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## National Level Implications of SDG Implementation in Mali

François KONÉ  
Massaoly Coulibaly

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# **NATIONAL LEVEL IMPLICATIONS OF SDG IMPLEMENTATION IN MALI**

*Southern Voice Occasional Paper 44*

*François KONÉ*  
*Massaoly Coulibaly*

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*Mr François KONÉ* is an Assistant Professor at Université des sciences sociales et de Gestion de Bamako (USSGB) and Researcher and Head of the Department of Education and Training at the Groupe de Recherche En Économie Appliquée et Théorique (GREAT), Mali. He can be reached at: [francois@greatmali.net](mailto:francois@greatmali.net)

*Professor Massaoly Coulibaly* is a Professor of Econometrics and Research Methods at the Université des sciences sociales et de Gestion de Bamako (USSGB) and Executive Director of the Groupe de Recherche En Économie Appliquée et Théorique (GREAT), Mali. He can be reached at: [massa@greatmali.net](mailto:massa@greatmali.net)

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**Southern Voice on Post-MDG International Development Goals**

Website: [www.southernvoice.org](http://www.southernvoice.org)

E-mail: [info@southernvoice.org](mailto:info@southernvoice.org)

**Secretariat:** Centre for Policy Dialogue (CPD)

House - 6/2 (7th & 8th floors), Block - F

Kazi Nazrul Islam Road, Lalmatia Housing Estate

Dhaka - 1207, Bangladesh

Telephone: (+88 02) 58152779, 9141734, 9141703, 9126402 & 9143326

Fax: (+88 02) 48110414; E-mail: [info@cpd.org.bd](mailto:info@cpd.org.bd)

Website: [www.cpd.org.bd](http://www.cpd.org.bd)

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**Editor**

Debapriya Bhattacharya, PhD

Chair, *Southern Voice on Post-MDG International Development Goals*

and Distinguished Fellow, CPD

E-mail: [debapriya.bh@gmail.com](mailto:debapriya.bh@gmail.com)

**Cover Design**

Avra Bhattacharjee

# Preface

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*Southern Voice on Post-MDG International Development Goals* is a network of 49 think tanks from Africa, Asia and Latin America. Since its inception in 2012, it has served as an open platform to provide structured inputs from the global South into the negotiations on the post-2015 development agenda, with a view to address the 'knowledge asymmetry' and 'participation deficit' that usually afflict such global discussions.

The *2030 Agenda for Sustainable Development* was finally adopted at the Seventieth Session of the UN General Assembly on 25 September 2015 by the member states. With the 17 new Sustainable Development Goals (SDGs) placed as oncoming development priorities, *Southern Voice* is currently working to examine national experiences in meeting the early challenges of delivering the 2030 Agenda.

The research programme titled *National Level Implication of Implementing SDGs* is based on call for proposals among its network members, and through a peer process eleven country studies were commissioned for nine countries across Asia, Africa and Latin America. The broad areas of concern of the country papers are the following: (i) investigate the means of mainstreaming the SDGs into national planning process, within the context of its national priorities; (ii) explore the adequacy of coordination, management and leadership of the SDG implementation process, including the monitoring and evaluation mechanism; (iii) examine the adequacy of financing and other specific means of implementing the SDGs; (iv) investigate the extent of partnerships and stakeholder participation, including institutional arrangements for implementing the SDGs; and (v) evaluate the capacity of the national statistical agencies and other data-related issues.

This country paper on Mali titled **National Level Implications of SDG Implementation in Mali** is the eleventh and final paper of the eleven country studies to be published under the Southern Voice Occasional Paper Series. The study has been authored by *Mr François KONÉ*, Assistant Professor at Université des sciences sociales et de Gestion de Bamako (USSGB) and Researcher and Head of the Department of Education and Training at the Groupe de Recherche en Économie Appliquée et Théorique (GREAT), Mali; and *Professor Massaoly Coulibaly*, Professor of Econometrics and Research Methods at the USSGB and Executive Director of the GREAT, Mali.

The paper shows that the government of Mali has been trying to move forward with SDGs through adopting an implementation timetable and organising relevant national workshops in the country. However, existing shortcomings in the Malian national planning system, lack of implementation cost of SDGs, insufficient human resources in the national statistical system and infant corporate social responsibility are identified to pose challenges in successful implementation of the SDGs in the country. It suggests establishing a plan for intra-governmental communication and mobilisation for effective SDG implementation and monitoring in the country, to enhance the government's disbursement capacity and ensure availability of micro-data to researchers and academics in this regard.

I would like to take this opportunity to recognise the support of The William and Flora Hewlett Foundation towards *Southern Voice*, particularly of *Dr Ruth Levine*, Programme Director and *Ms Sarah Lucas*, Programme Officer of the Global Development and Population Programme, at the Hewlett Foundation.

In connection to the publication of this paper, contribution of *Ms Umme Shefa Rezbana*, Senior Research Associate, Centre for Policy Dialogue (CPD) and the focal point at the Southern Voice Secretariat for overseeing

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Hoping that the paper will be a useful addition to the ongoing discussion on challenges of implementing SDGs in developing countries.

Dhaka, Bangladesh  
November 2017

*Debapriya Bhattacharya, PhD*  
Chair, Southern Voice on Post-MDG International Development Goals  
and  
Distinguished Fellow, CPD  
E-mail: debapriya.bh@gmail.com

# Abstract

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The limited success of the Millennium Development Goals (MDGs) and the great ambition, complexity and universality of the Sustainable Development Goals (SDGs) pose challenges to its successful implementation at the national level for many developing countries, including Mali. Therefore, it is now the right time to conduct research that aims to identify and analyse the main implications and challenges of SDG implementation at the national level. The overarching aim of this study on Mali is to raise awareness at both the national and international levels of the various implications of SDG implementation in countries of the global South. Gleaning insights from desk-based research and interviews with national stakeholders, this study shows that the present time is favourable for SDG implementation in Mali, since there is an ongoing review of the primary national development programme document, the Strategic Framework for Growth and Poverty Reduction; and there is increased international attention on Mali after the 2012 security and political crisis. Integration of the SDGs into national development programmes has already begun, and should continue through the development of a specific and comprehensive implementation action plan. However, weaknesses in civil society and ongoing issues with the national statistical system will need to be addressed to ensure that there is adequate data provision for effective monitoring and evaluation of the SDG implementation process.



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# Acronyms

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|             |   |
|-------------|---|
| AFRISTAT    | Economic and Statistical Observatory for Sub-Saharan Africa   |
| ANASSC      | National Strategy for Adaptation of Climate Change  |
| CCSI        | Coordinating Committee for Statistics and Information   |
| CFA         | West African CFA Franc  |
| CNJ         | National Youth Council of Mali  |
| CNSC        | National Council of Civil Society   |
| CPM         | Forecasts and Modelling Committee   |
| CPS         | Planning and Statistics Unit  |
| CPS/SATFPSI | Planning and Statistics Unit for Territorial Administration, Public Service and Internal Security Sectors |
| CPS/SCI     | Planning and Statistics Unit for Cooperation and Integration Sectors                                      |
| CPS/SDR     | Planning and Statistics Unit for Rural Development Sector   |
| CPS/SJ      | Planning and Statistics Unit for Justice Sector   |
| CPS/SME     | Planning and Statistics Unit for Mines and Energy Sectors   |
| CPS/SSDSPF  | Planning and Statistics Unit for Health, Social Development and Family Promotion Sectors                  |
| CREDD       | Strategic Framework for Economic Recovery and Sustainable Development of Mali                             |
| CSCRIP      | Strategic Framework for Growth and Poverty Reduction  |
| CSO         | Civil Society Organisation  |
| CSR         | Corporate Social Responsibility   |
| CT-CSLP     | Technical Unit of the Strategic Framework for Poverty Reduction   |
| DAC         | Development Assistance Committee  |
| DGB         | Directorate General of Budget   |
| DHS         | Demographic and Health Survey   |
| DNEF        | National Directorate of Water and Forests   |
| DNH         | National Directorate of Hydraulics  |
| DNPD        | National Directorate of Development Planning  |
| DNPIA       | National Directorate of Production and Animal Industries  |
| DNPSES      | National Directorate of Social Welfare and the Solidarity Economy   |
| ENP         | National Prospective Study  |
| EU          | European Union  |
| FDI         | Foreign Direct Investment   |
| FOSC        | Forum of Civil Society Organizations  |
| GDP         | Gross Domestic Product  |
| GREAT       | Applied and Theoretical Economics Research Group  |
| IFORD       | Institute for Demographic Training and Research   |
| INSTAT      | National Statistics Institute   |
| MDG         | Millennium Development Goals  |

|             |   |
|-------------|---|
| MICS        | Multiple Indicator Cluster Survey   |
| NGO         | Non-Government Organisation   |
| ODA         | Official Development Assistance   |
| ODHD/LCP    | Observatory for Sustainable Human Development and the Struggle against Poverty                                  |
| OECD        | Organisation for Economic Co-operation and Development  |
| OMA         | Agricultural Market Observatory   |
| ONEF        | National Observatory of Employment and Training   |
| PAG         | Government Action Plan  |
| PDA/RN      | Accelerated Development Programme for the Northern Regions  |
| PPP         | Public-Private Partnership  |
| PRED        | Plan for the Sustainable Revival of Mali  |
| ROJALNU-OMD | Pan-African Youth Leaders Network of the United Nations for the Achievement of the Millennium Development Goals |
| SDG         | Sustainable Development Goals   |
| SDS         | Statistics Master Plan  |
| SIDA        | Swedish International Development Cooperation Agency  |
| SSN         | National Statistical System   |
| TFP         | Technical and Financial Partner   |
| UN          | United Nations  |
| UNDP        | United Nations Development Programme  |
| UNICEF      | United Nations Children's Fund  |
| USD         | United States Dollar  |

# National Level Implications of SDG Implementation in Mali

*François KONÉ\**  
*Massaoly Coulibaly*

## 1. Introduction

In September 2000, 189 Member States of the United Nations (UN) adopted the Millennium Development Goals (MDGs). The MDGs were a vital tool in the fight against poverty across the world. While some progress was made towards achieving them, the MDGs and their implementation faced ongoing criticism. In particular, the MDGs were criticised for neglecting or not sufficiently and clearly incorporating environmental issues, security priorities and the issue of vulnerability. They failed to take into account the interrelationships between the three dimensions of sustainable development: the economic, the social and the environmental. Furthermore, the resources needed for MDG implementation did not receive sufficient attention.

Despite huge efforts made towards achieving the MDGs, Mali fell behind in reaching its targets. Progress was noticeable in the areas of education (even though the country is still far from achieving universal access to basic education), access to safe water and access to HIV/AIDS treatment (République du Mali and ONU, 2015). However, in other areas, such as the environment and maternal health, delays in progress were critical. A number of initiatives were taken to accelerate MDG achievement, including Initiative 166 on food security in 166 of its most vulnerable communes, the MDG Acceleration Framework for target 2 of MDG 1, and international strategies such as the 'Gleneagles Scenario'.

The limited success of the MDGs, in addition to changes in the global context, prompted Member States at the 2012 UN Conference on Sustainable Development, widely known as Rio+20, to begin developing the Sustainable Development Goals (SDGs). The aim was to define a set of universally applicable goals that can meet the triple challenge of fighting against poverty, promoting climate protection, and ensuring sustainable production and consumption. Further, the SDGs were to be designed to correct some of the MDGs' weaknesses.

The SDGs, which were adopted by the UN General Assembly in September 2015, constitute the key component of the post-2015 global development agenda. The 17 goals aim to eradicate poverty and hunger by 2030 and achieve a better balance between the three dimensions of sustainable development (Bogaert, 2014). They are intended to be universal, applying to all countries, not just to developing countries with the support of developed countries.

The post-2015 development agenda builds on the progress made through the MDGs and addresses the most persistent problems and challenges facing humanity and the planet today. It involves innovative means and implementation processes (including creating new partnerships with institutions, meaning that activities can be conducted in an integrated manner), technology transfer mechanisms, capacity building, ease of access to information, and monitoring and evaluation mechanisms.

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\* The authors wish to sincerely thank the *Southern Voice on Post-MDG International Development Goals* for initiating and financing this study. Thanks are also due to all of the stakeholders involved in the implementation of the Sustainable Development Goals in Mali, who participated in interviews as part of the research process.

The limited success of the MDGs and the great ambition, complexity and universality of the SDGs pose challenges to the successful implementation of the SDGs at the national level. It is, therefore, the right time to conduct critical analyses of these challenges for each country. They will be faced by policymakers, politicians, non-government organisations (NGOs) and academics when seeking to analyse the content and implementation of the SDG framework. Studies should be conducted on how to integrate the SDGs into national development programmes, particularly how the issue of universality should be taken into account in practice. Further, it may be necessary to reformulate the universal SDGs to some degree before integrating them at the national level. This nationalisation of the SDGs raises other issues, both within government and between government and other actors or stakeholders. Pertinent questions include (Southern Voice Secretariat, 2015):

- Will the central government prioritise the SDGs and all 169 associated targets in its national context?
- How will nationally prioritised goals and targets interfere with universally monitored and evaluated goals and targets?
- Will accountability mechanisms constitute an additional pressure on the already limited capacity of the central government in monitoring and reporting?
- What role exists for regional organisations, including regional development banks?
- How can alternative or complementary sources of funding, whether internal or external, be found, ones that are more adapted to national priorities and can fulfil existing funding gaps?
- How can efficiency be increased by improving development indicators?

The insufficiency of official development assistance (ODA), which was below the 0.7 per cent of gross domestic product (GDP) promised by members of the Organisation for Economic Co-operation and Development's (OECD) Development Assistance Committee (DAC), and differences between the MDGs and national development plans have contributed to the mixed levels of development success in Africa. These challenges remain valid for SDG implementation and should be addressed to achieve better results during the post-2015 period.

From their formulation through to their monitoring and evaluation, the SDGs are intended to be participatory, seeking the best strategies to involve civil society. Discussions are needed as to how the contribution of national and international NGOs can be maximised in a way that promotes the success of development indicators, specifically in terms of what role they can play in financing and implementing projects and programmes.

Monitoring and evaluation should be integral parts of the SDG implementation process, since they can inform decision-makers on progress and future challenges, ensuring that decisions are based on empirical results. Weak statistical capacity and inadequate development data have been identified as constraints in most West African countries. In monitoring SDG implementation, there is a need to be confident about the availability and accessibility of quality data of a sufficient quantity. Improving access to quality data is a challenge in terms of empowering the National Statistics Institute (INSTAT) and other stakeholders, as well as in terms of coordination between different actors. Intra-governmental coordination is also a challenge that needs to be addressed. The Technical Unit of the Strategic Framework for Poverty Reduction (CT-CSLP) appears to be the most appropriate institution for this role, though it is necessary to critically consider its coordination experience with regards to national development programmes so as to identify strengths and weaknesses, and propose improvements.

To identify and analyse the many implications and challenges of SDG implementation at the national level, the Applied and Theoretical Economics Research Group (GREAT), in collaboration with Southern Voice on Post-MDG International Development Goals, conducted this participatory research study. As with the Post-2015 Data Test, this study is oriented towards: the integration of the SDGs in national development plans; intra-governmental coordination; monitoring, evaluation and statistical needs; and the role of actors, such as civil society organisations (CSOs) and the private sector.

### **1.1 Objectives of the Study**

The overarching aim of this study on Mali is to raise awareness at both the national and international levels of the various implications of SDG implementation in countries of the global South. Specifically, this study's research objectives (Southern Voice Secretariat, 2015) are to:

- Analyse the implications of SDG implementation at the national level;
- Assess the consistency between SDG priorities and the priorities of national development policies;
- Examine how universal SDG targets will be embedded in the national context;
- Understand challenges in the national planning process and sector-based programmes;
- Consider the adequacy of financing and other means of implementation;
- Explore how intra-governmental coordination and multistakeholder participation will be ensured during the implementation process;
- Assess the capacity building needs of the national statistical system (SSN) and propose possible solutions; and
- Assess the availability and accessibility of data needed for SDG monitoring and propose possible solutions to address data requirements.

### **1.2 Methodology**

This study predominantly draws on desk-based documentary research. Previous research on various relevant aspects was systematically collected from stakeholders and carefully considered to draw out the main findings and key conclusions. This literature review also explored Mali's national development policy documents, including the Strategic Framework for Growth and Poverty Reduction (CSCR 2012-17), Government Action Plan (PAG 2013-2018), Accelerated Development Programme for the Northern Regions (PDA/RN), and Specific Northern Regions Development Strategy, as well as Mali's national SDG consultation reports.

In order to involve all stakeholders, a launch workshop was held that included a presentation of the context, issues, objectives and methodology of the study, followed by detailed discussions and suggestions on all aspects of the study.

In addition, interviews were conducted with key stakeholders that complemented the findings of the literature review. Those interviewed included a representative of the CT-CSLP, a representative of the Observatory for Sustainable Human Development and the Struggle against Poverty (ODHD/LCP), two civil society representatives, a SSN representative, a representative of the Directorate General of Budget (DGB), and a representative from public administration. Each of these individuals was asked to comment on one or more of the topics covered by the study. The interviews were conducted face-to-face using an interview guide that was developed for the purposes of this research.

### **1.3 Structure of the Paper**

This paper is divided into six substantive sections. The sections include discussions on the integration of the SDGs into the national planning process and their relationship with national priorities, the coordination and management of the SDG implementation and monitoring processes, the appropriateness of financing and other means of implementation, partnership and participation of stakeholders (including institutional arrangements), and the capacity of the SSN and other data-related issues. The paper concludes with a series of key recommendations.

## **2. Integration and Mainstreaming of the SDGs in the National Planning Process**

As part of the global debate on international development trends after 2015, three options were identified during national consultations in Mali (République du Mali, 2013):

- Keep the MDGs in their current configuration, with a possible deadline extension to 2025;
- Reformulate the MDGs to address some of the criticisms; or
- Develop a new framework.

Mali's vision was defined through six 'dialogue frameworks'. These frameworks, named consultation groups, included a civil society consultation group; a private sector consultation group; a central and local government consultation group; a vulnerable and disabled persons<sup>1</sup> consultation group; a women consultation group; and an youth and adolescents consultation group (République du Mali, 2013). Technical and financial partners (TFPs), academics and traditional communicators (an association of persons from social groups that are traditionally in charge of social mediation in Mali) were also invited to participate in certain consultation groups.

Some consultation groups worked together on different themes. In three working groups, civil society, central government and local authorities focused on issues of inclusive growth, the productive sector and financial development; human development, social sector and the fight against exclusion; and governance, peace and security. Cross-cutting issues such as gender, environment and population were considered in each of these working groups.

The vulnerable and disabled persons' consultation group addressed the issues of equity and inclusion; access to education; socioeconomic protection; and measuring poverty and vulnerability. The private sector consultation group explored ways to improve the business environment; increase support to private enterprises; strengthen financial systems and institutions; promote regional integration, trade and transport; and encourage donors to contribute to financing.

The women consultation group explored the topics of economics; politics and governance; education; the environment; peace and security; and health. Finally, the youth and adolescents consultation group considered youth and education; employment; gender; migration; participation in public life; democratic governance; cultural socio-educational support and sports.

Consultation groups recommended taking into account emerging challenges and wider dynamic development and grounding the debate on post-2015 priorities in the experiences of and lessons learned from the MDGs. In addition, they recommended that specific recurring problems in Africa, including peace and security, should be considered in the post-2015 development agenda.

Integration of the SDGs into the national planning process poses significant challenges. Indeed, it is a challenge to achieve balanced integration of the three dimensions of sustainable development, as expressed in just 17 universal goals, in a single national planning process that is itself lacking in many respects. The Malian national planning system suffers especially from lack of human resources and modelling capacity for forecasting (not least in regards to the macroeconomic and financial framework). For this reason, the National Directorate of Development Planning (DNPD) has begun a series of staff training sessions to enhance staff capacity to implement an efficient macroeconomic framework. The first series of training sessions was focused on the advanced features of Microsoft Excel used in the macroeconomic model, which is the main tool for economic framing. The next step should be to restore the Excel model, since some modules and functions were impaired due to mishandling. Moreover, the planning frameworks in Mali, as in other African countries, suffer from external TFP influences. In addition, there are shortcomings within the SSN in terms of facilitating, planning, monitoring and evaluation.

### ***2.1 Lessons from the MDG Integration Experience***

During the MDG period, Mali integrated the MDGs into its national development plans through the adoption of the MDG-based planning process and Decennial Plan for the Achievement of the MDGs

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<sup>1</sup>For the group's purposes, vulnerable persons refers to children, marginalised groups and women. Disabled persons refers to those with physical and/or mental disabilities.



(2006-2015). Other initiatives, projects and programmes aimed towards accelerating achievement of the MDGs also emerged in the country. Among these were the needs evaluation and costing exercise for MDG attainment by the end of 2015 (adapted from the Millennium Project models), the pilot of the Millennium Villages project in four villages, Initiative 166 on food security implemented in the 166 most vulnerable communes in Mali, and the Gleneagles Scenario approach based on alternatives to foreign aid for MDG financing (République du Mali, 2008).

It is important to note that integration of the MDGs into the national development programme, the CSLP<sup>2</sup>, was delayed. Between 2002 and 2006, the MDGs were not yet been integrated into the CSLP, and as a result, the two functioned in parallel. Indeed, it was only from 2007 that the MDGs began to be integrated into the CSCR 2007-2011.

It is vital that this experience is drawn upon when integrating the SDGs into the national planning process. Timely and systematic integration is needed, with due consideration given to the SDGs in project objectives and future development programmes, such as through the adoption of a planning process based on the SDGs. Realising such integration requires SDG-focused actions to be undertaken by institutions responsible for national development planning, specifically the DNP, Forecasts and Modelling Committee (CPM) and CT-CSLP.

## **2.2 Consistency between National Programmes and the SDGs**

As mentioned, the national development programme is the CSCR, which is monitored by the CT-CSLP. Other programmes include the Plan for the Sustainable Revival of Mali (PRED 2013-2014), PAG, PDA/RN and Specific Northern Regions Development Strategy.

Adopted in December 2011, the CSCR was designed in a participatory manner that involved all relevant stakeholders. It forms a single reference framework for policies and development strategies in Mali. It is used for implementing the vision set out by the National Prospective Study (ENP Mali 2025) and took the MDGs into account. It includes two axes, the strengthening of peace and security and strengthening macroeconomic stability; and strategic objectives in the following three areas:

- Promotion of accelerated growth, sustainable, pro-poor job creation and income-generation activities;
- Strengthening of the long-term basis of development and equitable access to quality social services; and
- Institutional development and governance.

The PRED was the development programme during the period of political transition, after the military coup in 2012 and before the presidential elections in 2013. PRED aimed to implement 12 priorities of development, based on three pillars (military, politics and development), and was presented in Brussels at an international donor conference on the theme “Together for a New Mali.” The financial aid promises totalled 2.16 trillion CFA Francs. Finally, the country received 94 per cent of this amount and was able to spend 76 per cent of it.

The PAG, the social project of the President of Mali, is structured around six areas, each with goals to be achieved by 2018. These six areas include:

- Establishment of strong and credible institutions;
- Restoration of personal and goods safety on national territory;
- Implementation of an active national reconciliation policy;
- Reconstruction of Malian education;

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<sup>2</sup>There was three generations of CSLP in Mali. The first was from 2002 to 2006. The second and third, respectively from 2007 to 2011 and from 2012 to 2016 were called CSCR. So these stand as – CSLP 2002-2006, CSCR 2007-2011 and CSCR 2012-2016.



- Building of an emerging economy; and
- Implementation of social development policy.

The PDA/RN is part of the CSCR and MDG implementation strategy. Its general objective is to “consolidate peace and security through the socioeconomic development of regions affected by the [2012 security and political] crisis.”<sup>3</sup> Its specific objectives are structured according to five strategic priorities:

- Return of administration, security and social cohesion;
- Rural development and food and environmental safety;
- Economic recovery;
- Access to basic social services; and
- Development and mining infrastructure.

The Specific Northern Regions Development Strategy is part of the implementation framework of the 2015 Algiers Accord for Peace and National Reconciliation (in accordance with Articles 34 and 35). The strategy is intended to increase development in the north to the same level found throughout the rest of the country within a period of 10-15 years. It includes short-term actions (2015-2017) regarding emergency needs, medium-term actions (2017-2022) regarding economic structure and institutional reforms, and long-term actions (2022-2030) regarding the convergence of regional development and economic emergence of Mali. The three strategic pillars are governance, infrastructure and economic development.

### ***2.3 SDG Integration in National Programmes***

A key question is whether the SDGs are directly applicable or whether they need to be adjusted to the Malian context before being applied, and who should be responsible for this. The importance of adapting the SDG framework to the national and local contexts was highlighted during national consultations in Mali. The consultations also recognised the crucial role of local authorities and the diversity of local stakeholders and their interactions. Effective integration of the SDGs into national programmes requires the central government and local authorities to adapt the SDGs after assessing related constraints and local opportunities. More attention needs to be given to interactions between the national and regional levels in the context of regionalisation.

Unlike the MDGs, the SDGs were agreed in an unprecedented participatory manner. They should be implemented without delay. There is no need to adapt them to the national level before implementation. It should not prove particularly problematic to adopt SDG strategies as a basis for national development agendas in the coming years. However, when translating universal goals into national priorities, it is essential to find a balance between capacity to get goals and ambition (Stuart, 2015).

In Mali, the SDG negotiation process was entirely managed by a SDG Committee established within the Ministry of Foreign Affairs. Currently, other institutions are less knowledgeable about the SDGs compared to the Ministry of Foreign Affairs. For successful SDG implementation and monitoring with data periodically produced by relevant ministries and other central authorities, a plan for intra-governmental communication and mobilisation needs to be established and implemented.

According to the national consultations in Mali, in order to integrate emerging SDG challenges into national development planning, it is necessary to:

- Understand the development process through a diagnosis of the current context that identifies constraints and opportunities;

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<sup>3</sup>Mali was struck by a serious political-security crisis in 2012 after a military coup against President Touré, and after the attack of the northern regions by armed groups.

- Evaluate development options by formulating a coherent set of objectives based on economic and social variables;
- Integrate the SDGs in a coherent manner;
- Identify and address priorities in terms of equity and inclusion in the development process;
- Integrate the SDGs in a manner that takes into account the national planning processes, the needs and constraints of the country;
- Strengthen developmental planning capacities;
- Define indicators targeted to the goals; and
- Adapt SDG monitoring and evaluation to the socioeconomic contexts of the country.

Successful SDG implementation faces challenges due to the ambition and complexity of the SDG framework. In the Malian context, implementation faces additional challenges due to the coexistence of a multitude of programmes that have inconsistent timescales. For internal consistency of all national policies and consistency with the SDG framework, it is necessary to establish national priorities based on the universal SDGs. In other words, it is necessary to review and adapt national programmes in light of the SDGs, and incorporate new goals if needed. This work began with the recent CSCR review, which aimed to adapt the national development programme to the SDGs.

More specifically, the CSCR review aimed to ensure consistency between different policies and strategies and integrate the SDGs into national development policies in an attempt to increase the chances of achieving them. A new framework introduced in December 2015, the Strategic Framework for Economic Recovery and Sustainable Development of Mali (CREDD 2016-2018), includes two preliminary axes, three strategic axes, 13 priority areas and 38 specific goals. Each goal has a specific budget performance component, an institutional modernisation component and a quick-impact activities component.

The two preliminary axes are: peace, security and reconstruction of the north; and macroeconomic stability. These axes are considered to be pre-requisites for any actions needed towards the aims of economic recovery and sustainable development. The three strategic axes are: sustainable, inclusive growth; social development and access to basic social services; and institutional development and governance. Actions taken towards achieving the specific goals of the new framework will also simultaneously achieve the SDGs. CREDD clearly specifies which goal will achieve which SDG.

The relationship between the SDGs and CREDD should be one of coexistence, not conflict. While the SDGs do not have clearly defined implementation strategies, there is a strategic framework, CREDD, with priority areas that cover almost every SDG. This means that the SDGs can be realised through the implementation of CREDD. Similar to the case of the MDGs, the central government intends to adopt an SDG national action plan consistent with CREDD that can be broken down into sector plans so as to promote its implementation by a variety of institutions. Specific projects relating to particular aspects, such as the National Strategy for Adaptation to Climate Change (ANASSC), can complement actions under sector-specific plans.

The government intends to move forward quickly. After SDGs launch ceremony that was organised in February 2016 by the ODHD/LCP in collaboration with the United Nations Development Programme (UNDP), the government adopted an implementation timetable that includes three further steps. They are: prioritisation of SDGs, integration of SDGs in the country's policies and strategic frameworks, and acceleration for the implementation of SDGs. Information and awareness campaigns will follow at all levels to inform relevant actors and populations.

More recently, in November 2016, the Government organised the National Workshop on Restitution, Training and Appropriation of SDGs with technical and financial support from the UNDP. The objective of the workshop was to inform and sensitise key actors on SDGs with a view to better ownership for their prioritisation and integration into development policies, strategies, projects and programmes. The participants were the representatives of the public institutions, the technical services of the

ministerial departments, the civil society, the private sector, the territorial collectivities, and the technical and financial partners.

At the end of this workshop, 16 SDGs, 96 targets and 107 indicators were prioritised. The process of prioritisation continues in the technical services, and at the regional level. Regional workshops are underway to take into account the priorities of each region.

The operationalisation of the SDGs will follow a national roadmap called 'Roadmap for the Operationalization of SDGs' which remains to be finalised with all stakeholders. It involves several steps: ownership of SDGs by all stakeholders involved, national transcription of SDGs, indigenisation or domestication of SDGs in the formulation of national policies and strategies.

### **3. Coordination, Management and Leadership of the SDG Implementation Process**

In Mali, conditions for SDG implementation are favourable for numerous reasons. Replicating best practices and reflecting on lessons learned from the MDG implementation process can help prevent the same mistakes being repeated. Given the end of the 2012 crisis and the beginning of the implementation of the 2015 Algiers Accord, Mali receives special attention from development partners and the international community for peace, reconciliation and reconstruction. The recent CSCRIP review was the first opportunity for rapid integration and application of the SDGs.

SDG implementation at the national level, including in Mali, must take into consideration four key elements: funding, policies, human resources and indicators. Successful implementation is dependent on the first three elements and effective monitoring is dependent on the fourth. Given the complexity of the SDGs and the multiplicity of stakeholders, successful implementation also depends on the quality of coordination during implementation as well as monitoring and evaluation. It is necessary to find the right institutional base and ensure that the coordinating institution has the necessary human, technical and financial resources to properly perform its function.

#### ***3.1 Experience of MDG Coordination and Implementation***

A number of lessons were learnt from the MDG experience, notably including the need to involve a wide range of stakeholders so as to ensure the success of international programmes. The MDGs effectively mobilised all development actors around a specific agenda – such mobilisation can now inspire SDG project leaders at both the national and international levels.

In developing countries such as Mali, there are many challenges facing successful implementation of development programmes. While programmes benefit from a range of support (mostly external), insufficient coordination of support limits its effectiveness. Similarly, coordination does not sufficiently benefit from newly available technologies due to either ignorance of their existence or insufficiently qualified human resources. The experience of the CT-CSLP in implementing the MDGs is no exception. One of the strengths of the CT-CSLP is that, it has for a long time served as a main institutional contact for TFPs during the CSLP and CSCRIP. It can continue to play this coordinating role in bringing together stakeholders in Mali's development strategies. However, experience over time has revealed a number of weaknesses that need to be highlighted. They include inadequate human resources to drive coordination, lack of a comprehensive strategy beyond sector strategies, and limited integration in the government budget and medium-term expenditure frameworks, all of which reduce the effectiveness of the CT-CSLP's coordination function.

Ministries ensure the implementation of development programmes, including the SDGs, and the CT-CSLP is attached to the Ministry of Economy and Finance. This institutional design reduces the action capacities of the CT-CSLP, which has no hierarchical relationship with other ministries and cannot set incentives for SDG implementation. Furthermore, conflicts have arisen between the CT-CSLP and the

Prime Minister's interest in the application of the PAG and between the CT-CSLP and DNPDP, which deals with the planning, monitoring and evaluation of development programmes.

In sum, the CT-CSLP needs to be reinvigorated through capacity building and the definition of a clear vision for development that takes into account achievement of the SDGs. In terms of institutional anchoring, the CT-CSLP should instead be attached to the Prime Minister or the Ministry of Planning. It should also enjoy greater synergy with the DNPDP.

### ***3.2 Actors and Roles in SDG Implementation***

The SDG process has been participatory from national consultations up to adoption of the SDGs. Going forward, a multistakeholder approach should be prioritised for SDG implementation to ensure the effective participation of all stakeholders. Further, successful SDG implementation depends on an effective distribution of tasks and synergy between stakeholders. During the implementation phase, the central government should work quickly to involve all relevant ministries in discussions regarding the implication of the SDGs, including analyses that establish priorities and consider necessary compromises.

During implementation, the government should play a crucial role, not only in planning and executing development projects, but also in monitoring and reporting progress. Other relevant institutions include ministries, local authorities, the CT-CSLP, Planning and Statistics Units (CPSs), the DNPDP, the ODHD/LCP and INSTAT.

The responsibility to assess local constraints, opportunities and adaptation rests with the central government and local authorities. Additionally, it falls to them to promote communication and mobilisation around the SDGs. Their participation extends to the implementation of development projects at the national and local levels, as was the situation under the MDGs with the pilot of the Millennium Villages project in four villages. The central government and local authorities also play a leading role in financing, in partnership with donors and development banks, at the sub-regional, regional and international levels. In all cases, it rests with the government to create the governance conditions needed to ensure successful implementation. Peace, security and the fight against corruption are among these conditions.

The role of the DNPDP should be to set and promote a SDG-based planning process with successive five-year plans to achieve SDGs. The roles of INSTAT and CPSs are to produce data and set monitoring indicators. The coordinating role for the whole process could be delegated to the CT-CSLP, which can also lead monitoring, evaluation and reporting through an SDG monitoring committee. The establishment of this committee would involve other actors, such as the ODHD/LCP, data producers (for example, INSTAT and CPS) and representatives of civil society. This committee should produce periodic reports on SDG implementation progress.

Private actors, such as NGOs, the private sector, foundations, universities, think tanks, trade unions and financial actors, have increasing influence on intergovernmental processes. For example, in the Netherlands in June 2015, a complaint was made by 900 people, with the help of the Dutch sustainability foundation Urgenda, against their government for a lack of commitment to tackling global warming (Châtaigner, 2015). Private actors can evidently help to not only boost implementation, but also monitor progress.

CSOs can also play a key role by implementing projects and programmes in areas such as education, health, and environmental protection. As CSOs are non-governmental, they appear best placed to demand accountability from governments on SDG progress, and as a result, strengthen accountability. During the 2012 crisis in Mali, however, CSOs took a limited part in major issues concerning the life of the nation due to their atomicity and low level of organisation. To enable SDG implementation, it is necessary to strengthen CSOs' capacity in terms of human resources, reporting, advocacy and

networking. As a result of its independence, civil society is able, alongside other actors, to monitor public and private actions in regards to development. This is also one of the recommendations from the national consultations in Mali.

The rapid mobilisation of civil society is needed for the realisation of an integrated SDG vision. Prior to the adoption of the SDGs, this mobilisation role was played by the Post-2015 and Action 2015 forum, which created coalitions to promote this vision. Without such initiatives at the national level during the implementation phase, some targets will probably be left unmet. As such, civil society, including universities, think tanks and potentially the private sector, should continue advocating for all of the SDGs.

Scientists, researchers and academics play a key role in mobilising knowledge around the themes of the SDGs and disseminating such knowledge through civil society, the media and policymakers. In order to maximise this role, three crucial aspects need to be considered. First, a cooperative scientific approach is needed between the global North and global South, as well as within the global South (Volkswagen Foundation, 2015). Scientific knowledge production in Africa, including in Mali, still falls well below the world average, at approximately 1 per cent per cent of global scientific output. As a result, the scientific knowledge needed for SDG implementation, monitoring and evaluation in Africa remains dependent on the global North, whose results, in many cases, require contextualisation before they can be used. Systematic reliance on specific empirical results and contextualised research is a challenge that needs to be overcome for the purposes of realising the SDGs in Africa in general, and Mali in particular. Particular focus should be given to interdisciplinary research due to the need for coherence and synergy between the fight against poverty and environmental issues, as introduced in the SDG framework. For example, the agricultural sector needs to better understand the impact of climate change, so as to improve resources and agricultural practices, and give due consideration to historical practices.

Science, technology and innovation have the potential to enable the international community to fulfil its commitment, beyond just financing, to promote public policies that favour the SDGs. For example, to promote the dissemination of technology, Brazil and France jointly proposed the creation of a multi-stakeholder platform (Châtaigner, 2015). The important role of the 'knowledge economy' has been evident in national consultations. To integrate emerging SDG challenges into national development planning, it is necessary to:

- Increase resources in higher education and institutional development;
- Encourage research and development in under-funded areas, such as agriculture, health and environmental management; and
- Develop innovative, technological solutions for the poor, using public-private partnerships (PPPs) to achieve progress in education, rural development and the development of small and medium-sized enterprises.

In Mali, research and innovation can help analyse challenges in Sahel-Saharan countries, which include urbanisation, population growth, conflicts caused by natural resources, silting and desert encroachment, insecurity and armed conflict, and renewable energy (solar energy in particular), and develop innovative financial solutions.

#### **4. Adequacy of Financing and Other Means of SDG Implementation**

Unlike the MDGs, the SDGs strongly emphasise a range of means of implementation, including but going beyond financing. National consultations highlighted the need to invest in capabilities and resources at the local level, targeted to ownership, implementation, monitoring and accountability within the SDG framework.



The USD 140 billion of ODA is insufficient given the significant challenges faced by developing countries (Hugon, 2015). National SDG implementation indeed requires far greater resource mobilisation. In addition to optimising the domestic resources mobilisation, it is necessary to increase involvement in the regulation of capital flows, improve the business environment and increase efficiency of the acquired resources.

SDG financing needs are estimated globally to be USD 3.3 trillion to 4.5 trillion per year – close to the entire 2016 federal budget of the United States (PNUD-RDC, 2015). Financing needs vary by country according to:

- demographic transition as well as epidemiological and urbanisation situations;
- availability of major infrastructure;
- educational needs, health and social protection;
- climate change impacts;
- potential application of social and technological innovations; and
- financial sustainability and the risk of recurrent crises.

#### 4.1 The MDG Financing Experience

An important difference between the MDGs and SDGs is that the former were intended only for developing countries relying on ODA. The SDGs are universal, and therefore require greater resources, not only by country, but also globally, as a result of the number of countries involved. This difference means that it is difficult to conduct a comparison in terms of financing.

One of the main reasons for the MDGs' limited success was the failure of ODA. Support from developed countries was insufficient, with ODA to Africa falling short of key objectives and previous commitments. With regard to the SDGs, it is therefore necessary to reduce dependence on international donors by prioritising and mobilising national resources.

The overall cost of implementing the MDG Action Plan 2006-2015 was estimated to be approximately 8.85 trillion CFA Francs for all sectors, with an annual average of 885 billion CFA Francs (République du Mali, 2005) (Table 1).

**Table 1: Cost of MDGs in Mali**

*(Millions CFA Francs)*

| Sector                                   | 2006           | 2010           | 2015             | 2006-2015        | Mean           | Share (%)  |
|--|----------------|----------------|------------------|------------------|----------------|------------|
| Total population                         | 12,051,000     | 13,415,000     | 15,374,000       | -                | 13,644,000     | -          |
| Agriculture and the fight against hunger | 49,331         | 120,849        | 306,644          | 1,498,214        | 149,821        | 17         |
| Basic education                          | 148,634        | 227,959        | 308,304          | 2,515,890        | 251,589        | 28         |
| Gender and female empowerment            | 3,920          | 7,903          | 22,238           | 99,117           | 9,912          | 1          |
| Health                                   | 138,426        | 206,656        | 228,846          | 1,820,864        | 182,086        | 21         |
| Water sanitation                         | 51,673         | 64,872         | 84,692           | 672,633          | 67,263         | 8          |
| Energy                                   | 62,409         | 157,542        | 187,591          | 1,429,781        | 142,978        | 16         |
| Roads and transport                      | 65,134         | 78,531         | 99,718           | 812,163          | 81,216         | 9          |
| <b>All sectors</b>                       | <b>519,527</b> | <b>864,313</b> | <b>1,238,033</b> | <b>8,848,662</b> | <b>884,866</b> | <b>100</b> |

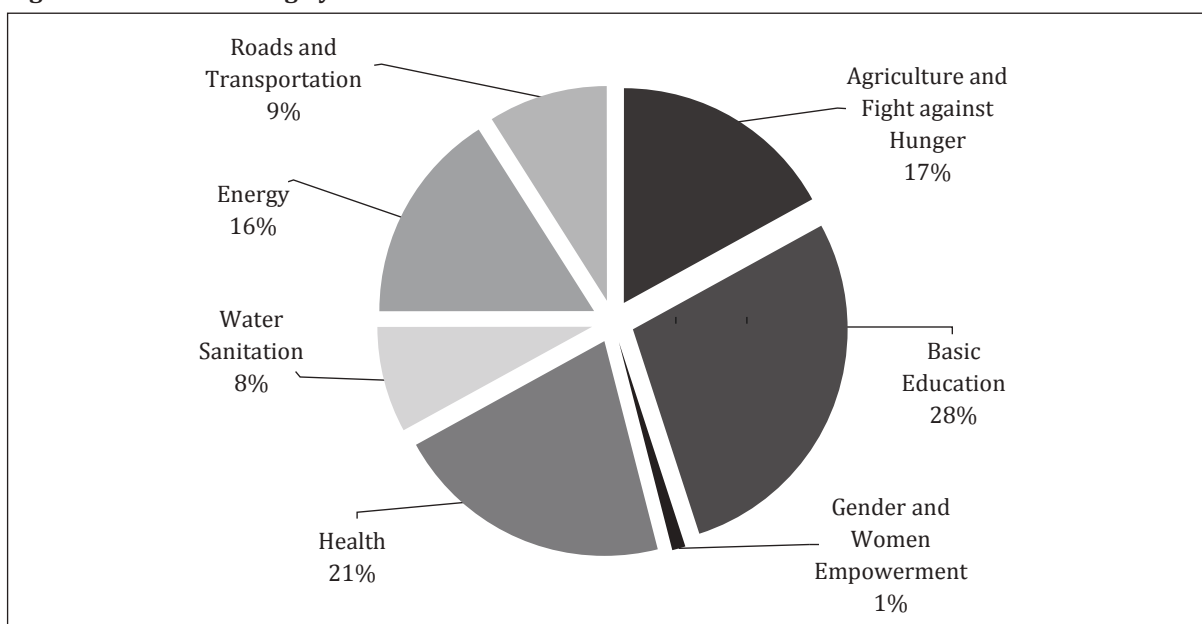
Source: République du Mali (2008).

In this connection, any costing exercise must consider the following:

- Adopting sectorial models;
- Identifying needed interventions;
- Specifying targets;
- Drafting interventions to be carried out at the sectorial level;
- Estimating resource requirements (human, financial and material);
- Strategy developments; and
- Auditing and arbitration.

For the MDGs, financing models were developed for the following sectors: agriculture and the fight against hunger, basic education, gender and female empowerment, health and the fight against HIV/AIDS, water and sanitation, energy, and roads and transport (Figure 1).

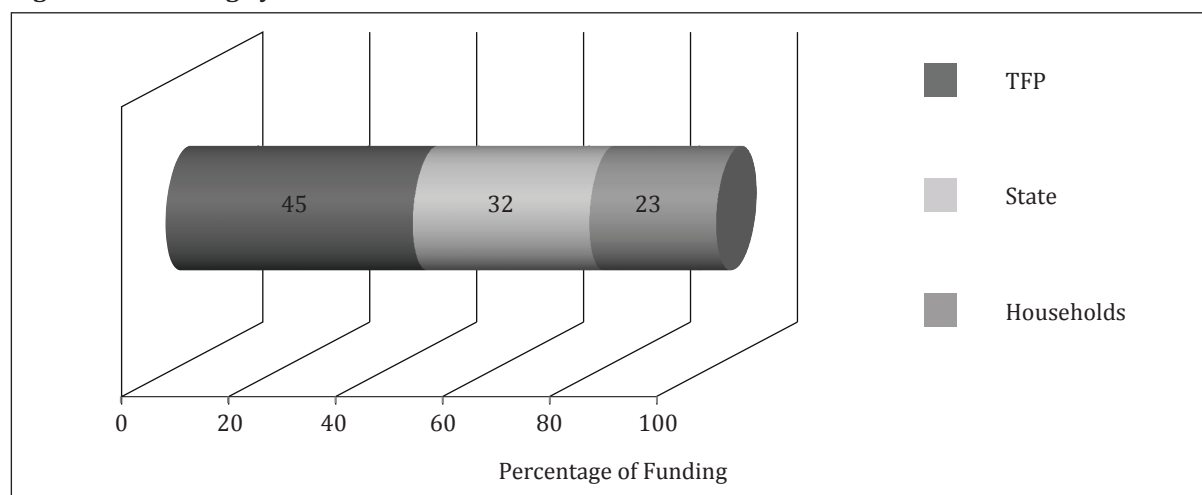
**Figure 1: MDG Financing by Sectors in Mali**



Source: République du Mali (2008).

Basic education and health together accounted for nearly half of the total costs associated with the MDGs. As shown in Figure 2, TFPs contributed the highest amount of funding (45 per cent), followed by

**Figure 2: Financing by Sources in Mali**



Source: République du Mali (2008).

the central government (32 per cent). Overall, domestic resources (the government and households) contributed 55 per cent of funding, therefore marginally outperforming external funding sources.

#### 4.2 Alternative Funding to ODA

Funding for development programmes in Africa is characterised by significant contributions by TFPs. Donors' shares in financing are often more important than governments' contributions. The need to resort to domestic financing is therefore one of the main challenges posed by SDG implementation. Like other countries, Mali needs to rely more on the central government budget to ensure sustainable funding for its development programmes. More efforts towards increasing resource mobilisation capacity and efficient use of domestic and international financial resources must be undertaken to overcome the sub-optimal mobilisation of domestic resources (for instance, the low share of tax revenue in GDP, which was up to 16.2 per cent in 2014) and the low predictability of ODA, especially since the country is facing increasing social spending needs due to high population growth (République du Mali, 2015). In addition, private sector input is constrained by a number of factors. First, while the funding of SDGs can have high social returns, it mainly generates only limited private returns. Second, while SDG timescales are lengthy or even intergenerational, financial interests are often short term (Hugon, 2015).

To reduce its dependence on ODA, Mali must first make more efficient use of funding from other sources. As a country of emigration, Mali receives substantial financial resources in the form of remittances, which have been shown to reduce poverty and improve social indicators. Greater consideration is needed of how to implement policies and mechanisms that make more effective use of remittances, which is a more important and stable funding source than ODA and foreign direct investment (FDI), in favour of SDG implementation.

Official estimates of total SDG implementation costs in Mali are still lacking. However, the CSCRIP forecasts that implementing the SDGs will cost approximately 3.44 trillion CFA Francs over the 2016-2018 period (République du Mali, 2015) (Table 2).

**Table 2: Budgetary Estimates for CREDD/SDGs**

| Priority Area   | Total Cost<br>2016-2018<br>(Billion CFA<br>Francs) | Total Share<br>(%) | Annual Mean<br>(Billion CFA<br>Francs) |
|---|--|--------------------|--|
| 1. Peace, national reconciliation and reconstruction in the north                   | 7.00   | 0.20               | 2.33                                   |
| 2. Defence and security   | 165.10   | 4.80               | 55.03                                  |
| <b>Sub-total for Axis 1: Peace, security and reconstruction of the north</b>        | <b>172.10</b>                                      | <b>5.00</b>        | <b>57.37</b>                           |
| 3. Public economy and finance   | 78.60  | 2.29               | 26.20                                  |
| <b>Sub-total for Axis 2: Macroeconomic stability</b>                                | <b>78.60</b>                                       | <b>2.29</b>        | <b>26.20</b>                           |
| 4. Rural development and food security  | 638.12   | 18.55              | 212.71                                 |
| 5. Environmental protection   | 37.02  | 1.08               | 12.34                                  |
| 6. Infrastructural development  | 377.16   | 10.97              | 125.72                                 |
| 7. Development of other growth sectors  | 81.70  | 2.38               | 27.23                                  |
| <b>Sub-total for Strategic Area 1: Inclusive economic growth and sustainability</b> | <b>1,134.00</b>                                    | <b>32.97</b>       | <b>378.00</b>                          |
| 8. Skills development   | 1,084.43   | 31.53              | 361.48                                 |
| 9. Development of basic social services   | 457.17   | 13.29              | 152.39                                 |
| 10. Social development, solidarity and humanitarian action                          | 151.86   | 4.42               | 50.62                                  |

(Table 2 contd.)



(Table 2 contd.)

| Priority Area   | Total Cost<br>2016-2018<br>(Billion CFA<br>Francs) | Total Share<br>(%) | Annual Mean<br>(Billion CFA<br>Francs) |
|---|--|--------------------|--|
| <b>Sub-total for Strategic Area 2: Social development and access to basic social services</b> | <b>1,693.46</b>                                    | <b>49.24</b>       | <b>564.49</b>                          |
| 11. Transparency, development and coordination of public policies                             | 85.39  | 2.48               | 28.46                                  |
| 12. Institutional development   | 269.65   | 7.84               | 89.88                                  |
| 13. International relations   | 6.20   | 0.18               | 2.07                                   |
| <b>Sub-total for Strategic Area 3: Institutional development and governance</b>               | <b>361.24</b>                                      | <b>10.50</b>       | <b>120.41</b>                          |

Source: République du Mali (2015).

## 5. Partnership, Stakeholder Participation and Institutional Arrangements

The SDGs are a transformational framework that requires an equivalent institutional transformation. Notably, they attach great importance to effective partnership between relevant stakeholders, especially between government, civil society and the private sector. Building partnerships as a means of implementation is an integral part of SDG 17. Although stakeholders have different roles, their actions can only bring real change if there are effective partnerships between them. Building partnerships involves the establishment of appropriate fora and consultations.

The establishment of an SDG monitoring committee, which involves representatives of all stakeholders including the central government, civil society and the private sector, should be part of these development partnerships. In addition, as was the case for the MDGs, sector experts from various ministries could be in charge of data collection facilitation and statistical production for their respective sectors. These sector experts would benefit from meeting either during or between periodic reviews.

CSOs play an important role in both implementation and monitoring. However, their effectiveness and efficiency are constrained by a number of factors. CSOs are grouped into two leading institutions: one, the National Council of Civil Society (CNCS), is considered to be close to the government, while the other, the Forum of Civil Society Organizations (FOCS), is considered to be close to TFPs. Competition between these two institutions is not always wholesome, and a certain form of clientelism appears evident between the government, TFPs and CSOs. As a result, the allocation of funding and implementation of development projects are not always made on the basis of competence, capability and specialisation. Weak governance of CSOs, undemocratic choices of leaders, unsystematic monitoring and evaluations of activities, and a lack of transparency and financial auditing are also constraints.

In the context of the MDGs, UNICEF Mali established a number of partnerships. In addition to partnering with the government, UNICEF Mali developed strategic partnerships with various stakeholders, including CSOs, the media, enterprises, other UN agencies, funds, projects and programmes, and the private sector.

Taking advantage of the Fast Track Initiative on Education for All, UNICEF has collaborated intensely with the government through the Ministry of Education, Literacy and National Languages and the Malian community of donors. It has also coordinated technical and financial support for education. Resources mobilised from partners, such as the European Union (EU), have enabled a number of initiatives and helped in advocating the importance of child nutrition (UNICEF Mali, 2015b).

Partnerships with CSOs have been developed on the basis of the terms and conditions contained within a purpose-designed UNICEF document, the 2009 Guidelines on UNICEF's Programme Cooperation

Agreements and Small Scale Funding Agreements with Civil Society Organisations (UNICEF Mali, 2015a). Relevant agreements include Programme Cooperation Agreements, Small Scale Funding Agreements, Special Services Agreements, and a Memorandum of Understanding.

Collaboration with the private sector is realised through corporate social responsibility (CSR) agreements. In Mali, CSR is in its infancy, with UNICEF Mali, in collaboration with the Ministry of Industry, Investment and Commerce, seeking to assess the capacity and potential for CSR partnerships in the country (UNICEF Mali, 2015c).

Moreover, the government and TFPs can develop innovative and technological solutions for the poor using PPPs. Such partnerships can achieve progress in health and education, rural development, and the development of small and medium-sized enterprises.

The MDGs benefited from strong mobilisation of youth in Mali at both the national and sub-regional levels. The Pan-African Youth Leaders Network of the United Nations for the Achievement of the Millennium Development Goals (ROJALNU-OMD) demonstrated its ability to mobilise and work together with high-level national authorities and other CSOs through:

- The 4th Pan-African Youth Leadership Summit, under the theme of youth unemployment in the post-2015 UN agenda, which was co-chaired by the Malian and Senegalese Presidents and involved the participation of several ministers and First Ladies from across Africa;
- A “sensitisation caravan”, from Ouagadougou, Burkina Faso to Dakar, Senegal via Sikasso and Bamako in Mali, conducted under the theme of peace in an integrated area for achieving the MDGs and held in collaboration with the National Youth Council of Mali (CNJ-Mali); and
- The National Youth Conference on the MDGs, held by the Malian section of ROJALNU-OMD in collaboration with CNJ-Mali, that assessed progress made, set priorities for the post-2015 period and suggested proposals for the realisation of 200,000 jobs for the next five years (as promised by the President).

The UNDP provides technical and financial support to a range of stakeholder efforts and initiatives. For example, the UNDP provided financial support to MDG costing, the workshop for technical validation of the CSCR and annual reviews of the CSCR. It collaborates with civil society through specific development projects at the national, regional and local levels. As a result of the 2012 crisis, the UNDP has strengthened its presence in Mali by providing technical support, through the relevant ministries, in the area of national reconciliation and transitional justice. It also works on projects that promote social cohesion and intra- and inter-community dialogue.

## **6. Capacity of the SSN and Other Data-related Issues**

Effective monitoring and evaluation of the SDGs and their targets are extremely important and require a true ‘data revolution’. The challenge for the SSN is to provide data and tools that measure progress at the global, national and local levels.

In Mali, the SSN comprises INSTAT, with its regional and local branches, and CPSs within ministries. INSTAT, which is the central institution in the SSN, is heavily focused on surveys, which are often funded by external sources instead of the government. Further, it produces few studies on the country’s economic situation and few statistics beyond the national accounts. Only some statistics for MDG indicators were produced. The same could happen with the SDGs.

Implementation of the first Statistics Master Plan (SDS 2006-2010), through its associated action plan, strengthened some aspects of the SSN. However, a study, ‘Diagnosis of the National Statistical System’, conducted in September 2013 revealed weaknesses in statistical production. Among these weaknesses were: some of the provisions of the African Union’s African Charter on Statistics had not been translated into domestic law; the non-functionality of the Coordinating Committee for Statistics and Information

(CCSI) and its sub-committees (established by the SDS 2006-2010); inadequate human, material and financial resources across the SSN; and insufficient standardisation of concepts and quality standards (République du Mali and Fonds Européen de Développement, 2014). The succeeding Statistics Master Plan (SDS 2015-2019) and its action plan should address these shortcomings. The overall objective of the new SDS is “to provide the country with an efficient National Statistical System, and a suitable legal and organisational framework and adequate resources, able to produce, analyse and disseminate quality data covering the needs of different users.” Specifically, it aims to improve the management of the SSN, strengthen capacity, improve the production of statistics, develop analysis capacity, and improve the dissemination and promote use of statistical data (République du Mali, 2014). Further, the new action plan involve 55 surveys over its respective period, which should increase the availability of statistical data for monitoring and evaluating SDGs and their targets (see Appendix Table 1).

The total cost of implementing the action plan is estimated at over 70 billion CFA Francs, which is to be financed by the government (50.4 per cent), TFPs (48.9 per cent) and local authorities (0.7 per cent) (Table 3). Much of the action plan is scheduled for completion in 2015 (18.5 per cent) and 2016 (35.1 per cent) – success will rapidly increase the capacity of the SSN and supply of statistical data relevant to the early years of the SDGs (République du Mali, 2014).

**Table 3: Financing SDS 2015-2019 Strategic Areas**

(Million CFA Francs)

| Component         | 2015             | 2016             | 2017             | 2018-2019        | Total            | %            |
|-------------------|------------------|------------------|------------------|------------------|------------------|--------------|
| Government        | 7,847.89         | 8,598.53         | 6,239.03         | 12,641.04        | 35,326.49        | 50.4         |
| Local authorities | 175.00           | 103.00           | 80.00            | 159.00           | 517.00           | 0.7          |
| TFPs              | 5,021.99         | 15,895.82        | 4,443.29         | 8,876.08         | 34,237.18        | 48.9         |
| <b>Total</b>      | <b>13,044.88</b> | <b>24,597.35</b> | <b>10,762.32</b> | <b>21,676.12</b> | <b>70,080.67</b> | <b>100.0</b> |

INSTAT and CPSs suffer from insufficient human resources. This insufficiency can be explained by the halting of diploma-level training, the lack of skills training, career plans and an incentive system based on performance, as well as difficulties in achieving internal promotion. However, it is important to highlight the significant mobilisation of TFPs. For instance, TFPs created the Statistics Group in 2007 to meet commitments and enabled a stronger commitment by Malian authorities. Between 2007 and 2009, over 70 per cent of total statistical operations were conducted by TFPs, including the EU and Swedish International Development Cooperation Agency (SIDA) (République du Mali and Fonds Européen de Développement, 2014).

An analysis of training needs in statistics revealed (République du Mali and Fonds Européen de Développement, 2014):

- A strong demand for quality national statistical data for the purposes of (i) monitoring development programme needs (including the CSCR, CREDD, MDGs and SDGs); (ii) the forthcoming adoption of results-based management; and (iii) international comparison.
- A low number of statisticians working in the SSN, with only 201 out of 250 posts (80.1 per cent) filled in INSTAT and CPSs and of these only 23 agents (11.5 per cent) have statistics-based profiles. In CPSs, only three have statistics-based profiles, out of total 42 statistical engineers.<sup>4</sup>
- Non-statisticians being recruited into statistical positions, often meaning that statistical roles are filled by accountants or economists. There are a total of 178 agents without statistics-based profiles, with only 11 out of 94 mid-level managers, and seven out of 90 senior managers having received initial training in statistics per cent.
- The lack of an incentive-based remuneration system for SSN agents, with civil servants receiving low wages and rarely achieving bonuses or allowances, which in turn makes the jobs unattractive to statistics graduates.

<sup>4</sup>Only 42 out of the 60 positions are filled.

- A lack of trust from TFPs in the quality of statistics produced by the SSN. There are issues with the quality of outputs (including errors and a lack of independence), data producers with limited knowledge of technical and methodological instruments and tools, insufficient use of TFPs (such as the Economic and Statistical Observatory for Sub-Saharan Africa [AFRISTAT]), demotivated employees who are mostly interested in surveys funded by donors.

In 2011, it was estimated that INSTAT needed an additional 31 individuals, specifically 15 statistical engineers and 16 statistical technicians (Table 4).

**Table 4: INSTAT Human Resource Needs in 2011**

| <b>Division</b>   | <b>Number of Statistical Engineer Needed</b> | <b>Number of Statistical Technicians Needed</b> |
|---|--|---|
| Coordination and Technical and Institutional Cooperation Unit | 1  | 1   |
| Census and Demographic and Social Statistics Division         | 0  | 4   |
| National Accounts Division                                    | 5  | 5   |
| Industrial and Business Statistics Division                   | 1  | 0   |
| Financial Statistics and Services Division                    | 2  | 2   |
| Economic Statistics Division                                  | 1  | 2   |
| Economic Studies and Analysis Division                        | 2  | 1   |
| Applications Development and Database Management Division     | 2  | 1   |
| Research and Standardization Division                         | 1  | 0   |
| <b>Total</b>  | <b>15</b>                                    | <b>16</b>                                       |

The SSN Agents Training Strategy is a result of the analysis of training needs. It includes an initial training component that involves the creation of a statistical school in Mali and financial support to Malian students in African statistical schools and the Institute for Demographic Training and Research (IFORD). A development component involves graduate studies for non-statisticians and training of SSN agents. Finally, a mentoring component involves support for drawing up methodological manuals and improving the professional learning of young statisticians. The total cost of the implementation of this strategy during the 2011-2016 period was just over 2 billion CFA Francs (République du Mali and Fonds Européen de Développement, 2014).

Much data are available from INSTAT (especially micro-data, including from the census), CPSs (all of which have a statistical yearbook or annual report) and national directorates (including those for industry and agriculture). Observatories also produce some specific data. For example, data on decent work are produced by the National Observatory of Employment and Training (ONEF) and data on agricultural market rates and prices are produced by the Agricultural Market Observatory (OMA). These institutions publish surveys, reports and the like that are potential data sources that can be used to monitor progress made on the SDGs.

## **7. Conclusion and Recommendations**

The analysis presented in this paper leads to a series of key recommendations to promote successful SDG implementation in Mali.

To ensure timely SDG implementation and avoid the delays that were associated with the MDGs, it is necessary for the central government to draft a national SDG implementation action plan as soon as possible.

In order to ensure the full participation of all stakeholders, especially civil society, it is crucial to:

- Strengthen the capacity of civil society in implementing projects and programmes as well as monitoring and reporting the SDG progress;
- Ensure the application of good governance principles within CSOs; and
- Systematically evaluate the implementation of projects and programmes by CSOs.

The inadequacy of ODA necessitates the need to explore innovative mechanisms for domestic or external financing. In particular, it is vital that mechanisms are developed which enable more effective use of remittances from migrants for reducing poverty and improving social indicators.

To be more effective in its coordinating role, the CT-CSLP needs to be revitalised by strengthening its capabilities. In terms of institutional anchoring, it should be attached to either the prime minister or (at least) the Ministry of Planning. Further, it should have greater synergy with the DNPD, establish performance contracts with ministries and adopt the principle of results-based management.

To benefit from the full amount of allocated funding, it is necessary to enhance the government's disbursement capacity. Development cooperation best practices, such as direct co-development, must be adopted and greater synergy should be realised between TPFs to avoid under-funding sectors.

To attract and maintain qualified and experienced staff in the SSN, ongoing institutional reforms must be completed, including the adoption of a settlement agreement between INSTAT and the Ministry of Economy and Finance. Further, more attractive remuneration and a performance contract between the government and INSTAT that specifies objectives, expected results and budget allocations are needed.

In order to allow think tanks and the research community to play a greater role and to supplement the few publications that INSTAT currently produces, micro-data from the SSN need to be better disseminated to the public and made available to researchers and academics.

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## Appendix

Appendix Table 1: Surveys to be Undertaken during the 2015-2019 Period

| No. | Survey   | Year | Institution(s)        | Cost<br>(Million CFA) |
|-----|--|------|-----------------------|-----------------------|
| 1   | Survey of satisfaction of services provided by local authorities | 2015 | CPS/SATFPSI           | 60                    |
| 2   | Census of Malians from outside                                   | 2015 | CPS/SCI               | 2,000                 |
| 3   | General Census of Agriculture and Livestock                      | 2015 | CPS/SDR               | 10,200                |
| 4   | Survey on fish production  | 2015 | CPS/SDR               | 1,500                 |
| 5   | Forage biomass assessment survey                                 | 2015 | CPS/SDR               | 200                   |
| 6   | Census of agricultural materials                                 | 2015 | CPS/SDR               | 200                   |
| 7   | Survey on vegetable production                                   | 2015 | CPS/SDR               | 170                   |
| 8   | Survey on the perception of the population on justice            | 2015 | CPS/SJ                | 60                    |
| 9   | Survey on traditional gold mining (gold panning)                 | 2015 | CPS/SME               | 50                    |
| 10  | Survey on consumption of wood and charcoal                       | 2015 | DNEF                  | 100                   |
| 11  | Survey on the collection and use of non-wood forest products     | 2015 | DNEF                  | 50                    |
| 12  | Census of groundwater points                                     | 2015 | DNH                   | 736                   |
| 13  | Survey to estimate livestock production losses                   | 2015 | DNPIA                 | 230                   |
| 14  | Domestic slaughter survey  | 2015 | DNPIA                 | 74                    |
| 15  | Survey on the organisations of the social and solidarity economy | 2015 | DNPSES                | 52                    |
| 16  | Modular and Permanent Household Survey                           | 2015 | INSTAT                | 500                   |
| 17  | SMART Nutritional Survey   | 2015 | INSTAT                | 150                   |
| 18  | Survey on Child Labour   | 2015 | INSTAT                | 100                   |
| 19  | Follow-up survey of agricultural markets                         | 2015 | OMA                   | 200                   |
| 20  | Agricultural Situation Survey                                    | 2016 | CPS/SDR               | 300                   |
| 21  | Survey on household living standards                             | 2016 | CPS/SDR               | 200                   |
| 22  | Survey on vegetable production                                   | 2016 | CPS/SDR               | 170                   |
| 23  | Survey of citizens' access to NTICS                              | 2016 | CPS/SETC              | 200                   |
| 24  | Survey on target groups for social development                   | 2016 | DNDS                  | 50                    |
| 25  | Survey on dairy production                                       | 2016 | DNPIA                 | 345                   |
| 26  | Survey to estimate livestock production losses                   | 2016 | DNPIA                 | 115                   |
| 27  | Census of Economic Units   | 2016 | INSTAT                | 7,000                 |
| 28  | Survey on the Informal Sector                                    | 2016 | INSTAT                | 1,600                 |
| 29  | Modular and Permanent Household Survey                           | 2016 | INSTAT                | 500                   |
| 30  | SMART Nutritional Survey   | 2016 | INSTAT                | 150                   |
| 31  | Follow-up survey of agricultural markets                         | 2016 | OMA                   | 200                   |
| 32  | Survey of satisfaction of services provided by local authorities | 2017 | CPS/SATFPSI           | 60                    |
| 33  | Agricultural Situation Survey                                    | 2017 | CPS/SDR               | 300                   |
| 34  | Survey on household living standards                             | 2017 | CPS/SDR               | 200                   |
| 35  | Survey on vegetable production                                   | 2017 | CPS/SDR               | 170                   |
| 36  | Survey of abuses committed by law enforcement agencies           | 2017 | CPS/SJ                | 150                   |
| 37  | Demographic and Health Survey (DHS) sixth edition                | 2017 | CPS/SSDSPF,<br>INSTAT | 950                   |
| 38  | Multiple Indicator Cluster Survey (MICS)                         | 2017 | CPS/SSDSPF,<br>INSTAT | 750                   |
| 39  | Census of Industries   | 2017 | DNI                   | 90                    |
| 40  | Survey on poultry production                                     | 2017 | DNPIA                 | 176                   |

(Appendix Table 1 contd.)



(Appendix Table 1 contd.)

| No. | Survey                                   | Year | Institution(s) | Cost<br>(Million CFA) |
|-----|--|------|----------------|-----------------------|
| 41  | Consumption Budget Survey                | 2017 | INSTAT         | 1,600                 |
| 42  | Modular and Permanent Household Survey   | 2017 | INSTAT         | 500                   |
| 43  | SMART Nutritional Survey                 | 2017 | INSTAT         | 150                   |
| 44  | Follow-up survey of agricultural markets | 2017 | OMA            | 200                   |
| 45  | Agricultural Situation Survey            | 2018 | CPS/SDR        | 300                   |
| 46  | Survey on vegetable production           | 2018 | CPS/SDR        | 170                   |
| 47  | Modular and Permanent Household Survey   | 2018 | INSTAT         | 500                   |
| 48  | SMART Nutritional Survey                 | 2018 | INSTAT         | 150                   |
| 49  | Follow-up survey of agricultural markets | 2018 | OMA            | 200                   |
| 50  | Agricultural Situation Survey            | 2019 | CPS/SDR        | 300                   |
| 51  | Survey on vegetable production           | 2019 | CPS/SDR        | 170                   |
| 52  | General Census of Population and Housing | 2019 | INSTAT         | 10,000                |
| 53  | Modular and Permanent Household Survey   | 2019 | INSTAT         | 500                   |
| 54  | SMART Nutritional Survey                 | 2019 | INSTAT         | 150                   |
| 55  | Follow-up survey of agricultural markets | 2019 | OMA            | 200                   |

**Appendix Table 2: SDG Goals and Targets Prioritised in Mali**

| Goal   | Targets                       |
|--------|-------------------------------|
| SDG 1  | 1.1-1.5<br>1.a                |
| SDG 2  | 2.1-2.5<br>2.a                |
| SDG 3  | 3.1-3.4<br>3.7-3.8<br>3.a-3.d |
| SDG 4  | 4.1-4.2, 4.4-4.5<br>4.a-4.c   |
| SDG 5  | 5.1-5.6<br>5.a-5.c            |
| SDG 6  | 6.1-6.2, 6.4-6.6<br>6.b       |
| SDG 7  | 7.1-7.3                       |
| SDG 8  | 8.1, 8.3<br>8.5-8.10          |
| SDG 9  | 9.1-9.3, 9.5<br>9.c           |
| SDG 10 | 10.1-10.4,<br>10.7            |
| SDG 11 | 11.1-11.6<br>11.a             |
| SDG 12 | 12.2, 12.5<br>12.b            |
| SDG 13 | 13.1<br>13.b                  |
| SDG 15 | 15.a-15.b                     |

(Appendix Table 2 contd.)

(Appendix Table 2 contd.)

| <b>Goal</b>  | <b>Targets</b>  |
|--------------|---|
| SDG 16       | 16.1-16.7, 16.9<br>16.a                                 |
| SDG 17       | 17.1, 17.3-17.4<br>17.8, 17.10<br>17.15, 17.17<br>17.19 |
| <b>Total</b> | <b>96</b>   |

**Note:** Details of the Goals and Targets are available at: [http://www.un.org/ga/search/view\\_doc.asp?symbol=A/RES/70/1&Lang=E](http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/70/1&Lang=E)



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**Southern Voice**  
2015 On Post-MDG International Development Goals

**Website:** [www.southernvoice.org](http://www.southernvoice.org)  
**E-mail:** [info@southernvoice.org](mailto:info@southernvoice.org)

**Secretariat:**



**Centre for Policy Dialogue (CPD)**

House - 6/2 (7th & 8th floors), Block - F

Kazi Nazrul Islam Road, Lalmatia Housing Estate

Dhaka - 1207, Bangladesh

Telephone: (+88 02) 58152779, 9141734, 9141703, 9126402 & 9143326

Fax: (+88 02) 48110414; E-mail: [info@cpd.org.bd](mailto:info@cpd.org.bd)

Website: [www.cpd.org.bd](http://www.cpd.org.bd)