

## **A STAKEHOLDER ASSESSMENT OF AGRICULTURAL POLICY PROCESSES IN MALI : RESULTS OF A BASELINE SURVEY**

By

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## INSTITUTIONS

**Assemblée permanente des chambres d'agriculture du Mali (APCAM).** APCAM serves as the coordinating arm for Mali's Regional Chambers of Agriculture. Created by the law n° 93-044/AN-RM du 04 août 1993, both APCAM and the RCAs are professional organizations supporting activities and public policies that benefit Malian farmers, herders, fishermen and foresters.

**Institut d'Economie Rurale (IER).** Created on November 29 1960, IER est the principal agricultural research institute in Mali with nearly de 800 staff, of which 250 are scientific researchers in various agricultural disciplines. IER operates 6 regional centers, 9 stations and 13 sub-stations. Scientific research at IER spans 17 specific research programs.

**Michigan State University (MSU).** Established in Michigan, MSU is the oldest of the US Land Grant Colleges, with a long history of agricultural and policy research in the USA, Africa, Asia and Latin America.

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## ACRONYMS

ADR	Agence de Développement Régional
AFD	Agence Française de Développement
APCAM	Assemblée Permanente des Chambres d'Agriculture du Mali
CAP	Cellule d'Analyse et de Prospective
CCIM	Chambre de Commerce et d'Industrie du Mali
CDCS	Country Development Cooperation Strategy
CILSS	Comité Permanent Inter – Etats de Lutte contre la Sécheresse au Sahel
CLSP/MEF	Cadre Stratégique de Lutte contre la Pauvreté/Ministère de l'Economie et des Finances
CNOP	Coordination Nationale des Organisations Paysannes
CNRA	Comité National de la Recherche Agricole.
CRA	Chambre Régionale d'Agriculture
CMDT	Compagnie Malienne pour le Développement des Textiles
CPS/SDR	Cellule de Planification et de Statistiques du Secteur Développement Rural
CSA	Commissariat à la Sécurité Alimentaire
DNA	Direction Nationale de l'Agriculture
DNI	Direction Nationale de l'Industrie
DNPIA	Direction Nationale de la Production et des Industries Animales
DRA	Direction Régionale de l'Agriculture
DRP	Direction Régionale de la Pêche
DRPSIAP	Direction Régionale de la Planification, de la Statistique, de l'Informatique, de l'Aménagement du territoire et de la Population
DRPIA	Direction Régionale de la Production et des Industries Animales
ECOFIL	Programme de Recherche en Economie des Filières
FAO	Food and Agriculture Organization
FSP-IL	Food Security Policy Innovation Lab
FTF	Feed the Future
GOM	Government of Mali
ICRISAT	International Crops Research Institute for the Semi-Arid Tropics
IER	Institut d'Économie Rurale
IFDC	International Fertilizer Development Center
INSTAT	Institut National de la Statistique
IPR/IFRA	Institut Polytechnique Rural/ Institut de Formation et de Recherche Appliquée
MSU	Michigan State University
OMA	Observatoire du Marché Agricole
OPAM	Office des Produits Agricoles du Mali
PREPOSAM	Projet de Recherche sur les Politiques de Sécurité Alimentaire au Mali
PROMISAM	Projet de Mobilisation des Initiatives en Matière de Sécurité Alimentaire
USAID	United States Agency for International Development

## 1. OBJECTIVES

Policy influences agricultural performance in fundamentally important ways. In Mali, a wide range of laws, regulations and programs affect land tenure, water infrastructure and access, plant and animal health, availability of new seed technologies, transport cost, electricity, labor markets, input prices and trade. Together these policy incentives shape the investment, production and marketing decisions of farmers and agribusinesses. Decisions by key private sector actors, in turn, drive agricultural growth trajectories. Sound policies, therefore, become a critical pre-requisite for broad-based, sustainable agricultural productivity gains and improved food security for Malian citizens.

This report assesses the quality of Mali's agricultural policy processes. It does so by summarizing the opinions of key groups of Malian agricultural sector stakeholders.

The assessment provides a baseline picture of the quality of agricultural and food security policy processes in Mali for the Projet de Recherche sur les Politiques de Sécurité Alimentaire au Mali (PRePoSAM). The PRePoSAM project aims to promote inclusive agricultural productivity growth and improved food security outcomes by conducting empirical research that will provide evidence necessary for Malian decision-makers who design Malian agricultural and food security policies.<sup>1</sup> In three years time, at the end of the PRePoSAM project, the team will commission a second stakeholder assessment to evaluate changes, if any, observed in the quality of Mali's agricultural policy processes.<sup>2</sup> Though instituted as part of the M&E system for the PRePoSAM project, these results serve a much wider goal of informing policy makers and interested stakeholders about areas in which the current policy system works well and areas in which key stakeholders deem improvements necessary.

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<sup>1</sup> For details, see <http://foodsecuritypolicy.msu.edu/countries/mali>.

<sup>2</sup> The globally funded Food Security Innovation Lab has conducted similar policy system baseline assessments in Malawi, Nigeria, Senegal and Tanzania. See Benson et al. (2015) for details from Malawi.

## 2. METHODS

### 2.1. Indicators of policy system performance

This work involves a qualitative assessment of agriculture and food security policy processes in Mali by key groups of agricultural sector stakeholders. It relies on subjective ratings of various indicators based on the observation and judgment of individuals representing major stakeholder groups. The various indicators provide an index (or scorecard) of performance as measured by stakeholder evaluation using a standard instrument to capture individual's perspective on the policy environment, their level of satisfaction and confidence in the coordination and inclusiveness of policy processes as well as the administrative capacity to implement policy changes.

The indicators measure the quality of the policy process as reflected by the level of satisfaction and confidence placed by major stakeholders relevant to a policy area. Table 1 outlines the broad rating categories addressed, while Annex 1 provides the full rating instrument (questionnaire) through which stakeholders have rated agricultural policy processes.

Any observed change in "scores" over time, calculated as an average across ratings given by the same sets of stakeholders for the same sets of critical elements, can then be used as a qualitative yardstick to measure how performance of the policy system is changing over time.

Section	Contents
A	Respondent profile
B	Quality of the policy formulation process
C	Quality of the institutional architecture
D	Factors influencing the formulation of new agricultural and food security policies

Source : Annex 1.

### 2.2. Stakeholder groups consulted

The PRePoSAM team began with a roster of key government, private sector, research, donor and nongovernmental civil society groups involved in agriculture and food security. In total, we began with a list of approximately 100 key stakeholders from these various constituencies.

The team then contacted the head of each agency or business to request their cooperation in rating the policy system. While some requested emailing of electronic versions of the questionnaire, most preferred to schedule in-person interviews for discussion and rating purposes. Most institutions required multiple visits. Given busy schedules and unexpected travel of key informants, many of the interviews had to be rescheduled multiple times.



In the end, out of 100 institutions contacted, we were able to conduct full interviews with 83 respondents. Of the 83 stakeholders interviewed, roughly half work in government, one-fourth in the private sector (farming or agribusiness), 15% in research or nongovernment organizations and 6% work for major agricultural sector donors (see Table 2).

Geographically, roughly half of all respondents work in national institutions, based primarily in Bamako and nearby areas. The other half of interviewees work in regional offices for government, various research institutions or the private sector.

The gender of respondents was overwhelmingly male. Only 2 of the 83 respondents were female, roughly 2%. This reflects the reality that males dominate leadership positions in agricultural institutions, both public and private.

The stakeholders interviewed were generally highly experienced. On average, they had spent 10 years with their current institution (Table 2).

During the interviews, to ensure open and honest answers from all respondents, our survey team guaranteed confidentiality to all respondents, as we do in all of our survey work. To protect their confidentiality, this report provides only aggregate summary scores for each stakeholder group<sup>3</sup>. Annex 2 provides a listing of the various institutions included in each stakeholder category.

Institutional category	Respondents		Gender (percent)		Years with organization
	number	percent	men	women	
Government					
national	16	19%	94%	6%	8
regional	30	36%	100%	0%	6
Private sector					
national	10	12%	90%	10%	14
regional	9	11%	100%	0%	12
Researchers					
national	10	12%	100%	0%	18
regional	2	2%	100%	0%	35
Donors	5	6%	100%	0%	11
NGOs	1	1%	100%	0%	4
Total	83	100%	98%	2%	10

Source : Baseline survey of agricultural policy processes in Mali.

<sup>3</sup>Because only 1 NGO fully completed the questionnaire, we cannot report their results separately without violating confidentiality. To protect the confidentiality of their responses, we have included their responses in the total of all rating criteria but not as a separate stakeholder category


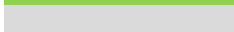
### 3. RESULTS

#### 3.1. Who participates in policy formulation?

Overall, nearly two-thirds (63%) of stakeholders interviewed have participated in formal agricultural and food security policy processes. The level of engagement, however, varies across stakeholder groups. At one extreme, regional researchers indicate no formal engagement in policy processes. Nonetheless, they participate on average in two policy workshops per year, suggesting at least some level of engagement (Table 3).

National government and donors engage most heavily in policy formulation. Over 80% of respondents from each group have actively engaged in the formulation of a specific agricultural or food security policy (Table 3). During the 2016 calendar year, the national government and donor respondents attended an average of 4 to 5 policy-specific meetings, workshops or seminars.

In contrast, the private sector appears to be less engaged in policy processes. Only 56% to 60% have actively engaged in the formulation of a specific agricultural or food security policy. Even those who engage participate in only 2 policy workshops per year, about half the level of engagement of the national government and donors.

Institutional category	Participation		Level of policy influence of your institution				
	number of policy workshops attended in 2016	in the policy formulation process a specific agricultural policy	0 none	1 limited	2 moderate	3 high	
Government							
national	3.7	81%	6%	25%	19%	50%	100%
regional	2.7	57%	3%	33%	40%	23%	100%
Private sector							
national	2.2	60%	20%	30%	40%	10%	100%
regional	2.0	56%	0%	44%	33%	22%	100%
Researchers							
national	1.8	70%	10%	10%	30%	50%	100%
regional	2.0	0%	0%	0%	50%	50%	100%
Donors	4.5	80%	25%	0%	50%	25%	100%
Total	2.7	63%	7%	27%	34%	32%	100%
Legend:	 = highest responses  = lowest responses						

Source : Baseline survey of agricultural policy processes in Mali.

### **3.2. Who influence policy outcomes?**

Mali's private sector appears to have the least influence in shaping policy decisions. Fifty percent of national farmer and agribusiness groups say they have little or no influence on policy decisions. Nearly half (44%) of regional private sector representative feel similarly uninfluential (Table 3).

In contrast, 75% of donors believe they exercise moderate or high levels of policy influence. Government actors likewise believe that their input helps to shape policy decisions. Among national government officers, 69% believe they exercise moderate or high levels of influence in shaping policy decisions. At regional level, 63% of government officials claimed to exercise moderate or high levels of policy influence (Table 3).

Perhaps surprisingly, Malian researchers consider themselves be the most influential of all stakeholder groups. Eighty percent of national researchers and 100% of regional researchers indicate that they have moderate or high levels of influence on policy decisions (Table 3). In most interviews, Malian researchers from institutions such as IER, CNRA, OMA, INSTAT and IPR/IFRA repeatedly cited examples of their engagement with policy processes and generally believe that decision-makers listen to their views and respect their technical expertise.

### **3.3. Quality of the policy process**



Overall, stakeholders interviewed rate the quality of Mali's agricultural and food security processes as somewhere between modest and good, depending on the rating category. Table 4 summarizes stakeholder responses to 21 specific performance criteria. The aggregate assessment of each criterion by all stakeholders appears in the last column of Table 4. The average of all 21 rating criteria in the last column comes out to 1.8 out of 3, resulting in an aggregate rating between modest and good, though closer to good than to modest.

By comparing scores across rating criteria, the stakeholder ratings help to identify the most effective and least effective portions of the policy system. Respondents rate the highest performance in decision-makers willingness to listen to farmer groups (B6) and donors (B10). For both groups, the aggregate respondent rated as good (2.0 out of 3) the ability of the policy system to effectively incorporate the views of farmer and donor groups in formulating agricultural and food security policies.

In contrast, the weakest performance occurs in the actual implementation of policies once enacted. Implementation capacity (variable B16) scored only 1.5 out of 3. During our interviews, many respondents expressed the view that the government produces fine policy documents, but then fails to implement the policies effectively. The absence of a transparent system for evaluating policy impact (variable B20) also received a bottom rating of 1.5 out of 3, meaning that Mali's ability to assess policy impact remains limited. Nearly as low, variable B11 rated at only 1.6 the capacity of the policy system to respond to urgent problems.

Institutionally, the stakeholder ratings identify clear differences in perceptions. National government civil servants consistently prove most optimistic that the policy process works well. Among 19 out of 21 items rated, the national government stakeholder provided the highest marks (Table 4, column 1). For example, item B3 asks respondents if government takes into account the views of agricultural stakeholders during policy debates. While national government officials rated this capacity between good and excellent (2.3 out of 3), the private sector rated the government's listening capacity as only modest (1 out of 3). Similar disparities emerged in assessing the capacity of Mali's policy system to respond to urgent problems (B11). While donors and national private sector groups rated response capacity as modest or lower (with ratings of 0.8 and 1, respectively), national government officials rated their response capacity more favorably, at 1.9 (Table 4) .

Stakeholders uniformly consider private agribusinesses as least effectively engaged in policy processes. Among all of the stakeholders listed (variables B6 through B10), the private agribusiness community appears to participate least effectively in policy processes. A comparison of these participation variables across stakeholder groups (columns 1-7) reveals that most stakeholder groups rated the national private sector business community as the stakeholder group least involved in agricultural policy processes.

Tablea 4. Quality of agricultural and food security policy processes in Mali									
Evaluation criteria	0 = none; 1 = modest; 2 = good ; 3 = excellent								
	Government		Private sector		Researchers		Donors	All	
	national	regional	national	regional	national	regional			
<b>A systematic dialogue on agricultural policy issues exists between</b>									
B1. government and other stakeholders	2.1	1.9	1.2	1.4	1.8	2.0	1.4	1.7	
B2. government and your insitution	2.3	1.7	1.5	1.9	2.1	2.0	2.0	1.9	
<b>In these policy dialogues, the government takes into account the opinions</b>									
B3. of all stakeholders	2.3	1.9	1.0	1.8	2.0	1.5	1.8	1.8	
B4. of your institution	2.4	1.7	1.3	1.7	1.8	2.0	1.8	1.8	
<b>B5. Stakeholders outside of government take into account the views of your institution</b>									
	2.3	1.9	1.5	2.0	2.0	2.0	1.8	1.9	
<b>Which stakeholder groups participate effectively in food security and agricultural policy dialogues?</b>									
B6. Farmers and their representatives	2.1	2.0	2.2	2.2	2.3	1.5	1.2	2.0	
B7. Private sector agribusinesses	1.6	1.7	1.2	1.6	1.7	1.5	1.4	1.6	
B8. Nongovernmental organizations and civil society	2.0	1.8	1.3	1.9	1.7	1.5	1.4	1.7	
B9. Researchers and academics	1.9	1.7	1.4	1.7	1.8	1.0	1.0	1.7	
B10. Donors	2.4	1.9	1.7	2.0	2.1	2.0	2.2	2.0	
<b>Quality of the policy formulation process</b>									
B11. Current systems for policy formulation, implementation and monitoring are capable of responding efficiently to urgent issues	1.9	1.7	1.0	1.7	1.8	1.5	0.8	1.6	
B12. Policy dialogue is based on a clear understanding of the feasibility, strengthes and weakness of options under review	2.1	1.8	1.6	1.7	1.5	1.0	1.2	1.7	
<b>Policy processes</b>									
B13. A clearly defined, formal process exists for preparing and validating agricultural policies; the process is well-understood by all stakeholders	2.2	1.8	1.4	1.8	1.5	1.5	1.6	1.8	
B14. The formulation of agricultural sector policies, strategies, laws and regulations systematically follow a formal decision-making process	2.3	1.8	1.6	1.9	1.7	1.0	1.8	1.8	
B15. Policy dialogues on agriculture and food security issues are based on sound empirical evidence (representative data and rigorous analysis)	2.0	1.8	1.6	1.9	2.0	1.5	1.2	1.8	
Legend:  = highest ratings									
 = lowest ratings									

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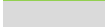
Evaluation criteria 0 = none; 1 = modest; 2 = good ; 3 = excellent		Stakeholder ratings							
		Government		Private sector		Researchers		Donors	All
		national	regional	national	regional	national	regional		
<b>Policy implementation</b>									
B16. Government has a robust capacity for implementing agricultural and food security policies		1.9	1.4	0.9	1.8	1.2	1.5	1.2	1.5
B17. Capacity exists within the stakeholder groups to effectively engage with government in agricultural and food security policy analysis and outreach		1.9	1.6	1.7	1.6	1.3	1.0	1.4	1.6
<b>Evaluation of agricultural and food security policies</b>									
B18. Government regularly assesses agricultural sector performance in an open, transparent and timely manner		1.9	1.6	1.5	1.6	1.5	1.5	1.6	1.6
B19. Assessment of the performance of the agricultural sector actively involves representatives from farmers, private agribusinesses, donors, civil society and NGOs.		2.1	1.9	1.7	1.7	1.6	1.5	1.6	1.8
B20. A publicly transparent data and information sharing system makes evidence-based assessments available to inform discussions and decisions in the policy process		1.8	1.6	1.0	1.3	1.7	1.0	1.6	1.5
B21. Capacity exists in-country to effectively conduct independent policy analysis on agriculture and food security policy issues.		2.1	2.2	1.3	2.2	1.8	1.5	1.6	2.0
Average of all rating criteria									1.8
Source : baseline survey of agricultural and food security policy processes in Mali.									

### **3.4. Quality of Mali's policy architecture**

Overall, agricultural sector stakeholders believe that the Malian government develops major policies in an inclusive manner. Nearly two-thirds (64%) indicate that inclusive working groups exist for major policy initiatives (Table 5).

However, differences in perception arise across the various stakeholder groups. Most starkly, only 40% to 44% of private sector groups (farmers plus agribusinesses) consider the process inclusive (Table 5, variable C1). Similarly, only 33% to 40% of private sector respondents indicated that their organizations participate effectively in policy processes (Table 5, variable C9). In contrast, 60% to 100% of government officers and researchers felt that they participate effectively in policy processes (Table 5, variables C1 and C9). The functioning of key policy working groups receives generally good ratings, particularly by government participants and national researchers (Table 5, variables C2 through C8).

Stakeholders who participate in technical working groups (57% of total respondents) generally rate working group performance as good (Table 5, variables C10 through C16). National government participants, donors and national researchers, in particular, consistently rate the effectiveness of these working groups somewhere between good and excellent.

Table 5. Quality of the <i>institutional architecture</i> for formulating agricultural and food security policies in Mali									
Evaluation criteria	0 = none; 1 = modest; 2 = good ; 3 = excellent								
	Government		Private sector		Researchers				
	national	regional	national	regional	national	regional			
<b>An inclusive agricultural sector working group exists for coordinating policy discussions</b>									
C1. Yes (percentage)	63%	70%	40%	44%	60%	100%	100%		64%
<b>How well does this working group function?</b>									
C2. It is operational	2.1	2.2	2.5	2.0	2.3	1.5	1.8		2.1
C3. It is efficient	1.9	2.0	0.8	1.8	2.2	1.0	1.6		1.8
C4. Discussions are based on solid understanding of the agricultural sector	2.3	2.2	1.3	2.5	2.5	1.0	2.0		2.1
C5. The group effectively explains its policy and program design proposals	2.2	2.0	1.5	2.5	2.3	1.5	1.8		2.1
C6. The working group clearly communicates decisions to the political leadership	2.1	2.1	2.3	2.5	2.5	1.5	2.4		2.2
C7. Government takes the working group proposals seriously	2.0	1.8	2.0	2.0	2.0	1.5	1.8		1.9
C8. Working group members take action quickly on policy and program designs	2.0	1.6	1.3	1.8	1.8	1.5	1.6		1.7
<b>Your participation in technical agricultural sector working groups</b>									
<b>C9. Have you participated in an agricultural sector working group during the 2016 calendar year?</b>									
	63%	63%	40%	33%	60%	100%	60%		57%
<b>If so, how effectively did these working groups function?</b>									
C10. They are functional	2.2	1.9	1.8	2.3	2.2	2.0	2.3		2.0
C11. They are efficient	2.1	1.7	1.5	2.3	2.0	1.0	2.0		1.8
C12. They meet frequently	1.8	1.9	1.8	2.3	1.7	1.5	2.3		1.9
C13. Discussions are based on credible empirical data and rigorous analysis	1.9	2.0	1.3	1.7	2.0	1.0	2.0		1.9
C14. The group makes clear decisions	1.9	1.8	1.5	2.3	2.0	0.5	2.0		1.8
C15. The group communicates its recommendations clearly to responsible authorities	2.2	1.9	1.5	1.7	2.2	0.5	2.3		1.9
C16. Government takes the group's decisions and recommendations seriously	2.1	1.7	1.5	2.3	2.0	0.5	2.3		1.8
Legend:  = highest ratings  = lowest ratings									

Source : baseline survey of agricultural and food security policy processes in Mali.





### **3.5. Overall satisfaction with agricultural policy processes**

Overall, the satisfaction of agricultural sector stakeholders with agricultural policy processes ranges between modest and good (Table 6).

Policy content (C17) and government transparency (C26) score highest, while resource mobilization for policy implementation (C19) ranks lowest. Most stakeholder groups – even the perennially optimistic national government staff – rate resource mobilization for policy implementation as only modest (Table 6, variable C19). In addition, stakeholders consider that existing systems for monitoring and evaluation (C21) function only moderately well.

Table 6. Satisfaction with the policy formulation process for agricultural and food security policies in Mali

Evaluation criteria	Stakeholder ratings								
	0 = none; 1 = modest; 2 = good ; 3 = excellent								
	Government		Private sector		Researchers		Donors	All	
	national	regional	national	regional	national	regional			
<b>Policy framework</b>									
C17. The content of agricultural policies and programs is consistent with the overarching policy framework for the sector	1.9	1.8	1.9	1.7	1.9	2.0	2.0	1.8	1.7
C18. The government has embraced transparency and debate in the policy process and decision making	1.6	1.7	1.7	1.6	1.7	2.0	1.8	1.7	1.7
<b>Implementation of agricultural and food security policies</b>									
C19. Sufficient resources are mobilized to implement agricultural and food security policies	1.0	1.2	0.9	1.3	1.1	1.0	1.2	1.1	1.1
<b>Monitoring and evaluation</b>									
C20. An effective system for monitoring policy implementation is in place and functional	1.3	1.5	1.4	1.6	1.3	0.5	1.6	1.4	1.4
C21. An effective system for monitoring results in the agricultural sector is in place and functional	1.1	1.5	1.3	1.4	1.4	0.5	1.2	1.3	1.3
C22. Relevant and reliable performance data are made available to decision makers and the public in a timely manner.	1.3	1.6	1.3	1.2	1.4	0.5	1.4	1.4	1.4
<b>Donors</b>									
C23. An effective donor coordination forum exists for the agriculture sector	1.4	1.7	1.6	1.7	1.7	1.5	2.2	1.7	1.7
C24. In general, donors supporting the agricultural sector make commitments that are clear, realistic and genuine	1.4	1.8	1.3	1.9	1.4	1.5	2.2	1.6	1.6
C25. Donors supporting the agriculture sector have embraced transparency and debate in policy processes and decision making	1.6	1.8	1.3	1.6	1.6	2.0	2.2	1.7	1.7
<b>Your overall assessment</b>									
C26. Government has embraced transparency and debate in policy processes and decision making.	1.9	1.9	1.7	1.4	1.8	2.0	2.0	1.8	1.8
C27. How satisfied are you with the overall quality of policy dialogue and coordination between government and stakeholders?	1.7	1.5	1.5	1.0	1.3	1.0	1.6	1.4	1.4
Legend:  = highest ratings  = lowest ratings									

Source : baseline survey of agricultural and food security policy processes in Mali.

### **3.6. Factors motivating policy decisions**

Policy reform requires initiative, energy and expenditure of political capital. For these reasons, policies typically change only rarely. When asked what factors have driven agricultural and food security policy reforms in Mali, stakeholders identify two major factors (Table 7). First are major shocks or triggering events (D3), such as a drought, a natural pest invasion or world food price spikes. Second, is the conviction of key decision-makers leading reform efforts (D8).

Least likely to trigger reform overall are pressure groups (D4) and local media coverage (D7). Nevertheless, in specific instances, pressure groups can clearly play a key role in motivating reforms, most notably in the cotton sector reforms of the early 2000s.

Table 7. Key factors motivating agricultural policy reform in Mali									
Factors contributing to policy reform	Importance of each factor 0 = none; 1 = modest; 2 = significant ; 3 = very important	Score moyen par catégorie d'interviewé							
		Government		Private sector		Researchers		Donors	All
		national	regional	national	regional	national	regional		
D3. A focusing event (a crisis, natural disaster, change of government) triggered reform		2.2	1.7	1.8	1.2	1.5	2.5	1.7	
D4. A stakeholder advocacy group initiated reform		0.8	1.0	1.0	0.6	1.2	2.0	2.7	
D5. Does the policy issue address a critical problem for key segments of the population?		1.7	1.6	1.9	1.8	1.3	2.0	2.0	
D6. A pressing problem motivated policy reform.		1.6	1.2	1.5	1.4	1.5	1.5	1.8	
D7. Broad media coverage of the issue?		1.1	0.8	1.1	1.3	0.8	2.0	2.0	
D8. Ideas and beliefs of key stakeholder advocates shaped the policy decision and design.		2.3	1.6	1.6	1.6	1.3	2.0	1.8	
D9. Ideas and beliefs of government leaders shaped the policy decision and design.		2.1	1.6	2.1	1.4	1.5	3.0	2.0	
D10. Ideas and beliefs of donors.		2.0	1.7	1.4	1.3	1.2	2.5	1.8	
D11. Research evidence shaped the design.		1.8	1.0	1.1	1.2	0.9	2.5	1.4	
D12. Role of financial cost-benefit calculations.		1.6	1.0	0.9	0.7	1.0	2.5	0.8	
D13. Did implementation capacity (human, institutional or administrative) shape design decisions?		1.5	1.1	1.0	1.0	0.8	2.5	1.3	
D14. Role of political considerations in shaping policy design.		2.1	1.4	1.7	1.6	1.2	2.0	1.8	
Legend:									

Source : baseline survey of agricultural and food security policy processes in Mali.

## **4. CONCLUSIONS**

### **4.1. Strengths**

Stakeholders generally view Mali's agricultural policy process as transparent, inclusive and open, involving both national and regional stakeholder groups. Nevertheless, participation levels differ across groups. National government agencies and agricultural sector donors tend to participate more fully and frequently than other stakeholder groups in agricultural policy debates.

The quality of policy documents produced is generally rated as good. This high quality most likely stems from government efforts to involve a broad spectrum of stakeholders, including farmer groups, agricultural scientists and other researchers, donors, agribusiness representatives, NGOs and civil society in food security and agricultural policy debates.

### **4.2. Areas for improvement**

Despite generally sensible policy documents, implementation of agricultural policies is generally seen as weak. Resource mobilization necessary for effective policy implementation remains insufficient according to all stakeholder groups. As a result institutional capacity to respond effectively to urgent problems remains limited. Despite the existence of national and regional public structures for data collection (Cellules de Planification et de Statistiques, INSTAT, etc.), availability of credible, representative data necessary for monitoring and evaluation remain limited.

Although private sector groups have sometimes lobbied successfully for specific policy changes, stakeholders generally believe that the current policy system marginalizes private sector involvement in ongoing policy processes. Apart from farmer groups representing well-structured filières (CMDT, ON, etc), private sector agribusiness and farming groups feels less engaged and less influential than other stakeholder groups. Given that agricultural policies ultimately become successful only when farmers and agribusinesses invest in ways that raise overall productivity of Mali's agricultural sector, improved agricultural sector performance will likely require increased involvement of farming and agribusiness groups in major policy discussions.

## REFERENCES

Benson, T., Nankhuni, F., Mabiso, A and Maredia, M. 2016. The quality of agriculture and food security policy processes at national level in Malawi: Results from the 2016 Malawi agriculture and food security policy processes baseline survey. *Feed the Future Discussion Paper No. xx*. Lilongwe, Malawi: New Alliance Policy Acceleration Support: Malawi Project.

Annexe 1. Enquête administrée

**Evaluation des processus de formulation des politiques agricoles et de sécurité  
alimentaire au Mali :**

**Une enquête auprès des parties prenantes,**

**Mai 2017**

## Contexte de l'étude

L'enquête proposée fait partie de Feed the Future Mali Projet de recherche sur les politiques de sécurité alimentaire au Mali (PRePoSAM) et a pour objet d'étudier l'architecture institutionnelle et la qualité des processus de formulation des politiques dans le secteur Agricole et la sécurité alimentaire au Mali. Ce projet est géré conjointement par l'Institut d'Economie Rural (IER) du Ministère de l'Agriculture, l'Institut Polytechnique Rural (IPR/IFRA) du Ministère de l'Enseignement Supérieur et de la Recherche Scientifique et l'Université de l'État du Michigan (MSU) avec un financement de la Mission Mali de l'Agence américaine pour le développement international (USAID).

Des enquêtes similaires sont menées par le projet Food Security Policy (FSP) dans d'autres pays en Afrique (Nigéria, Sénégal et Tanzanie) et en Asie (Birmanie) pour dégager les leçons de meilleures pratiques sur le renforcement des processus de formulation des politiques sur les questions agricoles et de la sécurité alimentaire.

Les répondants à la présente enquête seront contactés à nouveau deux ans après le premier passage pour une mise à jour de l'évaluation sur les sujets abordés afin de mieux comprendre les changements dans l'architecture institutionnelle et la qualité des processus de formulation des politiques Agricoles et la sécurité alimentaire au Mali.

Il convient de préciser que vous êtes libre de choisir volontairement de participer à cette enquête, de refuser de répondre à certaines questions, ou cesser de participer à tout moment. Si vous choisissez de participer, votre aide dans la réponse à ces questions sera grandement appréciée. Vos réponses resteront strictement confidentielles. Vos réponses seront résumées avec celles d'autres parties prenantes au Sénégal et éventuellement d'autres pays. Seules les moyennes générales de l'analyse seront présentées. Pour toute question sur l'étude, veuillez contacter Monsieur Abdramane Traoré du PRePoSAM (tel. 22 20 34 19 ; cel : 76 46 67 07).

Au cours de cette enquête, les données seront collectées sur les aspects suivants :

- **A. Identification de l'interviewé ;**
- **B. Qualité du processus de formulation des politiques Agricoles et de sécurité alimentaire ;**
- **C. Qualité de l'architecture institutionnelle de formulation des politiques agricoles et de sécurité alimentaire**
- **D. Facteurs qui influent sur la formulation de nouvelles politiques agricoles et de sécurité alimentaire**



**A. Identification de l'interviewé :**

A1. Nom: \_\_\_\_\_

A2. Genre :            homme \_\_\_\_\_            femme \_\_\_\_\_

A3. Structure/Organisation \_\_\_\_\_

A4. Poste : \_\_\_\_\_

A5. Durée avec la structure ou l'organisation \_\_\_\_\_ ans

A6. Durant l'année 2016 (janvier à décembre) quel est le nombre d'ateliers, de présentations ou de réunions relatifs à la politique Agricole (y compris la sécurité alimentaire) auxquels vous avez participé ? \_\_\_\_\_

A7. Avez-vous participé au processus de formulation d'une politique Agricole ou de sécurité alimentaire ?

a. Oui : \_\_\_\_\_ Non : \_\_\_\_\_

b. Lesquelles ? \_\_\_\_\_

c. En quelle qualité ? \_\_\_\_\_

A8. Quel jugement faites-vous de l'influence de votre organisation sur le processus de changement des politiques agricoles

- 0     aucune influence
- 1     influence limitée
- 2     influences modérées
- 3     influences élevées

## B. Qualité du processus de formulation des politiques agricoles et de sécurité alimentaire

Critères d'évaluation 0 = nulle; 1 = modeste; 2 = bon ; 3 = excellent	Votre appréciation			
	0	1	2	3
<b>Il existe un dialogue systématique sur les questions de politiques agricoles entre</b>				
B1. les représentants des administrations publiques et d'autres parties prenantes				
B2. les représentants du secteur des administrations publiques et votre institution				
<b>Dans ces dialogues, le gouvernement prend en compte les avis</b>				
B3. des parties prenantes				
B4. de votre institution				
B5. Les avis de votre institution sont pris en compte par les acteurs autres que le gouvernement				
<b>Qui participent de manière efficace au dialogue sur les politiques agricoles et de sécurité alimentaire?</b>				
B6. Les agriculteurs ou leurs représentants				
B7. Le secteur privé				
B8. Les Organisations de la société civile (OSC) et les ONG				
B9. Les instituts universitaires et de recherche				
B10. Les partenaires financiers du secteur agricole				
<b>Qualité du processus de formulation</b>				
B11. Les systèmes actuels d'élaboration, de mise en œuvre et de suivi sont capables de répondre aux questions urgentes de manière efficace				
B12. Le dialogue sur les politiques est fondé sur une compréhension claire de la faisabilité, des forces et des faiblesses des options politiques envisagées				
<b>Élaboration des politiques agricole et de sécurité alimentaire</b>				
B13. Il existe une procédure formelle pour l'élaboration et la validation des politiques clairement définie et bien comprise par les parties prenantes				
B14. L'élaboration des politiques, des stratégies, des lois et des règlements sur les questions agricoles et de sécurité alimentaire et nutritionnelle obéissent systématiquement à un processus formel de prise de décision				
B15. Les processus d'élaboration de politiques agricoles et de sécurité alimentaire et nutritionnelle sont fondés sur des preuves (données et analyses rigoureuses)				
<b>Exécution des politiques agricoles et de sécurité alimentaire</b>				
B16. Le gouvernement a une capacité robuste de mise en œuvre des politiques				

agricoles				
B17. Les parties prenantes ont la capacité de s'engager efficacement avec le gouvernement dans l'analyse et la diffusion des politiques agricoles et de sécurité alimentaire				
<b>Évaluation des politiques agricoles et de sécurité alimentaire</b>				
B18. Le gouvernement évalue de façon ouverte, transparente et en temps opportun la performance du secteur agricole				
B19. L'évaluation de la performance du secteur agricole implique activement les représentants des producteurs, les collectivités locales, le secteur privé dans l'agriculture, les OSC, les partenaires financiers et les ONG				
B20. Il existe un système public et transparent de partage de données et d'informations qui rend possibles les évaluations fondées sur des preuves, pour l'élaboration, la mise en œuvre, le suivi et l'évaluation des politiques agricoles et de sécurité alimentaire				
B21. Le pays a la capacité de mener efficacement des analyses indépendantes dans les domaines de l'agriculture et de la sécurité alimentaire				

**C. Qualité de l'architecture institutionnelle de formulation des politiques agricoles et de sécurité alimentaire**

Critères d'évaluation 0 = nulle;1 = modeste; 2 = bon ; 3 = excellent	Votre appréciation			
	0	1	2	3
<b>Existence d'un groupe de travail inclusif qui coordonne et harmonise les politiques agricoles et de sécurité alimentaire?</b>				
C1. Oui ou non (0=non 3=oui)				
Si oui, veuillez préciser ce groupe : _____				
<b>Comment fonctionne ce groupe de travail?</b>				
C2. Il est opérationnel				
C3. Il est efficace				
C4. Les discussions sont basées sur une connaissance réelle du secteur agricole				
C5. Il sait défendre ses positions sur la conception des politiques et des programmes				
C6. Les positions sont formellement transmises à l'autorité publique				
C7. Les propositions sont prises en compte par l'autorité publique				
C8. Les propositions sont immédiatement suivies d'actions de la part de ses membres				
<b>Votre participation dans les groupes de travail technique du secteur agricole</b>				
C9. Avez-vous participé dans un groupe de travail technique du secteur agricole au courant des derniers 12 mois?(0=non 3=oui)				
Si oui, lequel ?				
<b>Fonctionnement de ces groupes de travail technique (si applicable):</b>				
C10. Ils sont opérationnels				
C11. Ils sont efficaces				
C12. Ils se réunissent fréquemment				
C13. Les discussions sont fondées sur des informations fiables et des analyses rigoureuses				
C14. Ils prennent des décisions claires/pertinentes				
C15. Ils communiquent clairement au groupe coordonnateur ses recommandations				
C16. Les décisions/recommandations sont prises en compte par le groupe coordinateur				
<b>Cadre globale de politiques</b>				

C17. Le contenu des politiques et stratégies sont en conformité avec le cadre de politique générale du secteur				
C18. Le gouvernement a adopté la transparence et le débat dans les prises de décisions.				
<b>Exécution des politiques agricoles</b>				
C19. Les ressources nécessaires sont mobilisées pour la mise en œuvre des décisions politiques				
<b>Suivi évaluation</b>				
C20. Un système efficace d'évaluation des résultats dans le secteur est en place				
C21. Le système d'évaluation des résultats dans le secteur mis en place est fonctionnel				
C22. Des données pertinentes et de qualité sur la performance du secteur agricole sont mises à la disposition des décideurs et du public en temps opportun.				
<b>Partenaires techniques et financiers</b>				
C23. Il existe un forum efficace de coordination des partenaires techniques et financiers.				
C24. En général, les PTF prennent des engagements clairs, réalistes et fondés.				
C25. Les PTF ont adopté la transparence dans les processus de prise de décisions.				
<b>Votre avis global</b>				
C26. Le gouvernement a adopté la transparence et le débat dans le processus de formulation des politiques et de prises de décisions.				
C27. Etes-vous satisfait de la qualité globale du dialogue et de la coordination entre le gouvernement et les parties prenantes ?				

**D. Facteurs qui influencent la formulation de nouvelles politiques agricoles et de sécurité alimentaire**

D1. Identifiez une réforme de politique que vous connaissez le mieux :

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D2. Citez les trois principaux facteurs qui ont motivé cette réforme:

- a)-
- b)-
- c)-

**Evaluez l'importance des facteurs suivants comme motivations de cette réforme**

Facteurs contribuant aux reformes	Spécifier si possible lesquels	Importance du facteur			
		peu		très	
		0	1	2	3
D3. Un événement qui déclenche la réforme					
D4. Un groupe de pression					
D5. Problème pertinent pour des groupes socio - professionnels particuliers de la population ?					
D6. Un problème urgent					
D7. Couverture du problème par les médias locaux ?					
D8. Idées et convictions des dirigeants qui ont initié la réforme					
D9. Idées et convictions des autorités politiques ?					
D10. Idées et convictions des PTF ?					
D11. Résultats de recherche ?					
D12. Rapport d'étude des coûts-avantages ?					
D13. Capacité d'exécution (ressources humaines et institutionnelles) ?					
D14. Considérations politiques ?					

Annex 2. Institutional representation of interviewees

Stakeholder category	National	Regional
Government	<ul style="list-style-type: none"> <li>• AATP</li> <li>• CSP/MDRE</li> <li>• DF</li> <li>• DG Commerce</li> <li>• DNSV</li> <li>• DNPIA</li> <li>• DNP</li> <li>• DNA, Ministry of agriculture</li> <li>• Primature, rural development and policy analysis</li> <li>• National Assembly, Commission Développement Rural</li> <li>• Ministry of Industry, DNI</li> <li>• Ministry of Elevage and Peche</li> </ul>	<ul style="list-style-type: none"> <li>• Ministry of Agriculture, DRA (Ségou, Sikasso, Bamako, Kayes, Koulikoro)</li> <li>• Governor's Office (Bamako, Kayes, Ségou, Sikasso)</li> <li>• Direction Régionale de la Pêche (Kayes, Koulikoro, Ségou, Sikasso)</li> <li>• Direction Régionale des Eaux et Forêts (Kayes, Koulikoro)</li> <li>• Conseil régional (Kayes, Ségou, Sikasso)</li> <li>• Plan statistique (Kayes)</li> <li>• DRPSIAP( Koulikoro, Segou, Sikasso)</li> <li>• Office du Niger</li> <li>• Office Riz</li> <li>• DRPIA (Kayes, Koulikoro, Ségou)</li> </ul>
Private sector	<ul style="list-style-type: none"> <li>• Association des organisations professionnelles</li> <li>• APCAM</li> <li>• BND</li> <li>• CCIM</li> <li>• CMDT</li> <li>• CNOP</li> <li>• CNPM</li> <li>• Conseil national du patronat</li> <li>• MMDT</li> <li>• Fédération national des groupements interprofessionnels</li> <li>• Mali Mark</li> <li>• Réseau des opérateurs d'intrants agricoles du Mali</li> </ul>	<ul style="list-style-type: none"> <li>• Chambre régional de l'agriculture (Bamako, Kayes, Koulikoro, Ségou, Sikasso)</li> <li>• Chambre régional de commerce (Kayes, Ségou, Sikasso, Ségou)</li> <li>• Interprofession riz (Segou)</li> </ul>
Researchers	<ul style="list-style-type: none"> <li>• CNRA</li> <li>• CPS/SDR</li> <li>• IER</li> <li>• INSTAT</li> <li>• IPR/IFRA</li> <li>• OMA</li> </ul>	<ul style="list-style-type: none"> <li>• IER (Kayes, Sikasso)</li> </ul>
Donors	<ul style="list-style-type: none"> <li>• Canada</li> <li>• Denmark</li> <li>• France</li> <li>•FAO</li> </ul>	

	• IFAD	
Civil society/ NGOs	• Oxfam	