



NORWEGIAN CHURCH AID
actalliance

Country plan 2011-2015

Mali

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NCA COUNTRY PROGRAMME PLAN – Mali

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1. CONTEXT ANALYSIS

Mali is a large, landlocked state forming one of the least densely populated countries in Africa, consisting mainly of desert, semi-desert and Sahel-savannah with a climate characterised by significant variations in rainfall from year to year and from place to place. Notable droughts occur once every five to ten years with the famines of the seventies and eighties causing thousands of casualties and severely impacting Malian society. Despite economic growth during the last decades, Mali is still one of the least developed countries in Africa. In the UNDP Human Development Index (HDI) 2009, Mali is ranked 178 of 182 countries where the majority of the population struggles to secure basic social, economic and cultural rights for themselves and their families. The Rate of Adult Literacy remains at 26.2 resulting in profound impacts on long term development.

Poverty, unequal access to resources as well as conflicts in neighbouring countries strongly affect national stability. In 2006 Northern Mali was confronted with increased social tensions and years of rebellion activity that finally ended with the signing of the Alger Peace Agreement, but it did not lead to sustainable peace in Kidal. Clashes between the army and the different rebel groups continued in 2007 and 2008. By 2009 the more radical rebel leader Ibrahim ag Bahanga finally laid down his gun and was willing to engage in peace talks providing much hope to the region. Since 2009, the security has continued to be volatile, but development was re-initiated.

However, since the middle of 2010 the rise of Al Qaeda groups, predominantly AQIM: Al Qaeda in the Islamic Maghreb, in Sahel-Saharan Africa has caused increasing destabilisation and severe restrictions on project implementation and monitoring. It is evident that the north, particularly the region of Kidal, is a zone of accumulation and concentration of arms. Hostages were taken in 2009 and 2010 providing a potential 'income opportunity' for the unscrupulous and unemployed thereby threatening the fragile stability in Northern Mali. Some observers believe that Al Qaeda links radical fighters with drug smuggling, using the politically volatile and sparsely populated Sahara as a safe haven. The United States and European nations have sought to improve the capacity of Saharan States to combat the threats, but disputes amongst regional governments have hampered efforts to mount a coordinated response.

90% of the Malian population is Muslim and the remaining 10% is either Christian or animist. Until recently, Mali's status as a secular Muslim state has never been a matter

Mali country profile and development indicators

Total area*	1,24 km²
Population	14.5 million
Population Density	11.7 /km²
Annual population growth rate (2005-2010)	2.7%+
Life expectancy at birth	48.1⁺⁺
Under-five mortality rate (per 1000 live births)	219⁺⁺
HIV Prevalence	1,7%⁺⁺
GDP per capita (PPP US\$)	1083⁺⁺
Population living below US\$ a day	51.4%⁺⁺
Over Seas Development Aid per Capita (US\$)	82⁺⁺
Rural population 1990	76.7%
Percentage of GDP from the agricultural / livestock sector	45%
Percentage of people employed in primary sector**	83,4%
Major export commodities*	gold, cotton
	livestock

Sources:

UNDP Human Development Report 2009⁺
 UNDP Human Development Report 2007⁺⁺
 * CIA Fact book
 ** PRSP 2006

for question. However, since 2001, the influence of Al Qaeda within the region has brought increasing instability both politically, as conservative Islamic leaders gain a stronger voice, and economically, as links to radical countries and organisations increasingly use Mali as a conduit for smuggling and economic gain.

Increasing desertification remains a serious threat to stability within Mali. Firewood and charcoal are the most common sources of energy, contributing to about 90 % of all energy use, and over 95% of domestic energy needs. According to the Ministry of the Environment, Mali's population consumes 6 million tons of wood per year for timber and fuel. To meet this demand, 4,000 square kilometers of tree cover are lost annually, virtually ensuring complete destruction of the country's entire savanna woodland. Soil erosion, deforestation, and loss of pastureland pose additional problems, particularly in northern regions where NCA works. "Where water flows freely, people live in affluence", states a Tuareg proverb. Not only is water a vital resource for people and their livestock, but competition for water causes inter-community disputes and serious ethnic tensions.

Global climate change is expected to increase Mali's average temperature by 1 or 2 degrees Celsius in the near future¹. This fact helps explain why Northern Mali has endured the worst conflicts in the last twenty five years. Many of the conflicts are caused by stresses in the environment. Successive droughts in 1973, 1984 and 2004 forced pastoralists to seek non traditional sources of water and fodder in farming locations. In 2010 serious drought struck again with limited international support. An NCA study indicated that conflicts over access, control and exploitation of scarce natural resources caused 227 cases of conflict between 1982 and 1995². Poverty, drought, increased animal stocks and lack of knowledge combined with limited inputs to restore or stabilise resources, has seriously exacerbated the situation over the last few years.

1.1 Analysis of Main Rights Deficits

Participation

Although a favourable legal framework for civic participation exists in Mali, local citizens people are still a long way from being involved in decision making and in influencing policy. Strong socially hierarchical relations hamper participation of specific groups both ethnically and geographically. This is especially true for Northern Mali, where a tendency towards the monopolisation of the democratic space by traditional (male) leaders and elites is visible. Participation of disadvantaged groups, e.g. former slaves, people from lower social and economic classes and castes to cultural, social, economic and political life is extremely limited by ancient traditions.

Women's participation in democratic structures and civil society is limited as a result of their weak social position and low social status. In the national parliament, 15 (11.36%) seats are occupied by women (2009). In 2009, women won 934 (8.66%) of the seats in the commune councils³, after having nominated 11,868 candidates. In the whole of Mali, there are only 7 female mayors (1%). For the three Northern Regions, these figures are significantly lower: 2.3% of the seats in local councils are occupied by women, with only 1 female mayor in Timbuktu out of a total of 87 positions. In Civil Society Organisations (CSOs), women are also under-represented⁴. Illiteracy and low enrolment in education (primary, secondary and higher) are major obstacles to civic participation.

¹ *Présentation: Impacts des changements climatiques, perspectives de la Météo Daouda Zan Diarra : ASDI Meeting 19th May 2010*

² *Gao region: 1995: NCA Study with Administrative and Customary Authorities*

³ *MPFEF-CNDIFE Base Femme et Enfant, juillet 2009.*

⁴ *NCA, 2005, Study on Civil Society in Northern Mali*

Equity

Inequity in Mali has many interrelated dimensions: economic (employment, income, a decent standard of living), access to resources (natural, land, capital), access to basic services (health, education), political (participation) and human rights (e.g. forced marriage, FGM), etc. Equity deficits are persistent along different parameters such as gender, geographic, urban-rural, ethnic/clan that also exist within these groups. Unequal access to natural resources causes serious tensions and conflict.

Income distribution in Mali is relatively unequal⁵. The share of income earned by the poorest 10% of the population is estimated at 1.8%. The share of the richest 10% is estimated at 40.4%⁶. The lower income groups in particular are among the most vulnerable with their economic and social rights continuously at risk. Statistics show that poverty is increasingly becoming a rural phenomenon with important regional disparities between the relatively poorer Northern and Western regions and the relatively better off Central and Southern parts of the country.

The lack of economic opportunities for rural youth contributes to the migration of rural population to towns in Southern Mali and abroad. With almost 50% of the population under the age of 15 years and few if any government measures to integrate young people into the job market, a serious increasing threat exists to socio-economic development, social stability and law and order in rural and increasingly in urban areas.

Extreme poverty, which is still the daily reality for a majority of the Malian population, implies vulnerability and insecurity. Food security and access to safe water are for many people a daily struggle due to (among other things) low incomes and climatic fluctuations. Recurrent droughts and irregular and unpredictable rainfall has a significant impact on the stability of people's livelihoods. 28% of the population is undernourished and 33% of children less than five years are underweight⁷. Access to sustainable improved water sources is available to only 50% of the population and improved sanitation for 46% of the population⁸.

Ancient traditions affecting the health and integrity of women are still practiced in Mali. Female Genital Mutilation (FGM) is practiced all over the country to various degrees. In the South it is practiced at around 90% while it is less common in the North, but still relatively frequent (up to 30%)⁹. FGM represents a severe health risk and loss of basic human rights. Although Mali has ratified several international conventions that condemn FGM¹⁰, it has not yet adopted a law against FGM due to continued resistance within the religious leadership.

Early marriage is also common practice in Mali where girls as young as 8 years old are forced into marriage. This practice can partly be explained by parents' fear of unwanted pregnancies, the prestige of marriage and the social respect this entails, as well as economic motives. Early marriage, which represents an infringement on the rights of young girls, also represents a serious health risk for young girls who often become pregnant resulting in an immediate loss of schooling and frequent problems during delivery.

⁵ Gini Index 50.5

⁶ UNDP, 2006

⁷ UNDP, 2006, *Human development Report 2006*

⁸ UNDP 2004

⁹ NCA, 2006, *L'Excision au Mali; Expériences de l'Aide de l'Eglise Norvégienne*

¹⁰ CEDAW, CRC

1.2 Role of local civil society and FBOs (in the context of state and market)

Role of Civil Society

The notion of civil society in Mali has developed considerably since the military regime ended in 1991, with liberalisation of the media and a proliferation of associations and political parties. Civil society is also closely involved in the decentralisation process which aims to involve the grassroots in the development of their own communities.

In Mali very few FBOs are involved directly in development work. However, increasingly, CSOs and INGOs are recognising the important moral and ethical influence religious leaders have within their communities. Consequently, whilst it may not be possible to work systematically with the limited number of Christian groups, it is most clearly imperative to work with religious leaders and marabouts within local communities in order to legitimise and integrate sustainable programmes.

Over the last fifty years Mali has experienced a relatively open space for civil society, largely unhindered by Government policies and practices. However, within the last few years there are worrying signs of increasing limitations as a result of extremist religious elements, threatening, often violently, Government and organizations/individuals not to engage in favour of women's rights.

Role of NCA partners in Civil Society

Through its local partners and operational projects, NCA is committed to strengthening CSO capacities as they evolve towards independent membership organisations and active players in society. NCA mainly works with local, value-based NGOs. All programme activities have to be validated and supported by community leaders in order to gain lasting effects, especially in the North where elites remain strong in a very traditional hierarchical system of decision making. Consequently, the need to work with local religious leaders as well as elected officials, nominated community leaders and the local government is imperative for sustainable development. The work with religious leaders may be less formal than traditional 'faith based organisations' but within Mali, the importance of local leaders, especially religious ones remains imperative and a part of normal programming.

1.3 NCA's comparative advantages in country

NCA has been working continuously in Northern Mali since 1984 starting with emergency relief and moving towards longer-term assistance and support for conflict resolution during the period of insecurity, rebellion and armed conflict from 1991-1995. After the peace agreement in 1995, NCA became closely involved in conflict resolution and reconciliation. In line with the Malian Government's democratisation and decentralisation process, NCA changed its mode of cooperation from operational NCA projects towards support to the communes and cooperation with local NGOs. This change was implemented after Mali's first local elections in 1999.

The long-term commitment of NCA in Northern Mali represents a clear comparative advantage in a remote area where few other organisations have been working in an equally systematic way. Moreover, as a faith-based organisation, NCA is welcomed with goodwill and respect in the predominantly Muslim Mali.

NCA has worked systematically to integrate rights-based principles in all its programming and implementation, not only encouraging duty bearers to take full responsibility and be accountable to communities, but also ensuring that they abide by high accountability standards and learn from their own experiences. Yearly audits make sure NCA's own and partner management systems are efficient and transparent. Through knowledge management and capitalization of experiences, NCA seeks to

diversify learning strategies in order to enhance and ground its advocacy work on verifiable evidence.

The Mali programme is spread across the three northern regions of Gao, Kidal and Timbuktu, being operational in Kidal and working through partners in the remaining two northern regions with resource partners in the south. This flexibility enables NCA to gather important information quickly in different ways over vast and isolated regions and also respond in appropriate methods according to the required context. NCA will have developed a new Emergency and Disaster Risk Reduction Strategy (DRR) with its ACT Alliance partners by 2012 enabling increased emergency preparedness and resilience to increasing climatic stress and variability.

NCA participates in several networks¹¹ which are important for sharing of information and contributing to synergy. There is also significant potential for sharing with NCA's partner LWF in Mauritania. With skilled, respected and experienced staff, NCA has access to the very highest actors in the government whilst being rooted within local communities.

1.4 Relevance in relation to development priorities

1.4.1 Relevance to national policies, plans and priorities

After evaluating the implementation of the first generation of Poverty Reduction Strategies (2002 -2006), the Malian Government has adopted, for the period 2007 - 2011, its new Strategic Framework for Growth and Reduction of Poverty (SFGPR) which aims to achieve an average annual growth rate of 7%, and reduce the poverty rate from 56% in 2007 to 51% in 2011 thereby accelerating progress towards achieving the Millennium Development Goals (MDGs). This document remains the main reference document for bilateral support and for most development organisation from 2007-2011.

The SFGPR has 13 priorities, among which 5 are addressed in many of the projects NCA and its partners are supporting in North Mali:

- Food Security
- Natural resources management
- Good governance and promotion of civil rights
- Civil society capacity building
- Access to basic services

Mali has identified 8 objectives, 19 targets and 61 indicators from the MDG that it aims to achieve by 2015. NCA's priorities address MDG, particularly in terms of rights and food security. NCA's solar energy projects in Kidal, Timbuktu and Gao contribute to reach at least 6 of the 19 targets and 5 objectives out of 8. In addition NCA will continue to support activities on early marriage and FGM, which will include work with the Governmental structure PNLE (Programme National de Lutte contre l'Excision) to encourage the adoption of the national laws.

The three northern regions are very fragile and prone to conflicts and rebellion in addition to recurrent drought threatening lives through loss of animals and directly through famine and lack of water. With three major peace building projects in Gao, Timbuktu and Kidal and a small arms control project in Kidal (due to end in 2011) implemented to follow the 2008 peace accords drawn up following rebellion activity, NCA is widely viewed as the most important partner for the government in peace keeping.

¹¹ Network of national and international NGOs (CCA-ONG), Network of regional NGOs (CR-ONG), National FGM-network, Drylands Co-ordination Group (DCG), Democratic Local Governance Group which is benefiting from funding by Swedish SIDA, Exchange Network on Democratic Governance (REDL), Working Group on National Resource Management (Gao region), FONGIM (Le Forum de la Societe Civile Malienne).

NCA aims to increase its support to partners on issues of advocacy, encouraging partners to take on the role of 'watch-dog' to reduce corruption and ensure government initiatives trickle down to communities, families and individuals. Whilst government policies are often in place at a national level, it is the understanding and execution at a local level which prevents political decisions being turned into concrete activities, hence the need for increased support from NCA to partners to empower and mobilize local communities. Complex issues such as FGM are not addressed effectively at national level and will require tactful support and encouragement with CSOs in order for politicians to adopt challenging policies such as the CEDAW conventions which need to be enforced at a grass roots level.

1.4.2 Relevance to Norwegian development objectives

Mali has been classified as a partner country with the Norwegian Government since the 1970s. In 2008 the existing collaboration between the Norwegian and Malian Government was extended under a new strategy that emphasized peace building and reconciliation, management of natural resources and food security initiatives. Increased security at a national and regional level has been supported to improve the Government of Mali's ability to implement law and order inside its own borders with a special emphasis on Northern Mali to build long lasting peace in this difficult region. NCA Mali's increased focus on climate change adaptation and renewable energy is in line with current Norwegian development objectives for Africa. Integration of women in public life and gender equality is also highlighted in the new strategy.

NCA's main area of intervention is the Northern region of Mali and includes the thematic priorities emphasized by the Norwegian Government.

2. MAIN INTERVENTION STRATEGIES

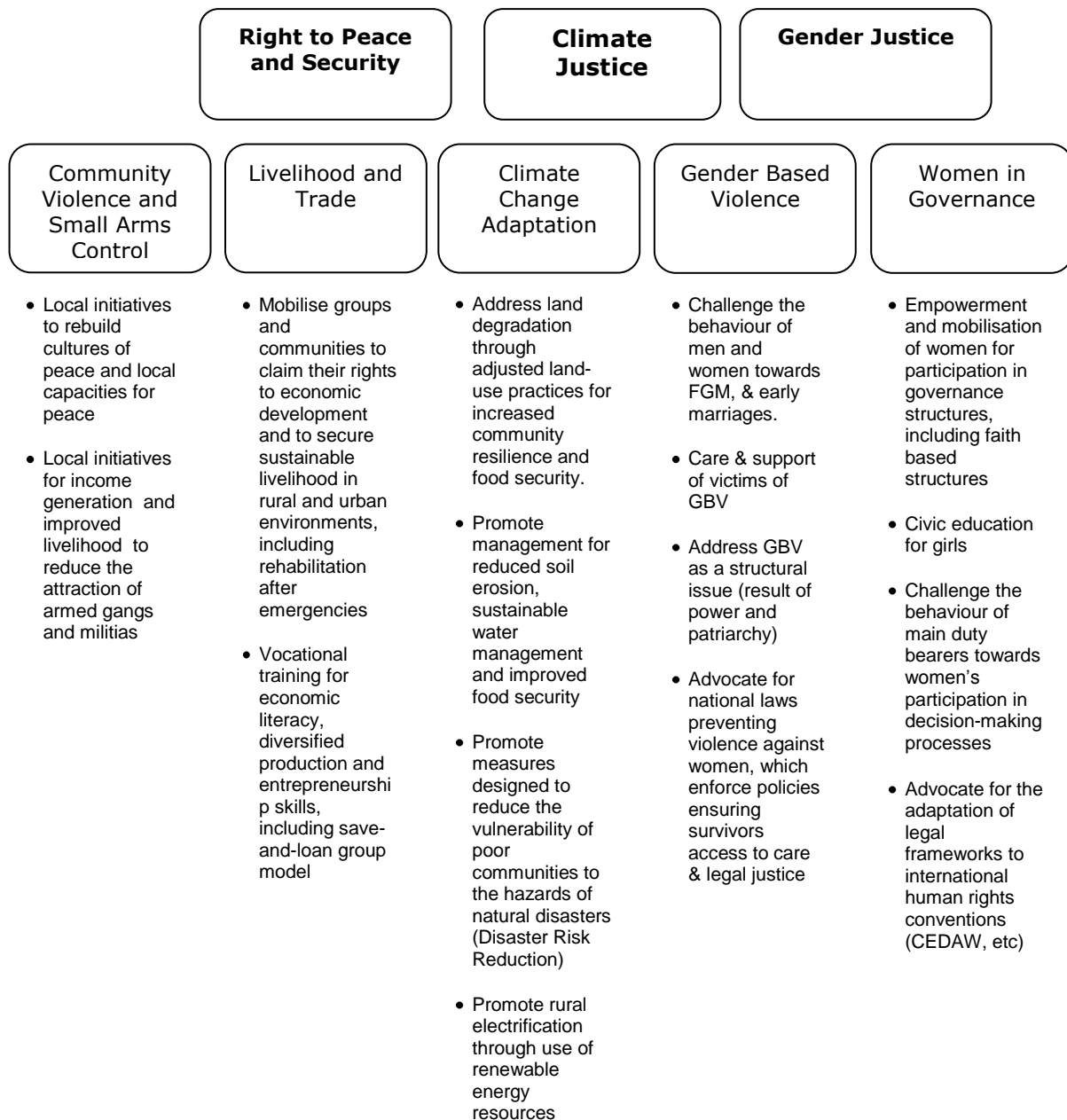
2.1 Strategic Priorities and Programmes

NCA will concentrate its activities both geographically and programmatically over the next five years to ensure maximum impact in the north of Mali where few NGOs operate and where major rights deficits and social needs have been targeted by NCA's partners. In order to ensure quality and accurate reporting within NCA's new Global Strategy (GLS) 2011-2015, NCA Mali will develop five major programmes that are not only a response to the local needs and priorities, but also part of NCA's global programme portfolio and as such will benefit from sharing and learning experiences with other country programmes. The programmatic concentration enables narrower definitions and more precise impact data collection than the previous thematic priorities. Support to formal education will be phased out by the end of 2012.

Programme activities are closely interlinked, but focus will be concentrated on areas which enable people to move towards a peaceful and productive life. Without peace, no normal livelihood activities can be undertaken, hence considerable emphasis will be placed on reducing the causes of conflict which are often resource based. The projects under Climate Adaptation are aimed at reducing the vulnerability of communities to climate change, increasing their resilience through improved technology and better planning, whilst activities under Livelihood and Trade focus on ensuring families can survive in the harsh environment of the north. In line with the GLS, activities will be targeted to build upon one another forming the base of a pyramid towards peace and security and gender justice.

From 2011, NCA will increase its emergency work in line with NCA's 'integrated approach', and will work more closely with the international ACT Alliance members, Christian Aid and ICCO. There are no local ACT members in Mali, but the international

NGOs will share strategies and information on how to work best with local partners for Disaster Risk Reduction, Emergency planning and implementation. NCA will also attempt to narrow and re-define it's areas of intervention in order to be able to ensure maximum programme effectiveness and impact, networking more closely with specialized institutions to ensure a 'trickle down' of technical information and skills.



2.1.1. Right to Peace and Security

Community Violence and Small Arms Control:

In the Region of Kidal, NCA targets the Tuareg who survive by ancient systems of nomadic herding which combined with a highly traditional hierarchical society, often emphasizes more loyalty to a fraction than to democratic governmental structures. People are not elected because they have skills to govern a commune but because they already have a traditional leadership position or money. During the 1990's it was clear

that no students or University graduates participated in the Kidal rebellion activities. Those who had even attended basic school clearly supported the negotiations that led to the signing of the peace agreements. A Peace Education project will be developed from 2011 with both boys and girls who can influence each other to analyze and discuss issues affecting their daily lives, and gain choices for their futures, which without peace and civic education, remain severely limited in the northern areas of Mali. NCA and partners will specifically seek to give vocational training to those who abandoned school, but wish to obtain professional skills that can help them live a dignified life. This will be undertaken after a detailed analysis and needs assessment ensuring links can be made to existing job opportunities. NCA Mali will encourage the development of a new generation that values skills and knowledge in order to develop a more just society where the population has equal rights. NCA will also continue its conflict resolution projects in Kidal, Gao and Timbuktu which are tailored and adapted at a local level to address needs and utilize traditional systems of communication which are often ancient disputes which have resulted in repeated deaths and community damage. Communities are encouraged to take ownership for discussion and resolution into the long term future, developing and then abiding by local laws which facilitate equitable solutions for all those involved.

Livelihood and Trade:

In order to improve the income base and economic viability of pastoralists and agriculturalists NCA will aim to organise them through cooperatives that can lobby local governments and mobilise communities to advocate for greater investments to improve farmers and pastoralists' organisations, to advocate for their members rights in order to increase investments in the NCA target areas and to make sure that policies are implemented as planned. In order to increase productivity, the farmers and pastoralists will be empowered through a focus on rights and responsibilities, technical knowledge (breeding, cheese production, pasture improvement, irrigation, improved seeds, local composting etc), as well as innovative methods on cultivation and breeding. Cooperatives will be encouraged to enable savings groups to access substantial funds from banks and micro-finance services, enabling their activities to become more sustainable. By increasing food security, raising awareness and knowledge on rights and opportunities, vulnerability, migration and tensions will be reduced encouraging the stability which is necessary for development. Conflict management and activities consolidating peace initiatives are more likely to be maintained where thought and discussion over access and use of resources has been thoroughly analysed, debated and planned.

Climate Change Adaptation:

Climate Change will potentially cause irreversible damage to the natural resource base on which Mali's population depends. As rural livelihood systems come under increasing climatic stress, ongoing conflicts are likely to escalate which in turn prevents sustainable management of the resources available. NCA in coordination with Environmental networks, ACT Alliance members and international resource institutions will continue to encourage local increased sustainability and management of natural resources, by developing Disaster Risk Reduction strategies (DDR), systems for dune and soil protection and the collection of natural products from forests and semi-desert areas etc to reduce the long term impact of Climate Change. In addition NCA will continue to promote the use of rural sustainable energy in the region of Timbuktu. Since 2008, three villages have been electrified through solar equipment, one of which is a semi-nomadic community requiring innovative management and maintenance systems. Following repeated requests from neighbouring communities, NCA will increase the solar electrification project which has very profound impacts on use of local resources, community development, civic responsibility and specifically on women's empowerment. All of these add to the level of peace and security by encouraging communities to take responsibility for themselves and support each other through novel and innovative technical and maintenance committees.

2.1.2 Gender Justice

Gender Based Violence:

Special attention will be placed on Female Genital Mutilation (FGM), Early Marriage and Obstetrical Fistula all being issues which are intricately interlinked. Lack of knowledge and misinformation is rampant in Malian society with a serious need for awareness-raising and mobilization of people who can influence decisions. There is also a need to work for reduced social acceptance of traditional harmful practices, through advocacy for the elaboration of a national legal framework and practical follow-up of conventions ratified by Mali (CEDAW and CRC). NCA will continue to be an active partner in the Network on FG M in Mali and to work closely with the PNLE which is the national structure put in place by the Government to fight against excision.

In the new Strategic phase NCA will address GBV through four approaches:

- A health approach
- A rights based approach utilizing a Do No Harm perspective
- A sociological approach
- A faith based approach

Experience indicates that that the Health and Rights based approaches have not been as successful as anticipated, especially when used alone. A combined social and religious approach is necessary to tackle the issue at its roots. Many Malians who have strong Islamic faith believe that FGM is mandatory to Islam. The de-linkage between tradition and religion is required for a successful end to the practice, combined with the opportunity and right to good health and the understanding that women have the right to a body that is 'entire'.

Early marriage is still a relatively new theme with the planned focus being on awareness raising and information dissemination regarding the legal framework and international conventions signed by the Malian government to protect girls from early marriages. The Fistula project is based on prevention (awareness raising), treatment (reconstructive surgery) and special care and support, including lobbying for a law that will give women access to free fistula operations. The aim is to ensure that communities understand and accept that Obstetrical Fistula is an illness that can be treated and is not a non curable curse causing stigmatisation and fatalities.

Women in Governance:

NCA Mali will focus not only on the participation deficit but the equity and protection deficits which are necessary approaches to increase women's participation in decision making positions thereby improving the wellbeing of women in general. The participation of women in community decision making structures (such as commune health structures, school committees, water committees, village and fraction councils) as well as in local councils, regional and national public structures is essential if an overall impact is to be gained. Due to a patriarchal society and strong traditional beliefs that a women's role in society is limited, NCA will continue to encourage projects that support women at a basic communal level as well as positions with more political responsibility. Having gained political positions, NCA will continue to support the women to receive training and coaching on leadership, roles and responsibilities, national and local laws and regulations.

2.2 Strategies for strengthening local civil society from a rights based approach

Mobilizing Communities for Social Change:

NCA Mali has considerable experience in strengthening civil society from a rights based perspective. The strategy is based on two main processes:

- Rights based situational analysis
- Organising a local response

A rights based analysis identifies main rights deficits. In Northern Malian, poor people are denied basic rights to education, health, employment and development. This is particularly true for young girls and women, urban and rural poor. This analysis looks at the root causes underlying the right's deficit and is undertaken by communities but facilitated by NCA and partners.

Building vertical and horizontal alliances and networks:

NCA encourages all CSOs to work closely with local communities, prioritising their needs and facilitating their participation and organisation to gain access to government initiatives and national and international networks. NCA works closely with partners to ensure good networking between its own partners and a flow of information from a national to community level and vice versa. This vertical and horizontal approach is essential to ensure 'good governance' and local accountability, whilst mobilising resources to ensure that lasting changes are *relevant and effective* at a community level.

Mutual Capacity Development:

NCA believes that capacity development is a process where NCA learns from partners as much as partners learn from NCA. Thus NCA will document and share the best experiences and encourage partners to do the same. To identify and fill capacity gaps, assessments will be undertaken at different levels. NCA and partners' staff competency and leadership will be developed through trainings, exchange programmes and experience sharing visits. Although the demand for partners' capacity development should ideally come from the partners themselves, assistance will be evidence based and prioritized for core partners. Providing access to information on lessons learnt, specific innovative technologies, best practices, and experience from other CSOs will also add to the capacity development strategy.

A particular emphasis will be placed on improving knowledge and skills of NCA's own staff and partners on rights-based approaches and a range of advocacy methods.

2.3 NCA Integrated Approach

NCA's integrated approach consists of long term development, emergency initiatives and advocacy work implemented in combination and as needed to achieve long term development. Throughout the previous five year period, NCA Mali has focused largely on long term development, supporting government initiatives to implement a decentralisation plan and strengthening local CSOs. Less focus was given to Advocacy and Emergency work although Advocacy has formed an essential part of the Gender programme.

In the North long term development is almost constantly threatened by drought and insecurity demanding a more systemised understanding of the political and ecological environment to promote long term sustainable development and to prevent losing results already achieved. At a national level NCA will strengthen its participation in the Forum for International Organisations (FONGIM) working in Mali to encourage the Embassies and the UN structures to follow closely the Government's willingness to promote transparency and accountability and to decrease the level of corruption which is hampering long term development.

NCA will continue to develop a rapid emergency response ability at a community level which feeds into the Malian Government's Early Warning System and will enable NCA to develop emergency applications when needed. NCA will also strengthen its relationship and collaboration with the World Food Program and the Government to ensure that partners and NCA can access food reserves and increase accountability ensuring that the food available is reaching the most vulnerable. NCA has been crucial in mobilising funds

for emergency and development initiatives in areas where there are limited resources reaching isolated communities. This role will be enhanced by developing community responses for both emergency and long term initiatives. Methodologies will include Disaster Risk Reduction (DRR), broader disaster/emergency preparedness, first phase emergency response and longer term sustainable development, thereby cutting across the emergency to a development continuum. NCA emergency preparedness planning and plans are essential to this multi-faceted approach and include assessment of women, men and children's vulnerability to disasters in Mali.

2.4 NCA Accountability Commitments

NCA will focus on the development of quality assurance and accountability to its right holders, host communities, partners and other stake holders based on the HAP accountability and quality management standards¹². The main emphasis will be on the provision of information, securing participation and developing systems for feedback and complaints from right-holders and host communities during all phases of project and programme implementation. Clear commitments and expectations on accountability in relationships with partners will also be developed and adapted to the specific partnership.

NCA will develop a strategy over the next two years to ensure increased accountability within both its operational and partnership programmes, from both a community and partner perspective. This will include specific questionnaires at various levels, evaluations of project impact, the methodologies chosen and sustainability at a community and government level.

NCA will also evaluate the accountability of partners to their own communities, of the staff within the partners and NCA's own staff to gauge the level of commitment and understanding that is required to ensure high impacting projects. This will form part of the normal programme evaluations, but the questions will be wider and more specific to enable improved learning at all levels.

2.5 NCA Commitments to mainstreaming development principles

2.5.1 Gender equality

Grounded in NCA's Statement of Principles and policy documents by WCC, ACT and LWF, NCA has a commitment to women's rights and gender equality which recognizes that gender inequalities and continued discrimination of women are based on unequal power relations, access to resources and assets. A rights based approach to changing this through addressing the distribution of power, resources and responsibilities whilst challenging men's attitudes, behaviour, patriarchal structures and values is how NCA foresees contributing to greater gender equality outcomes.

Based on this NCA applies the guiding principles of gender-sensitive planning and implementation. NCA as part of the ACT Alliance is also committed to promoting gender equality as a common value and gender mainstreaming as a method of work to achieve gender equality through the ACT's Gender Policy Principles (<http://www.act-intl.org/manual.php>). The Policy Principles outlines how this should be done in humanitarian action, long term development and advocacy.

To mainstream gender equality therefore, NCA country offices will undertake gender analysis, ensuring that gender relations and their implications are clarified and that these differentials are addressed with the objective of greater gender equality in policy and

¹² HAP :Humanitarian Accountability Partnership. The HAP Accountability and Quality management standards: [http://www.hapinternational.org/pool/files/hap-2007-standard\(1\).pdf](http://www.hapinternational.org/pool/files/hap-2007-standard(1).pdf)

programming outcome. This knowledge will be incorporated into organizational action and especially decision-making. Capacity development, development of clear responsibilities and follow-up plans will take place at each country office, guided by the Gender Equality and Action Plan 2011-2015.

2.5.2 Conflict sensitivity

Peace building initiatives have been implemented through local staff and local NGOs to ensure realistic analysis on which long lasting impacts can be established. NCA has been able to encourage and promote very specialized methodologies in three locations that are rooted in traditional conflict solving systems but have been enhanced to include a wider range of stakeholders and thus ensure more sustainable results.

The inclusion of Do No Harm principles following training of all NCA staff and partners in 2009 has enriched the conflict processes by encouraging a more systematic analysis of the traditional systems. The 'Inter-community Tool for Conflict Prevention' project in Gao has been operating for only two years, but has resolved eleven major conflicts which originated many years before and have sporadically caused revenge and death between different ethnic groups. Whilst local NGOs may facilitate the process, the ultimate responsibility for lasting peace belongs to the communities themselves, who are encouraged to take the time and provide the necessary space for solutions to be developed.

In Kidal, the old system of Ashaqarmiditch traditionally used to resolve disputes between nomadic pastoralists has been successfully re-established to encourage local people to communicate openly with the Malian Military forces and authorities who were held responsible for years of rebellion activity. NCA local staff has been crucial in facilitating this process both as community members and bridges between the various groups at conflict with each other. These initiatives will continue throughout the new Strategic Period with an increased emphasis on the causative factors of resource decline.

2.5.3 Environmental sustainability

NCA applies the guiding principles on Climate Change for Act Alliance programmes. NCA as part of the ACT Alliance is committed to promoting justice and rights for woman, men and children affected by climate change. These principles outline how a humanitarian response, long term development and advocacy should be applied at a programme level. NCA will aspire to the following environmental standards in the next strategy period:

- Reflect on how activities contribute to climate change and develop a strategy to minimize their damage to the environment.
- Identify the impact that climate change is having on the lives of right holders by using the rights based criteria in programme development in order to foresee risks and take action in order to protect them.
- Plan for the effects that future climate change will have on right holders
- Address environmental concern and climate change in strategic planning in all aspects of the project cycle
- Support adaptation, mitigation and emergency response without negative impacts to the environment

NCA plans to develop wider reaching, higher impacting environmental projects over the next five years but will need to conduct solid research and investigate realistic opportunities before a definitive policy and project activities can be identified. Much of this research and information will be gained through networking with the GLD (Local Governance and Development Group) who plan to gain funds specifically for Natural Resource work from SIDA in 2011. NCA will develop a joint Disaster Risk reduction Strategy with ACT Alliance members based on experiences around Environmental Resources.

3. FUNDING STRATEGY

NCA Mali plans to continue to approximately maintain the 2010 level of funding and possibly increase should necessity dictate a rapid emergency response. Current levels of funding are based upon three sources of NORAD funding and a SIDA agreement. New agreements will be sought from both SIDA and NORAD as the current phases are completed. However, SIDA has provided no information on the likelihood of funding due to change over of staff and being in a similar process of Strategic Planning.

3.1 Resource Frames 2011-2015

Programme Area	Funding Source	Expected funding for the planned years 2011-2015 (In Million NOK)				
		2011	2012	2013	2014	2015
Phasing out Education Project	NORAD	5,1	4,1			
		5,1	4,1	0	0	0
Community Violence and Small Arms	NORAD	3,5	1,35	3,45	3,45	3,45
	NCA					
	SIDA	0,65	0,65	0,65	0,65	0,65
	USAID					
	SUBTOTAL	4,15	2,00	4,1	4,1	4,1
Livelihoods and Trade	NORAD	3,4	3,5	5,5	5,5	5,5
	USAID		1,0	1,0	1,0	1,0
	EU		1,0	1,0	1,0	1,0
	SIDA	0,9	0,2	0,2	0,2	0,2
	SUBTOTAL	4,3	5,7	7,7	7,7	7,7
Climate Adaptation	NORAD	0,5	1,5	1,5	1,5	1,5
	USAID		0,5	0,5	0,5	0,5
	SIDA	0,3	0,3	0,3	0,3	0,3
	Other		0,6	0,6	0,6	0,6
	SUBTOTAL	0,8	2,9	2,9	2,9	2,9
Gender Based Violence	NORAD	2,42	1,5	1,5	1,5	1,5
	UNIFEM		0,5	0,5	0,5	0,5
	Spanish Corporation		0,25	0,25	0,25	0,25
	SUBTOTAL	2,42	2,25	2,25	2,25	2,25
Women in Governance	NORAD	1,0	1,0	1,0	1,0	1,0
	SIDA	1,0	1,0	1,0	1,0	1,0
	UNIFEM		0,5	0,5	0,5	0,5
	SUBTOTAL	2,0	2,5	2,5	2,5	2,5
Running of the Representation Office	Average	5,0	5,0	5,0	5,0	5,0
GRAND TOTAL		23,77	24,45	24,45	24,45	24,45

Please note: The above table is very approximate and based on funding relationships (with the EU, USAID and the Spanish Corporation) that have not yet been established. NCA Mali will begin to develop these opportunities towards the end of 2010.

3.2 Proposed funding strategy

3.2.1 Main funding sources

NCA will seek to maintain the current levels of funding from NORAD which are granted under three formats:

- The Five Year Block Grant from NORAD (Norwegian Agency for Development Cooperation). A new Agreement will be drawn up from 2011-2015.
- NORAD Earmarked Funding: Peace and Security Northern Mali: January 2009 – December 2013 (revised with budget to 2012)
- NORAD Earmarked Funding: Female Genital Mutilation 2009 to 2012.

NCA is hoping to gain further NORAD Earmarked funding through strategic discussions and partnership with the Norwegian Embassy. This funding will hopefully target Peace and Security initiatives in the Northern Regions.

NCA is also seeking to gain a third phase of funding from the Swedish Development Agency (SIDA). This funding is gained through a consortium with three other international NGOs under the heading, 'Local Democratic Governance' (GLD). Until 2010, SIDA has funded the consortium in 3 year phases. The GLD Group will request a third phase of three year funding for 2011-2013 towards the end of 2010 which the group hopes will prioritise Natural Resources/Environmental issues.

As NCA plans to phase out the Education Programme by 2012, more funding will be made available for other programme areas. In 2010, NCA received nearly 3million NOK in funding through ACT for the Emergency Drought situation in Kidal. As a member of ACT, this network provides both technical and funding opportunities that could be utilised in the future should emergencies arise.

3.2.2 Diversification strategy

NCA will seek new sources of funding for specific programme areas, such as Gender Based Violence, Climate Mitigation, Climate Adaptation and possibly Livelihoods and Trade. The donors approached are likely to include:

- The Spanish Cooperation – for FGM projects
- USAID – for peace and agricultural projects
- EU – post famine pastoral/agricultural restocking projects

3.2.3 Capacity assessment

NCA Mali is currently under staffed to achieve its stated objectives with a number of local partners and one operational project in the vast landscape of Kidal, Gao and Timbuktu. A revision of organisational skills and needs will be made towards the end of 2010 resulting in a strategy for staff evaluation and planning that is expected to change the organigram and staffing levels within 2011. NCA will also introduce annual staff performance evaluations to ensure that high standards of professionalism are being maintained. Training and development programmes will be introduced as required to ensure NCA team members and partners have the support and encouragement that is required.

NCA will require at least:

- 2-3 additional members of staff with specific technical project and partner skills
- New programme staff in Kidal following a revision of roles, responsibilities and project objectives.
- 3 new vehicles by 2013-14

3.2.4 ACT Alliance coordination

NCA will work more closely with the two international ACT Alliance members in Mali from 2011: Christian Aid and ICCO. No local members have yet joined the Alliance.

Whilst the Malian ACT Alliance hopes to launch a Forum with a strategy to increase its visibility in Mali towards the end of 2010, it is not expected to increase its membership. However, the members feel that by launching a Forum they would benefit from information and coordination within and outside Mali. Many of the Sahelian issues are cross regional, especially concerning Disaster Risk Reduction, Natural Resource Management and Security. Coordination between the three members is expected to increase over the next five years, with sharing of technical skills (Monitoring and Evaluation, Agriculture, Natural Resource Management, Personnel etc) and possibly facilitating inter regional coordination on specific topics such as those listed above.

The ACT Alliance members have agreed to meet once every three months to share general and technical information as required.