2008 – September 2012
- Annual Report
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  - [March - May 2009](#)
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- L'Analyse de la politique alimentaire. C. Peter Timmer, Walter P. Falcon, Scott R. Pearson. 1986. la Banque Internationale.
  - [Introduction](#) (1.6 MB), [reduced](#) (1.1 MB)
  - [Chapter 1](#) (1 MB), [reduced](#) (.3 MB)
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  - [Chapter 4](#) (4 MB), [reduced](#) (.8 MB)
  - [Chapter 5](#) (3 MB), [reduced](#) (.5 MB)
  - [Chapter 6](#) (3 MB), [reduced](#) (.4 MB)
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  - [L'analyse économique des essais zootecniques](#). Eric Crawford. 1986.
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