

National Democratic Institute's Programme on Strengthening Women's Participation in Political and Decentralisation Processes in Burkina Faso

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and Social Development**

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Acronyms and Abbreviations

ADF/RDA	Alliance pour la Démocratie et la Fédération /Rassemblement Démocratique Africain (ADF/RDA)
AMBF	Association des Municipalités du Burkina Faso
CAO	Centre Afrique Obota
CBDF	Centre Burkinabè pour les Droits de la Femme
CDP	Congrès pour la Démocratie et le Progrès
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CGD	Centre pour la Gouvernance Démocratique
CSO	Civil Society Organisation
FGM	Female Genital Mutilation
MBDHP	Mouvement Burkinabè des Droits de l'Homme et des Peuples
MPs	Members of Parliament
MPS/PS	Mouvement du Peuple pour le Socialisme /Parti Fédéral
NDI	National Democratic Institute
NGO	Non-governmental organisation
OECD	Organisation for European Cooperation and Development
ONG	Organisation Non-gouvernementale
PAI	Parti Africain pour l'indépendance
PAREN	Parti de la renaissance nationale
PDP/PS	Parti pour la Démocratie et le Progrès /Parti Socialiste
PDS	Parti pour la Démocratie et le socialisme
PRSP	Poverty Reduction Strategy Plan
RECIF/ONG-BF:	Réseau de Communication, d'Information et de Formation des Femmes dans les ONG au Burkina Faso
Sida	Swedish International Development Assistance
UNDD	Union nationale pour la démocratie et le développement
UNIR/MS	Union pour la Renaissance/Mouvement Sankariste
USAID	United States Assistance for International Development

1 Executive Summary

This chapter introduces the synopsis of the evaluation, purpose and methodology, the main findings and evaluative conclusions, lessons learned, and recommendations.

1.1 Synopsis of the Evaluation, Purpose and Methodology

Sida has been supporting the National Democratic Institute for International Affairs (NDI) programme “Strengthening Women’s political participation in Political and Decentralisation processes in Burkina Faso” since 2005. In a decision from 12 October 2005, Sida states that an evaluation of the three year support to the programme should be undertaken.

The objective of this evaluation is thus to assess the programme against the OECD/DAC Evaluation Criteria that is – relevance, effectiveness, efficiency, impact and sustainability.

The overall purpose of the evaluation is a learning opportunity both for NDI and Sida, and should ultimately provide an input for Sida’s decision-making process with regard to possible future contribution to NDI.

The Evaluation was carried out by Sarah Forti as Team Leader and Adiza Ouando Lamien, Team member. A first mission was organised for data collection in Ouagadougou and Bobo-Dioulasso and a final validation workshop was held with the main stakeholders of the programme in Ouagadougou.

The methodology used for data-collection was as follows:

- Desk study and document reviews of all NDI analytical reports, training reports, training material and NDI-Sida correspondence.
- Email questionnaire sent to NDI Washington and NDI Burkina Faso.
- Semi-structured interviews and meetings with key informants, stakeholders and external experts.
- Focus-group discussion with a sample of beneficiaries of NDI training activities at national and decentralised level in Ouagadougou and Bobo-Dioulasso

The list of persons met and the respective interview methods used can be found in more details in Annex 2.

- The data was then analysed and consolidated into a draft report
- The draft report was submitted for comments and amendments to Sida and NDI.
- During the validation workshop, a presentation of the draft reports’ key elements was made and oral and written comments received and subsequently integrated into this final report.

1.2 Main Findings and Evaluative Conclusions

This section presents the main findings related to the evaluation’s *general questions*. Following the increase in the number of elected women, NDI work on the assumption that the programme would generate a greater critical mass of female political leaders committed to addressing social development issues. Whereas “non-discrimination” and “participation of women” are important and necessary steps in securing Gender equality, what constitute the linkage between non-discrimination and poverty reduction is a *substantive* focus, beyond the *quantitative* participation, on the reduction of structural inequalities and social justice for women and men.

With regard to the *relevance* of the programme, the objectives have been clearly responding to a well-known gap and dire need for training in this specific field. The programme used considerable participatory approaches whilst remaining politically and financially neutral. These were relevant and pertinent strategies given the country's complex and sensitive elections context. Further, the relevance of the programme in relation to Burkina Faso's political vision is evidenced by the objectives and strategies of the programme furthering Burkina Faso's international commitments such as CEDAW, the MDGs and the strategic objectives of the national poverty reduction strategy, CSLP.

As to the *effectiveness* of the programme, NDI does have a monitoring and evaluation system in place that can identify whether objectives have been effectively reached. Indeed the objectives have been reached in accordance with the indicators specified in the original project document of 2005. However, the objectives and indicators as currently elaborated tend to capture mainly quantitative results and activities undertaken. Although the programme did set itself realistic targets in order to ensure their effective fulfilment, it is regrettable that important lessons learned and qualitative effects are not captured nor critically analysed in the analytical reports. In spite of the short time frame and the lack of qualitative and poverty reduction related objectives and indicators, the evaluation team was able to identify certain results and direct effects of the training. For instance, specific changes occurred at personal level in terms of women's empowerment and at community level for the individuals that were already engaged in the development of their communities. Regrettably, such best practices and critical learning data were insufficiently captured in the current analytical reports. In the same way, the criteria used to choose both participants and partners follow the targeted audience foreseen by the programme document, which include a broad variety of stakeholders following a highly participatory approach. Whereas such inclusionary strategy seemed to have been effective in i) ensuring NDI non-partisan and inclusionary reputation and ii) addressing potential resistance from recalcitrant stakeholders in this first phase, it might not be sufficiently effective and strategic in future with a higher demand in training.

With regard to *the results and possible impact* of the programme, the substantive difference the programme made at political and legislative level can be identified in i) a unanimously recognised improvement of intra-party's political dialogue, ii) a clear understanding that the political participation of women could be a precious election asset, iii) advances made in relation to the 30% quota legislation and consequently iv) advances towards equality (at least in numbers) in political participation at national and local level between women and men.

With regard to having a substantive contribution on the poorest's lives, on women's rights situations and gender inequalities in the poorest strata of the population, the programme made a difference in creating forums of discussion where citizens (or their representatives) could voice their concerns. However, i) given the limited time frame of the programme and the early stages of election processes and ii) the fact that poverty reduction was neither part of the objectives of the programme, nor part of its indicators, the impact on the poorest cannot be measured at this stage.

The programme deals both with elected members who are fully engaged in the fight against poverty, gender inequalities and the fight against corruption and others that are less engaged or who can't quite grasp these linkages. Results and impact on poverty reduction, structural and gender inequalities is intrinsically linked to the degree of commitment to change the participants are ready to assume. NDI works on the assumption that by increasing the number of women – that are more likely than men to address social issues – these issues stand greater chance to be addressed. The evaluation team found that when the individual commitment to address poverty, structural inequalities and gender inequalities is absent, results and impact are not visible beyond the increase in number of women participating in politics and the improvement of their personal career and skills. Thus, without such individual commitment, *substantive* and qualitative changes in Burkinabe's society towards the reduction of gender and structural inequalities are unlikely to occur.

With regard to *efficiency*, compared to current alternatives, NDI is in a unique position in terms of combining the use of local NGO expertise and remaining external and neutral to internal political parties' interests. By choosing to collaborating with and supporting local expertise, NDI has succeeded in anchoring its action within Burkinabe's civil society while ensuring a cost-efficient strategy compared with the use of internationally-based expertise. In terms of weaknesses, NDI's human and financial resources are limited. This means that NDI will be limited in its capacity to respond to the increasing demand and dire need for training in this particular field, especially in view of the likely application of the 30% quota legislation.

Finally as to *sustainability*, although the main challenge to the sustainability of the training is the considerable turnover of elected representatives, NDI succeeded in maintaining a core participant group to regularly attend the training sessions. Whereas the sustainability of the programme activities cannot be fully ensured given the nature of the training activities, NDI could nevertheless improve this aspect by providing Trainings of Trainers, re-usable pedagogical material and by ensuring sustainability is captured in the monitoring systems with relevant indicators.

1.3 Lessons Learned

Lessons learned are presented as findings and conclusions that may be generalised beyond the evaluated intervention into a wider perspective, as follows:

- The implementation of inclusion/participatory approaches, are an important first step towards democratisation processes but do not necessarily guarantee a *qualitative* and *substantive* impact, beyond an increase in numbers and representation, on the reduction of structural and gender inequalities, social justice and poverty.
- Contributing to increasing women's quantitative participation in political processes fulfils women's civil and political rights per se, and should be highlighted as the programme's main achievement and good practice. However, if rights-based approaches to development are limited to the fulfilment of the principle of non-discrimination and limited to a three-year programme duration, *substantive* impact on structural and gender inequalities, social justice and poverty may not be achieved.
- The concepts of rights, like gender, development and democracy are not neutral concepts and may capture different aspects of poverty according to the different *political* interpretations and perspectives in which they are being used.
- While strengthening democratic processes through technical tools have direct effects in improving the technical capacity and communication/dialogue skills of the participants to the training courses, there is a sense that programmes may risk merely polishing the façade of democracy without reaching concrete changes in terms of corruption, power relations, structural and gender inequalities unless these are more explicitly addressed.
- Involving men in an essentially women-focused project should be noted as a good practice and may indeed need to be further explored, beyond men's participation to the training sessions. Since the advancement of women and Gender Equality is as much dependent on women as it is on men, considering men's changing roles and masculinities – e.g. challenging standard definitions of men and traditional roles towards the reduction of structural, gender and social inequalities would seem pertinent.
- Women's rights and gender equality within the context of democratisation processes in developing countries need to be understood within a holistic perspective of societal changes towards making a difference to the poorest women and men, rather than reproducing existing patterns of social inequalities and corrupted practices.

1.4 Recommendations

The recommendations below are in the form of proposals in view of a possible continued support of the programme:

- 1 The Evaluation team recommends that the encouraging advances achieved in this programme at quantitative level, should be capitalised in a second phase of the programme at qualitative level towards concrete changes in structural and gender inequalities towards poverty reduction.
- 2 Thus if a second phase is accepted, the objectives of the programme should be reformulated in order to explicitly focus on the qualitative impact of women's participation in political processes at national and decentralised level. The objectives should explicitly address poverty reduction, structural and gender inequalities, towards fighting the widespread corruption. Concrete changes and qualitative impact linking gender equality and poverty reduction could be for example: i) at national level, relevant legislative reforms in line with the fulfilment of CEDAW commitments and ii) at local level, concrete measures and community projects targeting the basic needs and strategic interests of poor women and changes in male roles and masculinities towards power and resources' control sharing to reduce structural and gender inequalities. Further, they should also explore ways in which women across all political parties, could contribute to a change in the political culture, for instance, in promoting cross-party agreements on "rules of the game" addressing issues such as excessive clientelism and non-transparency, starting at local level.
- 3 If in-depth societal changes are to be achieved beyond numbers and beyond a democratic façade of society, it is proposed that "agents of change" be targeted and integrated into future programme activities. Given the broad knowledge of key actors at national and local level, NDI should be in a position to gather sufficient relevant data through a baseline study, to identify potential "agents of changes". These should be individual that are committed towards producing concrete changes in power relations towards poverty reduction and who are in the strategic position to have such influence.
- 4 To the extent possible, activities related to individual coaching and mentorship should be privileged in the next phase and focus on how elected women can make a difference in addressing (poor) women's basic needs and strategic interests, in reducing structural and gender inequalities at decentralised level and at national level.
- 5 Adequate outcome and impact indicators targeting concrete changes in poverty reduction need to be elaborated and monitoring reports need to include critical analyses on substantive outcomes. The monitoring system should include a relevant Quality Assurance plans and be adequately budgeted.
- 6 NDI's Burkina Faso human and financial resources should be increased for Ouagadougou and Bobo-Dioulasso in order to address the possible increase in demand for training (if the 30% quota legislation is implemented), the increased coaching activities and possible expansion of the programme to the poorest Eastern Region. NDI's centre in Bobo-Dioulasso has visible insufficient and poorly diversified documentation available on its bookshelves which the evaluation team inspected. It should therefore be better documented, ensuring the availability of sufficient and diversified women's human rights, democratisation and poverty reduction related books and documentation to the targeted audience. Since the major focus of the possible second phase will be impact on poverty reduction, it would be relevant and effective that NDI have an equivalent presence and base in the poorest region of the country that is the Eastern Region of Burkina Faso. This would enable NDI to effectively and efficiently pursue coaching and regular training activities to the poorest region and fulfil a well-known dire need for support to the democratisation and poverty reduction process.

- 7 The cooperation and institutional support to CBDF should be continued in the second phase. It should be pertinently geared to the objectives of the second phase. The successful cooperation with the other relevant partners and NGOs working in the field of democratisation and human rights should also be continued with a strengthened focus on concrete and tangible changes in the reduction of gender and structural inequalities and poverty.
- 8 If in-depth societal changes and impact are expected to be achieved in the second phase, then the programme should be extended under a sufficiently broad period of time to enable such changes to occur and be adequately measured. For these reasons and in line with Sida's current practice on the duration of programmes targeting social changes, the evaluation team would like to recommend that the next phase is implemented over a period of 5 years.
- 9 Coordination and inputs with other interested donors within the Donor Gender Fund should be pursued on matters of substance.

2 Introduction

This chapter introduces the background and overall purpose of the evaluation, its criteria and key questions as well as the structure of the report.

2.1 Background and Overall Purpose of the Evaluation

Sida has been supporting the National Democratic Institute for International Affairs (NDI) programme "Strengthening Women's political participation in Political and Decentralisation processes in Burkina Faso" since 2005. In a decision from 12 October 2005, Sida states that an evaluation of the three year support to the programme should be undertaken.

The objective of this evaluation is thus to assess the programme against the OECD/DAC Evaluation Criteria that is – relevance, effectiveness, efficiency, impact and sustainability.

The overall purpose of the evaluation is a learning opportunity both for NDI and Sida and should ultimately provide an input for Sida's decision-making process with regard to possible future contribution to NDI.

2.2 Evaluation Criteria and Key Questions

The following table shows the key evaluation questions and gender issues against each of the five OECD/DAC evaluation criteria.

OECD/DAC Criteria	Evaluations questions	Key gender issues
General questions	Would NDI define itself as an “apolitical” or politically neutral organisation? If not what is NDI’s political line /stand? If so, how does NDI define politics and democracy in neutral terms? And how does this neutral definition might fit or clashes with political contexts? What is NDI /Washington’s role vis-à-vis NDI/Burkina and to what extent is NDI/Burkina Faso independent from Washington? What is the role/influence of the current Republican administration on NDI’s policies/strategies? Would NDI’s policies and strategies differ if the Democrats were to win the next elections?	In NDI’s view, what is the purpose of including women in politics in developing countries? Does NDI follow a specific gender strategy and approach to political participation if so, could you describe it, if not why not? Does NDI have a corporate definition of Gender Equality, if so what is it, if not what are the key gender related concepts NDI is working with and their respective definition?
Relevance of the objectives, plans, and strategies of the programme	– How relevant are the programme’s objectives and strategies used given the political context? – What has changed in the operating environment and/or the original assumptions that have hindered or enhanced the relevance of the programme?	How relevant were the objectives of the programme to CEDAW, MDG3 and national CSLP?
Effectiveness of the activities and strategies	– What methodology did NDI use to monitor and assess the achievement of results? – To what degree is sufficient learning provided by NDI’s monitoring and evaluation system to ensure effectiveness? – What selection criteria are being used and how does the choice of partners and participants influence the possibilities to reach the objectives? – What were the advantages and draw-backs of the approach adopted by NDI including the choice of cooperating with CBDF to provide sustained technical support to newly elected local councillors? How are NDI Washington and NDI Burkina cooperating on this issue? – Have the programme objectives been reached, and what hindrances were identified?	1. What were the quantitative outcomes at national, district and community level? 2. What were the qualitative outcome that is with regard to political and legislative reforms towards the improvement of women’s human rights and gender equality at national and community level?
Results and possible impact of NDI’s work	– Given the NDI’s “Mid-Term Evaluation” from February 2007, as well as the political context of Burkina Faso, what substantive difference did the programme and its activities as defined in the three year plan for 2005–2007 actually make on i) Burkina’s political vision ii) the poorest? – What substantive outcomes were identified and what were the foreseen and unforeseen hindrances? – What were the unintended positive and negative effects? – Have anticipated results been reached? Please include in the analysis of results both intended and unintended, as well as positive and negative results, also considering untargeted beneficiaries. – What changes have been identified as a result of NDI’s work?	Could you trace a direct linkage between the number of training availed the increase of women’s political participation to: 1. the evolution of national gender equality policies and legislative reforms? 2. the current women’s rights situation and gender inequalities in Burkina Faso? What has been the impact of women’s political participation, if any at all? If so any specific impact towards improving women’s rights and reducing gender inequalities towards social justice at community level and national level?
Efficiency of the programme in comparison to alternatives	– Are there other means of supporting and enhancing women’s and other disadvantaged groups political participation? – Was the programme implemented in a cost-efficient way? If so please show how? If not, what could be improved? – What are the strengths and weaknesses of NDI’s approach?	1. Have other cost efficient alternatives to enhance women’s political participation been considered? 2. Is the programme set up efficiently compared with other entities specialised in the political participation of women?

OECD/DAC Criteria	Evaluations questions	Key gender issues
Sustainability of development effects resulting from the programme	– Have appropriate processes or mechanisms been put in place to support the sustainability of program results? – Are there any particular challenges to the continued sustainability of program results?	What are the follow up mechanisms in place to ensure that the results so far achieved in the quantitative and qualitative political participation of women persist and endure beyond the programme funding?

2.3 Structure of the Report

The report is structured as follows:

- *Chapter 1* introduces the Executive Summary.
- *Chapter 2* presents the background and overall purpose of the evaluation, its criteria and key questions as well as the structure of the report.
- *Chapter 3* covers the policy and development context of the programme and key external factors assumptions. It describes the purpose, logic, history, organisation and stakeholders of the evaluated programme. Further, it provides an overview of activities carried out and key outputs delivered, and concludes with a summary of the mid-term evaluation's key findings.
- *Chapter 4* combines the presentation of findings and evaluative conclusions, assessing the programme and its results against the general evaluation questions and the five OECD/DAC evaluation criteria.
- *Chapter 5* presents Lessons learned as findings and conclusions that may be generalised beyond the evaluated intervention into a wider perspective.
- *Chapter 6* concludes with proposals to the evaluation's users for improved intervention cycle management and policy.

3 The Evaluated Intervention

The policy, development context of the programme, key external factors and assumptions are covered in this chapter. Further, the chapter describes the purpose, logic, history, organisation and stakeholders of the evaluated programme, provides an overview of activities carried out and key outputs delivered, and it concludes with a summary of the mid-term evaluation's key findings.

3.1 Policy and Development Context and Key Assumptions on External Factors

The issue of women's participation in Political and Decentralization Processes in Burkina Faso has taken different forms throughout the history of the country's politics. Differences relates mainly to the motivations of women themselves and to the visions and attitudes of common people, traditional and religious leaders, political leaders and governments in addressing this on their political agenda.

This is an overview of Burkina Faso's political leaders who all conquered power through military coup since the country's independence in 1960.

Name	Start	End of mandate
Maurice Yaméogo	11 december 1959	4 january 1966
Lt-Colonel Aboubacar Sangoulé Lamizana	4 january 1966	25 novembre 1980
Colonel Saye Zerbo	25 november 1980	7 november 1982
Commandant Jean-Baptiste Ouédraogo	8 november 1982	4 august 1983
Capitaine Thomas Sankara	4 august 1983	15 octobre 1987
Capitaine Blaise Compaoré	15 october 1987	—

Post-independence to 1983

Following the independence of Burkina Faso, women were involved in political activities without specifically targeting intra-party leadership or participation in decision-making processes. Women at the time, were merely providing a helping hand to a brother, husband, friend or colleague. The party membership was not necessarily based on a particular political vision but rather on a relationship with the party leader. The underlying reasons for party membership today are not that different. In political parties women played mainly a role of activists for the recruitment other women¹. Thus, the lack of political ambition was one of the causes of poor representation of women in government, state institutions and local governments².

During this period most women appeared to accept their role with a certain resignation.³ As for those who did have other ambitions, they usually did not dare to express them openly and in public in line with customs upheld by traditional and religious leaders⁴.

1970s and the International Year of Women

Many women working in public administrations in the social sectors created associations to improve the living conditions of women and girls some of them supported by the Catholic Church. The struggle was also focussed on forced marriage and Female Genital Mutilation. However, women's participation in the decision-making spheres was not part of the Agenda.

1983 to October 1987

One of the positive aspects of this period, commonly acknowledged across the political spectrum is that equality between women and men was placed at the forefront of the political agenda. In this time, the government took the lead on the struggle against all forms of harmful practices on women's well-being – FGM, forced marriage, polygamy, marginalization of old women etc. For the very first time, negative traditional practices against women were challenged at the highest decision-making sphere.

Women's participation in decision-making processes was also part of the political agenda at the time. In this period, some jobs traditionally seen as male suited were given to women: Ambassador, Ministry of Finances, Haut-Commissaire, Prefet, drivers in public administration, soldiers etc. The recurrent element of profile of these women is that most of them were leaders or members of women's associations promoting women and girls rights. 1986 was the year in which women's participation in government was highest.

¹ AMBF/PACD/BREF/S Adiza Lamien Ouando. Août 1999. Etude sur le « Renforcement de la Participation des Femmes au Processus de Développement Communal ».

² Préfectures, Sous-Préfectures and Délégués de Villages. AMBF. 2001. Positionnement des femmes dans les Conseils Municipaux

³ SNV. Avril 1997. Profil des femmes élues.

⁴ AMBF/PACD/BREF/S Adiza Lamien Ouando. Août 1999. Etude sur le « Renforcement de la Participation des Femmes au Processus de Développement Communal ».

Some particular aspects of this period were the public citizens' conferences and "veillées-débats" (the late nights debates) on various political, social, cultural and economic themes which contributed to enhance women's capacities to communicate in public and allowed political participation of women, men and youth at local level⁵.

The contribution to decentralization processes started at this period with the election of women in local decision units. "In 1983, the National Council of Revolution (CNR) proceeded to a new territorial reorganization of the country with the creation of revolutionary councils at provincial, departmental and communal levels. This communal level management was done by a popular assembly of revolutionary committees of defense of the revolution. This level was called communal revolutionary council"⁶.

CEDAW was ratified without any reservations in 1987 and its protocol in 2005.

1987 to 1992

This period is known as the less favourable for the promotion of women. The thematic had dropped off the political agenda due to the fact that alliances with the conservative forces such as the Catholic Church and traditional leaders and members and activists of the ruling party⁷.

For this reason, donor agencies from the Netherlands, Canada and Switzerland began addressing women's participation and gender equality through specific projects and programs. Nevertheless, in June 1991, the constitution of Burkina Faso guaranteed gender equality.

1992 to 2008

With the strong cooperation and support from donors, civil society organizations (CBDF, Promo Femmes, RECIF/ONG), and also with some actions from AMBF and the elected women associations, women political participation came back on the agenda⁸.

The second decentralization process started in 1993, creating better conditions for women's participation in the management of local affairs at various levels:

- The very early "Textes d'Orientation de la Décentralisation (TODs)" confirmed that decentralization is the process that enables men and women to involve themselves in local development.
- The commission put in place to lead the decentralisation process integrated women's participation in its strategy with the creation of a special unit called "Volet Femmes et Genre" with the financial and technical support of SNV in Burkina Faso. This unit and the Training Project CND/GTZ worked on identifying the capacity needs of potential and elected women, and also some mayors and other elected men to improve their participation. The planning process included training in gender and women's empowerment, the implication of elected women and women leaders, and girls in the ad hoc commission but also in the public forums.

In 1997 a Ministry for the promotion of women was created. Women's political participation was included in the objectives and strategies⁹. However, while most of the new ministry's work focused on economic aspects, it did not specifically target the eradication of social inequalities, or the promotion of women's representation in decision-making spheres¹⁰.

⁵ Ambassade du Danemark au Burkina Faso. Adiza Lamien Ouando. Septembre 2003. Note sur la situation des femmes au Burkina Faso

⁶ Daniel Coulibaly, Commission Nationale de Décentralisation. Evolution du cadre juridique et institutionnel de la décentralisation au Burkina Faso.

⁷ Blaise Bayili, Religion, Droit et Pouvoir au Burkina Faso. Les Lyèlè du Burkina Faso, Editions l'harmattan, 1998

⁸ CBDF, Etude sur la situation des femmes dans l'Administration Publique et Privée au Burkina Faso, février 2004

⁹ Ministère de Promotion de la Femme, Politique Nationale de Promotion de la Femme, juin 2004

¹⁰ Ministère de Promotion de la Femme, Plan d'Action du Ministère de la Promotion de la Femme 2006–2010. Mai 2006; Ministère de la Promotion de la Femme. Liste des femmes dans les instances de décisions KIT, WEST AFRICA « QUICK SCAN », Burkina Faso, Mali and Senegal (final DRAFT), October 2004

At national policy level, since 2004 a national gender policy was planned and postponed, and currently under elaboration process since 2007. However, women's participation in political and decentralization process is not among the explicit objectives.¹¹ Further, it can be highlighted that Burkina Faso's current PRSP is based on 6 major principles and one of them is gender equality.

Sida's strategy for Swedish development cooperation with Burkina Faso 2004–2006, extended to June 2008, sustains that the actual importance attached by the current government, to gender equality concerns is a matter of some conjecture. The PRSP has been criticised for not sufficiently taking the status of women or their conditions into account.

Although Gender Equality was supposed to be one of the PRSP's leading principles, the integration of Gender Equality in the revision of the PRSP is still pending. Participation of women's organisations in the revision process was relatively weak and the thematic networks did not systematically integrate gender analysis in their work. Likewise, despite initial existence of sex-disaggregated indicators in many fields, only a small number of indicators were retained to measure the gender gap for the monitoring of the PRSP.

The current government's gender action plan has a limited perspective on the promotion of the status of women. There is a lack of analysis of fundamental causes of gender inequalities and no strategy for structural and fundamental changes targeting the root causes of gender inequalities.

Advances were made nevertheless at formal level. There is a ministry of women's affairs established that regularly reports to the CEDAW committee. The Family Law although still containing gender discriminations, is generally considered as progressive.

CEDAW periodic reports and the alternative report by the MBDHP on the 4th and 5th report to the CEDAW 2005 committee unanimously show that gender inequalities in Burkina Faso persist especially in living standards and in opportunities both in urban and rural environments.

Although increase in numbers can be noted at local and national level in the field of women's political participation, women are still a minority. As of September 2007: there are 6 400 women councillors out of 17 877 that is 35,80%, 20 women mayors out of 359 that is 5,57%, 16 MPs out of 111 that is 17,76%, 5 women ministers out of 34, that is 14,70%, 2 secretary general of ministries that is 5,88% and 3 out of 45 women High Commissioners that is 6,66%¹².

Finally, it should be highlighted that if the 30% quota legislation is applied, thousands of new female politicians entering the local scene especially within the framework of the current decentralisation process, will provide both a challenge and a strategic opportunity for NDI's programme continued activities.

3.2 Intervention's History, Organisation and Stakeholders

NDI defines itself as a politically neutral, non-partisan organization. The Institute works with civic and political leaders advancing democratic values, irrespective of party's affiliation – except for violent political entities. NDI defines democracy as “a form of government that fosters popular civic participation, open and competitive political systems, and representative and accountable leadership”.

NDI is an international, non-profit, non-partisan NGO with headquarters in Washington, D.C. The Institute currently maintains approximately 60 field offices worldwide to implement its programs. These offices – including NDI/Burkina Faso are not considered independent from headquarters or

¹¹ Ministère de l'Economie et du Développement. Termes de Référence pour la Formulation de la Politique Nationale Genre du Burkina Faso. Mars 2006

¹² Burkina Faso Info n.89, sept. 2007

permanent offices, as they are opened on a project-specific basis and do not have separate corporate structures. NDI opened its Burkina Faso office in 2004 when NDI received a grant from the United States Agency for International Development.

NDI's country offices implement programs, while its Washington, D.C. headquarters office oversees the financial and administrative management of all NDI programs and provides overall strategy and technical guidance in NDI's core program areas which are: citizen participation, democratic governance -including parliaments, political parties, and election processes- as well as two cross-cutting areas – women's political participation and information and communication technology. NDI's field offices and Washington, D.C. headquarters jointly contribute to prioritizing needs and setting program direction.

3.3 Intervention's Objectives and Logic of Cause and Effect

In 2005 NDI elaborated a baseline study for this programme, "the Status of women's political Participation in Burkina Faso", identifying several factors that have historically limited Burkinabe women's participation in politics. On that basis, the programme was elaborated and NDI started implementation shortly before the presidential elections in 2005. The programme continued throughout the municipal elections held in April 2006 and the legislative elections held in May 2007. The programme has thus logically accompanied the election process in a timely manner.

The goal of the programme is to strengthen women's participation in Burkina Faso's political and decentralisation processes.

There are four immediate objectives as follows:

- 1 Increase women's roles and responsibilities within political parties and local governments
- 2 Strengthen women's ability to compete in elections and to serve as elected officials
- 3 Enhance public understanding of democracy and its institutions
- 4 Strengthen partner Non Governmental Organisation's (NGO) ability (namely CBDF) to play an effective role in promoting women's participation in politics and the decentralisation process

The above mentioned objectives /components of the programme all aim at strengthening Burkina Faso's developing democratic processes and institutions by helping women play a greater role in them.

3.4 Description of Activities Carried Out and Key Outputs Delivered

NDI's activities and outputs delivered can be described in four sections as the tables below indicate:

Dialogue and Exchange Fora and workshops

Activities	Key outputs
3 Fora for (215) citizens and (35) local councillors to enhance dialogue and discuss communities' interests and concerns in Dano, Kokologo and Ouahigouya in 2008.	Opportunity of dialogue was established between local councillors and citizens; Roles of each stakeholder was defined; Development issues were discussed such as health and how to mobilise financial resources
A multi-party workshop for national-level women political activists to share experience and discuss how to capitalise on their political experience for the advancement of other women in party ranks. Held on 5–6 February 2008 in Ouagadougou with 77 women political activists from 14 political parties.	Recommendations, strategies and commitments were undertaken to improve women's participation in the national political life; Recommendations on the adoption of the legislation on the 30% quota to enable more women to run for local and national elections; Recommendations to revive the old 1995 women multi-party forum; Intra-party women's networks meet to elaborate strategies to improve women's participation ; The Convention on women in politics (CFP) is being revived

Activities	Key outputs
A forum-workshop on women's participation in parliament held in Ouaga and Banfora: January–February 2007. 150 potential candidates to legislative elections and 32 men.	Political parties were encouraged to promote more women on their lists and within the parties; Women from different political background could exchange and work together towards resolving common obstacles and problematic facilitating their future work; Women constituted lobby groups to support women's candidature for the 2007 legislative elections in may and the election of the deputy mayor of Bobo in 2008
A national forum on women and politics. Held on 6–7 December 2005 for 85 women and men politicians, media and CSOs.	The Programme on strengthening women's participation in politics was launched; Participation of women in political processes is considered by the different parties
Workshop with 14 CSO coalition partners to exchange information on and strengthen women's participation in politics (2006–2008).	Significant input by the coalition members to the ad-hoc parliamentary commission on the legislation regarding quotas; Increased access to information by coalition members; Participation of coalition members to the Gender Caucus in Parliament held in June 2006 (publication on their contribution to women's participation in local elections of 2006 and legislative elections of 2007.

3.4.2 Training, capacity building workshops, coaching and follow-up visits

Activities	Key outputs
Monthly capacity building workshops with 98 local councillors in Bobo Dioulasso, Boumiougou, Kokologho, Komki Ipala, Ouahigouya, Dano, Orodara and Banfora ¹³ .	Technical capacity of the councillors is enhanced in terms of: knowledge of their role in the decentralisation process and that of all other stakeholders, their oral skills and their management skills
Monthly capacity building workshops in Ouagadougou and Bobo Dioulasso for party activists with total of 186 members from 14 political parties.	Women political activists have a better knowledge of their respective parties' manifestos, visions, structures and procedures; Increased leadership/management skills; Compete for higher posts within their own parties.
Training Forum with women mayors, deputy mayors and head of permanent commissions, held in Ouagadougou on 19–21 September 2007 for 98 participants from 80 urban and rural communities	Increased knowledge of respective roles and responsibilities; Increased capacity and skills to accomplish one's mandate and tackle its challenge; Increased ability to develop a Community Development Plan (PDC)
Training for 183 women candidates from 15 political parties to the 2007 legislative elections. Held in Ouaga, Bobo, Fada and Ouhigouya from 20–28 March 2007	Increased capacity of women candidates to compete and succeed their electoral campaign; Strengthened knowledge of the candidates' respective circumscription ; 183 women trainees equivalent of 56.83% (183/322), 62 of which are on the circumscription lists; Women's candidates in legislative election: From 12,8% in 2002 to 15% in 2007
Training of women councillors – 1697 locally elected in the 45 provinces. Training sessions held in Ouaga, Bobo, Kaya, Po, Fada, Ouahigouya, Dédougou and Dori from June to July 2006. Constitute 27% of the total of 6400 locally elected councillors.	Increased knowledge of decentralisation processes, their respective roles and responsibilities as leaders within the decentralised framework; Improved communication skills; Exchange of experiences and common areas of concerns, beyond the differences in political inclinations
Training of 350 women candidates from all provinces to local elections, held in Ouaga, Bobo, Fada, Ouhigouya in January 2006 (first training that women candidates had received)	Access to tools on campaign preparation, local strategies for modest means; Access to knowledge on decentralisation processes

¹³ NDI eventually had to suspend its assistance to the local councillors in Banfora due to severe political tensions within the council that hindered regular council functioning.

3.4.3 NDI Resource Centre in Bobo-Dioulasso

NDI's resource centre continues to serve as a neutral meeting and training space for women party activists and civic groups. It hosted numerous workshops and meetings with political parties to discuss the situation of women activists and opportunities to engage women in a more significant way as described above (3.4.2).

In addition, the centre conducted the following activities:

- Trainings on computer skills and internet research for women party and civil society activists.
- Workshops conducted with the Burkina Faso Human Rights Organization (MBDHP) on:
 - Rights and Obligations of the citizens of Burkina Faso
 - Law of succession
 - Corruption in Burkina Faso
- Workshops organised with REV+ (an association for fighting HIV/AIDS) on possible actions of city councils and women organizations against HIV/AIDS in Burkina Faso.

3.4.4 Capacity building and cooperation with NGOs

Coalition Burkinabè Pour Les Droits Des Femmes (CBDF)

CBDF is an umbrella organisation covering 13 NGOs including the Elected Women's Association; Women Lawyers' Association; the Network for Communication, Information and Training of Women members of NGOs (RECIF/NGO); and the National Association for Rural Action, Promotion of Women/Solidarity Development.

CBDF has identified and trained community organisers in 29 of Burkina Faso's 45 administrative provinces. CBDF conducted campaigns targeting administrative, religious and traditional authorities and has also engaged 28 political parties. In the 29 provinces, CBDF conducted campaigns targeting administrative, religious and traditional authorities and engaged in dialogue with 28 political parties. Its community organisers are thus familiar with the challenges of decentralisation and the opportunities it presents for women. CBDF has asked NDI to support it in identifying and training community organisers in the remaining 16 provinces.

The cooperation with CBDF was thus threefold:

Firstly, NDI provided technical assistance to the CBDF which enabled the organisation to hire a full-time coordinator. NDI further supported CBDF with financial management and strengthened the quality of its reporting system. The Institute's assistance has also focused on helping CBDF strategic plan and established a consultation committee. NDI further provided assistance on report writing and program monitoring to members of CBDF.

The first phase of CBDF cooperation consisted in strengthening the technical capacity of 96 women leaders in politics in 3 provinces: Zondoma, Tuy et Nayala. CBDF identified women leaders at the heart of political parties, community organisations and within the public administration, with the aim of building up their capacity to increase their participation in political life and seeking higher positions of responsibilities. Once identified, these women undertook training provided by CBDF on the following themes taking into consideration the problematic they faced on the ground such as: Women and politics; Ethics and politics; Constraints and challenges; Political negotiation; Basic principle of electoral campaign; Developing a political agenda; Fundraising for electoral campaign; Communication skills and public speech; Knowledge of oneself

Phase 2 consisted in the establishment of dialogue and training fora of 160 participants of which 136 women in 4 provinces: Nayala, Tuy, Zondoma, Passoré. These dialogue fora allowed women from NGOs and locally elected men and women to exchange and clarify their respective roles and responsi-

bilities. Through debates, the lack of communication between the grass roots level and the political class became evident. Citizens seemed to ignore what seems basic such as women having the right to speak in the councils or citizens themselves being allowed to participate in local councils.

Informal NGO consultation group

NDI and CGD took the initiative of forming an informal group of NGOs focusing on women's political participation. The group which meets regularly in NDI's offices includes CBDF, the Centre for Democratic Governance CGD, the Africa Obota Centre (CAO), the MBDHP and others. One of the targeted themes is advocacy to sensitise political parties and other authorities.

In particular, the National Assembly gender's caucus requested the technical assistance of this group for the elaboration of draft legislation on a 30% quota for women candidates in elections.

3.4.5 Production of training material

The following training material were produced and translated in local language as well as illustrated with relevant pictures:

- 4300 copies of the female Candidate's guide (for the local elections)
- 6400 copies of the female councillors' book
- 2650 copies of the female candidate's manual (for the legislative elections)

3.5 Summary of Past Evaluation's Conclusions

An internal mid-term Evaluation of the Sida funded program was undertaken in February 2007 by NDI. The purpose of the evaluation was to assess whether the program implementation is resulting in satisfactory progress toward the program's objectives and to make recommendations for improvements and possible adjustments.

The mid-term Evaluation found that substantial progress had already been achieved, particularly in increasing women's technical ability to compete in elections, to serve as local elected officials and increasing their roles and responsibilities in local governments. The evaluation also found that NDI had made progress towards strengthening partner NGOs and enhancing public understanding of democracy and its institutions.

It recommended that NDI intensified its activities in enhancing public understanding of democracy and its institutions and to strengthen partners' NGOs' ability to play an effective role in promoting women's participation in politics and decentralisation processes especially after the election cycle ends in May 2007.

Finally, it was recommended that work with political parties should continue, but shift to an intra-party focus for advancing women within the country's strongest parties. The evaluation concluded that the Bobo-Dioulasso Resource centre should expand its target audience and engage in more civic education oriented activities with local women's associations and civic organisations.

The evaluation team could verify through the document review¹⁴ of the biannual analytical reports of June 2007, December 2007 and June 2008 and interviews with staff and beneficiaries of NDI's programme in Ouagadougou and Bobo-Dioulasso, that the Mid-term Evaluation's recommendations were applied and fulfilled.

¹⁴ Récapitulation des activités du programme Asdi de 2005–2008, NDI (internal document)

4 Findings and Evaluative conclusions

This chapter combines the presentation of findings and evaluative conclusions, assessing NDI's programme and its results against the general evaluation questions and the five OECD/DAC evaluation criteria.

4.1 General Evaluation Questions and Key concepts

NDI is conceived as a neutral, non-partisan, NGO. As such, NDI's organizational policies and strategies do not reflect a particular political bias or ideology. Thus, as a matter of principle, the Institute does not advocate for the introduction of policies that reflect the aims of any U.S administrations. Rather, according to NDI, it seeks to promote the use of internationally accepted best practices and technical tools so that countries' capacity to develop their own policies and strategies are strengthened.

The concept of political inclusion is at the heart of NDI's understanding of democracy and the overall goal of this programme. NDI's understanding of political inclusion is participation regardless of the characteristics of the underrepresented groups (women and minority groups in particular). The underlying notions of NDI's programme are thus pluralism and diversity in participation so as to avoid the status quo. In this programme NDI has clearly been able to use "inclusion" as an electoral strategy to increase incentive for women's participation as the major underrepresented group.

The other important goal of the programme is fostering a constructive dialogue and interaction on issues of political participation between women and men and among majority and minority communities. The dialogue on these participation issues is inscribed within the perspective of longer-term, institutional, and party-centered approach. NDI uses its ability to link politicians and activists, elites and grassroots, and women across geographic and party divides in support of networks to advance participation and political inclusion.

NDI's understanding of gender mainstreaming is thus based on the concept of non-discrimination which is also applied to minority groups regardless of their affiliations. NDI thus uses a rights-based approach to participation in the sense that it emphasizes both women and minority group's rights i) not to be excluded or discriminated against on the basis of their sex, ethnicity or political affiliations and ii) have a more balanced representation in the political processes at national and decentralized levels.

Further, NDI's understanding of the role of participation is based on the assumption that empowering women will "favor fuller consideration of the impact of social, economic and environmental decisions have, on women and poor people¹⁵." NDI's strategic approach consists in increasing the number of women in leadership position as a first step to subsequently build on a critical mass to address more substantive issues. However, the short timeframe of this programme did not enable NDI to move beyond the *quantitative* objectives.

Sida, like NDI, takes amongst others, a "Rights and non-discrimination -perspective to development and to gender equality"¹⁶. According to Sida, "Gender equality is a key element of the human rights system established by the Universal Declaration of Human Rights in 1948 and CEDAW which defines what constitutes discrimination against women, setting an agenda for national action to end such discrimination¹⁷".

¹⁵ Proposal for the program submitted by NDI to Sida, p.6

¹⁶ "According to the Swedish Policy for Global Development, a "rights perspective" and a "perspective of the poor" should influence all levels of interventions and work. The rights perspective includes human rights, the rights of the child, democracy, women's rights and equal opportunities for women and men." Sida Policy Promoting Gender Equality in Development Cooperation 2005–2010:5

¹⁷ Sida Gender Equality Sida's policy and methods at a glance, key steering documents 2005:1

Furthermore, Sida also defines Gender Equality as follows: “Gender equality is a matter of human rights and social justice for all.”¹⁸ Although non-discrimination and equal rights are mentioned in Sida’s definition of Gender Equality, they are further understood within a *political* perspective of social justice for all, which has a *substantive* bearing on poverty reduction.

Although Sida, in its main policy document, places gender discrimination as one of the main causes of poverty,¹⁹ it considers structural inequalities as one of the 5 points of departure as follows. “Power structures are fundamental for working towards equality between women and men, girls and boys. Unequal power relations have created structural obstacles for women and girls in all spheres of society – political, economic, social, educational, cultural and religious – as well as for their full enjoyment of their productive, reproductive and sexual rights and roles. Sida should therefore consider and act upon unequal power relations between and among women and men, as well as the *structural* causes and frameworks of these power relations”.²⁰

In conclusion, following the increase in the number of elected women, NDI work on the assumption that the programme would generate a greater critical mass of female political leaders committed to addressing social development issues. Whereas “non-discrimination” and “participation of women” are important and necessary steps in securing Gender equality, what constitutes the linkage between non-discrimination and poverty reduction is a *substantive* focus, beyond the *quantitative* participation, on the reduction of structural inequalities and social justice for women and men.

4.2 Relevance of the Objectives, Plans, and Strategies of the Programme

The programme’s *overall and immediate objectives* are in line with MDG3, the promotion of gender equality and women’s empowerment. The programme’s objectives are also relevant to CEDAW Articles 7–8 on elimination of discrimination in political rights: participation and representation, which was ratified by Burkina Faso in 1987 without reservations.

The programme’s objectives are also relevant to the 4th Strategic Objective of the Country Poverty Reduction’s Strategy (Cadre Stratégique de Lutte contre la Pauvreté – CSLP) which promotes local governance. The programme’s objectives focus on the promotion of women citizen’s participation in national and decentralised political processes. The political decentralisation process includes the management of local authorities that have transferred competences to deal with economic and social issues at local levels. By increasing women’s participation in the management of local authorities, it is assumed that elected women will take into consideration the concerns, needs and interests of the poorest women in terms of local development. The programme’s objectives are also relevant to the CSLP’s Strategic Objectives 2 and 3 in that most of the programme activities focus on sensitisation and training to strengthen the knowledge and technical competencies of local administration, identification and follow-up of local development projects.

Although the programme’s objectives and strategies are relevant to the government’s political vision and commitments, the context in which NDI’s programme in politics started was difficult due to social and political tensions. The programme was nevertheless able to capitalise on former activities which had been previously implemented by other civil society organisations on the promotion of women’s political participation.

Given the political context, the objectives as they are described in this first programme document, and which are clearly limited to increasing the *quantitative* participation of women in national and decentral-

¹⁸ Ibid 16.

¹⁹ “Gender discrimination is one of the main causes of poverty, and a major obstacle to equitable and sustainable global human development.” Sida Policy Promoting Gender Equality in Development Cooperation 2005–2010:4

²⁰ Sida Policy Promoting Gender Equality in Development Cooperation 2005–2010:6

ised political processes as well as the strengthening of their capacity to run for elections and to manage their new mandate, are relevant and respond to clearly identified and well-known needs and competence gaps.

As local elections were repeatedly reported to an alternative date the programme had some difficulties to implement activities in the first phase but these were successfully reported in the second phase of the programme and transformed them into dialogue forums between elected women and citizens.

The programme's *strategy* and *approach* was underlined by impartiality and ensured high participatory approaches as conditions to fulfilling the objectives. Such neutrality and participatory approach enabled NDI to become one of the key players in Burkina's democratisation strengthening processes whilst remaining well outside political interests. Impartiality and neutrality was found in three areas as follows:

- Across the different political parties regardless of their differing political agenda. All political parties were equally invited to participate in the programme's activities.
- With respect to foreign political forces in the sense that NDI is clearly not promoting a particular vision of democracy reflecting US administration's perspectives but focus on the technical tools to improve the capacity of key players and;
- Financial neutrality in terms of not sponsoring corrupted practices or showing any financial favouritism for one particular party.

As evidence, all political parties (in power and in the opposition), members of government as well as NGOs commended the professionalism and dialogue-focused strategy utilised by NDI's representative and her team in Ouagadougou and Bobo-Dioulasso – and indicated that NDI's work could not have been possible without this 3-pronged neutrality.

In conclusion, the objectives of the programme have been clearly responding to a well-known gap and dire need for training in this specific field. The programme used considerable participatory approaches whilst remaining politically and financially neutral. These were relevant and pertinent strategies given the country's complex and sensitive elections context. Further, the relevance of the programme in relation to Burkina Faso's political vision is evidenced by the objectives and strategies of the programme furthering Burkina Faso's international commitments such as CEDAW, the MDGs and the strategic objectives of the national poverty reduction strategy, CSLP.

4.3 Effectiveness of the Activities and Strategies

NDI has an internal monitoring reporting system every two weeks, in addition to the biannual analytical reports and financial reports. The reporting mechanisms are in place and sufficient in number. However, as the content of the reports is limited to the original objectives and indicators of the 2005 Programme document, it is regrettable that these indicators are limited to quantitative data as oppose to concrete qualitative effects/ changes that could be measured in terms of outcome and impact. Further, these indicators were not reviewed in the semi-annual evaluation and thus the monitoring system continued to report on mainly activities undertaken rather than their results, outcome and impact.

However, if the substantive/ qualitative outcome of women's participation in political processes was not included in this first phase of the programme, it was a result of strategic choice so as make the programme's objectives and expected result realistic and achievable. In this respect, the uncertainties of election context and the relatively short time span of the programme ought to be taken into consideration i.e. women councillors are less than half way through their mandates. Nevertheless, the indicators as formulated in the project document and the monitoring system based on them thereafter did not capture sufficiently analytical data to provide lessons learned and best practices.

Thus, there are indeed qualitative results, as further elaborated under the section below, stemming from the training sessions and dialogue fora, but these are not collected nor analysed in the reporting mechanisms from a gender, rights and poverty reduction perspective in mind. It is indeed a shame that the fruits of the programme's hard work are insufficiently highlighted as a result, whereas in contrast, the number of activities undertaken and participants' attendance are overwhelmingly reported.

The dialogue strategies and participatory approaches were effective in the sense that they did not only target women but also included men, including individual who were *a priori* unsupportive of strengthening women's participation in political processes such as the customary chiefs. Along the same lines of building alliances and consensus on the thematic across divergent opinions, cross-party dialogue which was unconceivable before the programme started, was now possible as women from different political parties could meet, discuss and exchange views in NDI's organised fora. Such strategy was also effective in improving the consideration men had of elected women.

In terms of activities, the training that took place on a monthly basis and the individualised coaching were highlighted as the most effective compared with the one off training session with many participants with different levels of understanding and without follow-up sessions. Such monthly capacity building allowed time to review previous sessions and ensure a more effective imparting of knowledge and skills as well as network building. This was evidenced both in Ouagadougou and Bobo-Dioulasso where a sense of unity could be felt amongst the participants from different parties' affiliations as a result of regular network building. However, the effectiveness of training sessions and forums could be enhanced if the training sessions were further disaggregated by level of experience of the participants.

The choice of the CBDF was based on their history, long-standing and vast geographical experience in promoting women's human rights in Burkina Faso. CBDF was the first institution to promote amongst other, the 30% quota legislation. The institutional support to CBDF was and is still justified by their need for technical and organisational support. This collaboration enabled NDI to use the most experienced and legitimate NGO to promote women's rights and advance their conditions. Whilst the relevance of the training sessions undertaken by CBDF at local level is not in question, the actual effectiveness and sustainability of the activities undertaken is difficult to assess as there was no monitoring and follow-up provided because of limited funds available. In future programme, their relevant activities however, would need to be further coordinated with the ongoing decentralisation processes and newly established official local discussion fora. In this way, ownership and sustainability of CBDF's activities could be more effectively secured.

The limited funding did not allow the programme to target the training as needed and as much as the programme wished. This would have entailed the disaggregation of the training sessions and training material to target different level and standards. The limited funds meant that large training sessions needed to be undertaken grouping participants with different experience and level of understanding, language, reading and writing skills. The team was also able to note the different level of commitment to community development by the participants. Some had indeed ideas and projects to achieve whilst others were more inclined to advance their own personal career and did not necessarily link their responsibility and role with reducing poverty, gender inequalities and corruption. Although NDI encourages programme participants to identify priorities in the development of their constituencies, like with every skills imparted, there is no guarantee as to their relevant use.

In conclusion, NDI does have a monitoring and evaluation system in place that can identify whether objectives have been effectively reached. Indeed the objectives have been reached in accordance with the indicators specified in the original project document of 2005. However, the objectives and indicators as currently elaborated tend to capture mainly quantitative results and activities undertaken. Although the programme did set itself realistic targets in order to ensure their effective fulfilment, it is regrettable that important lessons learned and qualitative effects are not captured nor critically analysed

in the analytical reports. In spite of the short time frame and the lack of qualitative and poverty reduction related objectives and indicators, the evaluation team was able to identify certain results and direct effects of the training. For instance, specific changes occurred at personal level in terms of women's empowerment and at community level for the individuals that were already engaged in the development of their communities. Regrettably, such best practices and critical learning data were insufficiently captured in the current analytical reports. In the same way, the criteria used to choose both participants and partners follow the targeted audience foreseen by the programme document, which include a broad variety of stakeholders following a highly participatory approach. Whereas such inclusionary strategy seemed to have been effective in i) ensuring NDI non-partisan and inclusionary reputation and ii) addressing potential resistance from recalcitrant stakeholders in this first phase, it might not be sufficiently effective and strategic in future with a higher demand in training.

4.4 Results and Possible Impact of NDI's Work

In terms of results, the programme's strategies focused on improving cross-party dialogue and technical political capacity of women in order to win elections and manage their new mandate to achieve the overall programme's goal: contribute to the increased participation of women in political processes. This strategy was widely appreciated as whilst many institutions deal with the promotion of women, none seem to have used such relevant strategies that even helped improved the tensed political climate and the lack of cross-party dialogue. Demand for NDI's training is now not only increasing amongst women but also amongst men who suffer from the same obvious lack of technical training.

Part of the programme strategy was also to nurture collaboration with NGOs working around the theme of women's rights. On the initiative of NDI and CGD, an NGO forum of discussion was established. NDI hosts the meetings of the Forum which has helped ensure that 1) NDI activities were relevant and coherent with those of other actors, 2) local NGOs expertise was utilise for specific thematic training such as the CBDF, CGD and MBDHP and 3) cooperation amongst NGOs around a common thematic was fostered and notably a successful lobbying towards advances for the 30% quota legislation.

In Bobo-Dioulasso, Ouagadougou and in other areas where women involved in politics have benefited from NDI's support, several examples can be noted of elected women who were previously unable to simply stand-up and express their opinions, and now able to do so and even respond to various attacks with more self-confidence could be identified. Pursuing a political career meant that many had to defend their rights both on the professional front and in the domestic sphere. Some unintended effects could be identified such as several divorces in order to pursue one's political career.

Positive results could be identified both in women who participated in the training seminars already engaged in women's empowerment projects and in women who were already committed to improve the living standards of their community. In these cases, the training can clearly have far-reaching ripple effects in the realisation of community development projects, such as: micro-credits that could impact in a substantive and concrete way on women's lives, gender relations and poverty reduction.

These examples were nevertheless a small minority and the overwhelming majority found positive effects of the training in the development of their own self-confidence, improved communication skills and strengthened women political networks and multi-party dialogue. Some of the women members of the opposition told they were "unable to even communicate with the members of the majority and vice-versa. Thanks to NDI's training sessions, they felt they were able to meet, discuss and create women's networks across political opinions developing thereby common interests". There was also a widely acclaimed strengthening in their knowledge of their own political parties' manifestos (which some of them discovered with NDI's training!) as well as a clarification as to their roles and responsibilities as elected councillors or MPs.

Although, NDI does generally encourage women to understand and address local issues, to be effective political leaders and further work on the assumption that women are likely to be more socially inclined than men, the evaluation team could identify negative results and status quo in this respect that were unintended. Some testimonies showed that entering into politics for some women was essentially to pursue a personal career. Further, their lack of commitment towards poverty reduction was well illustrated by some participants' obvious detachment and lack of concern for the poorest – safe for the times of electoral campaign when “attendance to villages’ funerals” becomes a must or “acting like a chameleon, changing opinions according to the audience” in order to be elected or even indulging in common corrupted practices such as paying off potential voters in the villages.

Whereas the lack of concern for the poorest is a prevalent view at national and parliamentary level and not on the other hand at local and decentralised level, corruption practices (mainly in the form of buying votes) to be elected and run “equal races with men” is a concern that appears at all levels. Although, NDI, clearly cannot be held responsible for such thinking and practices, nor can it guarantee the fulfilment of commitment of participants to work towards poverty reduction, these results, if anything, clearly show the pitfalls of not having sufficiently explicit conceptual linkages in the programme document with poverty reduction and related impact indicators.

In conclusion, the substantive difference the programme made at political and legislative level can be identified in i) a unanimously recognised improvement of intra-party’s political dialogue, ii) a clear understanding that the political participation of women could be a precious election asset, iii) advances made in relation to the 30% quota legislation and consequently iv) advances towards equality (at least in numbers) in political participation at national and local level between women and men.

With regard to having a substantive contribution on the poorest lives, on women’s rights situations and gender inequalities in the poorest strata of the population, the programme made a difference in creating forums of discussion where citizens (or their representatives) could voice their concerns. However, i) given the limited time frame of the programme and the early stages of election processes and ii) the fact that poverty reduction was neither part of the objectives of the programme, nor part of its indicators, the impact on the poorest cannot be measured at this stage.

The programme deals both with elected members who are fully engaged in the fight against poverty, gender inequalities and the fight against corruption and others that are less engaged or who can’t quite grasp these linkages. Results and impact on poverty reduction, structural and gender inequalities is intrinsically linked to the degree of commitment to change the participants are ready to assume. NDI works on the assumption that by increasing the number of women – that are more likely than men to address social issues – these issues stand greater chance to be addressed. The evaluation team found that when the individual commitment to address poverty, structural inequalities and gender inequalities is absent, results and impact are not visible beyond the increase in number of women participating in politics and the improvement of their personal career and skills. Thus, without such individual commitment, *substantive* and qualitative changes in Burkina Faso’s society towards the reduction of gender and structural inequalities are unlikely to occur.

4.5 Efficiency of the Programme in Comparison to Alternatives

Given the results of the Audit carried out and published, this section will focus on alternatives and human resources. In this democratisation field, two organisations stand out. These are the CGD and NDI. They in fact complete each other in a sense that CGD is more of a think-tank oriented organisation whilst NDI is focused on delivering the technical tools. These are the two single organisations that have managed to earn the respect of all political parties and key stakeholders in the democratic processes of Burkina Faso because of their neutrality and professionalism. When NDI needs to complement their training with specific themes such as human rights and citizenship or women’s human rights, the

institute utilises local and cost-effective expertise from the most experienced NGOs in the respective fields such as MBDHP and CBDF and other local NGOs in their discussion forums. The advantage of NDI is that it is an external and professional actor using local expertise thereby drawing benefits from both levels to the advantage of the programme.

Certainly many organisations are dealing with women's rights and the promotion of women. However, the professionalism with which the activities have been carried out, have ensured NDI with an outstanding reputation across all stakeholders whether politicians, NGOs, members of governments and academic experts. In this sense, there are not many other alternatives which have earned such unanimous standing which enable them to target all spheres of Burkina Faso's political landscape and work smoothly in such complex and fragile environment. Apart from CDG, other organisations may not have the same clout and unanimous esteem to work with all (albeit difficult) stakeholders in this field. There is no doubt that the NDI Burkina representative's own political background and experience from Senegal is making a felt contribution to NDI's reputation of high professionalism.

If the new legislation on the 30% quota for women in politics – towards which the programme has contributed in terms of advocacy and lobbying – is actually implemented, the programme if continued, might risk drowning with demands for training and with the current human and financial resources, it will not be able to respond in any qualitative way to such demand. The same scenario may occur even if the legislation would not be implemented, as the programme should still expand its activities to target the poorest Eastern regions of Burkina Faso in a possible second phase.

NDI is currently operating with a minimal running costs and staff. There is a total of 6 staff members of which 5 are working at the programme level. The representative is the only international staff, supported by two national staff in Ouagadougou and two others in Bobo-Dioulasso. Given the task at hand and foreseeable increase in demand, there is an insufficient set up in terms of human and financial resources. The team could inspect the centre's facilities and found that, it has visible insufficient and poorly diversified documentation available on its bookshelves. The documents available were insufficiently diversified in terms of crucial subjects such as women's human rights, democratisation and poverty reduction.

In conclusion, compared to current alternatives, NDI is in a unique position in terms of combining the use of local NGO expertise and remaining external and neutral to internal political parties' interests. By choosing to collaborating with and supporting local expertise, NDI has succeeded in anchoring its action within Burkinabe's civil society while ensuring a cost-efficient strategy compared with the use of internationally-based expertise. In terms of weaknesses, NDI's human and financial resources are limited. This means that NDI will be limited in its capacity to respond to the increasing demand and dire need for training in this particular field, especially in view of the likely application of the 30% quota legislation

4.6 Sustainability of Development Effects Resulting from the Programme

In spite of the changes in elected personnel at every election, NDI has managed to keep the same participant groups in the political parties who could regularly attend training in the different thematic areas and thereby ensure the level of sustainability of results from the previous training sessions to the next. Nevertheless, the sustainability of results in training activities especially in this environment is difficult to ensure without clear mitigating strategies.

The monthly continuous training is an encouraging mechanism towards sustainability. However, the particular challenge lies in the considerable turn-over of elected representatives in each election which might jeopardize the sustainability of the training awarded. In the same way the design and availability of training material should be directed towards self-training so that these may be re-utilised by different individuals who may not have had the chance of attending the training.

With regard to follow-up mechanisms, such as Training of Trainers and re-usable material, these are currently not in place and should be included in the possible next phase project document supported by the relevant sustainability indicators.

In conclusion, although the main challenge to the sustainability of the training is the considerable turnover of elected representatives, NDI succeeded in maintaining a core participant group to regularly attend the training sessions. Whereas the sustainability of the programme activities cannot be fully ensured given the nature of the training activities, NDI could nevertheless improve this aspect by providing Trainings of Trainers, re-usable pedagogical material and by ensuring sustainability is captured in the monitoring systems with relevant indicators.

5 Lessons Learned

Lessons learned are presented as findings and conclusions that may be generalised beyond the evaluated intervention into a wider perspective, as follows:

- The implementation of inclusion/participatory approaches, are an important first step towards democratisation processes but do not necessarily guarantee a *qualitative* and *substantive* impact, beyond an increase in numbers and representation, on the reduction of structural and gender inequalities, social justice and poverty.
- Contributing to increasing women's quantitative participation in political processes fulfils women's civil and political rights per se, and should be highlighted as the programme's main achievement and good practice. However, if rights-based approaches to development are limited to the fulfilment of the principle of non-discrimination and limited to a three-year programme duration, substantive impact on structural and gender inequalities, social justice and poverty may not be achieved.
- The concepts of rights, like gender, development and democracy are not neutral concepts and may capture different aspects of poverty according to the different *political* interpretations and perspectives in which they are being used.
- While strengthening democratic processes through technical tools have direct effects in improving the technical capacity and communication/dialogue skills of the participants to the training courses, there is a sense that programmes may risk merely polishing the façade of democracy without reaching concrete changes in terms of corruption, power relations, structural and gender inequalities unless these are more explicitly addressed.
- Involving men in an essentially women-focused project should be noted as a good practice and may indeed need to be further explored, beyond men's participation to the training sessions. Since the advancement of women and Gender Equality is as much dependent on women as it is on men, considering men's changing roles and masculinities – e.g. challenging standard definitions of men and traditional roles towards the reduction of structural, gender and social inequalities would seem pertinent.
- Women's rights and gender equality within the context of democratisation processes in developing countries need to be understood within a holistic perspective of societal changes towards making a difference to the poorest women and men, rather than reproducing existing patterns of social inequalities and corrupted practices.

6 Recommendations

This chapter concludes with proposals in view of a possible continued support of the programme as follows:

- 1 The Evaluation team recommends that the encouraging advances achieved in this programme at *quantitative* level, should be capitalised in a second phase of the programme at *qualitative* level towards concrete changes in structural and gender inequalities towards poverty reduction.
- 2 Thus if a second phase is accepted, the objectives of the programme should be reformulated in order to explicitly focus on the *qualitative* impact of women's participation in political processes at national and decentralised level. The objectives should explicitly address poverty reduction, structural and gender inequalities, towards fighting the widespread corruption. Concrete changes and qualitative impact linking gender equality and poverty reduction could be for example: i) at national level, relevant legislative reforms in line with the fulfilment of CEDAW commitments and ii) at local level, concrete measures and community projects targeting the basic needs and strategic interests of poor women and changes in male roles and masculinities towards power and resources' control sharing to reduce structural and gender inequalities. Further, they should also explore ways in which women across all political parties, could contribute to a change in the political culture, for instance, in promoting cross-party agreements on "rules of the game" addressing issues such as excessive clientelism and non-transparency, starting at local level.
- 3 If in-depth societal changes are to be achieved beyond numbers and beyond a democratic façade of society, it is proposed that "agents of change" be targeted and integrated into future programme activities. Given the broad knowledge of key actors at national and local level, NDI should be in a position to gather sufficient relevant data through a baseline study, to identify potential "agents of changes". These should be individual that are committed towards producing concrete changes in power relations towards poverty reduction and who are in the strategic position to have such influence.
- 4 To the extent possible, activities related to individual coaching and mentorship should be privileged in the next phase and focus on how elected women can make a difference in addressing (poor) women's basic needs and strategic interests, in reducing structural and gender inequalities at decentralised level and at national level.
- 5 Adequate outcome and impact indicators targeting concrete changes in poverty reduction need to be elaborated and monitoring reports need to include critical analyses on substantive outcomes. The monitoring system should include a relevant Quality Assurance plans and be adequately budgeted.
- 6 NDI's Burkina Faso human and financial resources should be increased for Ouagadougou and Bobo-Dioulasso in order to address the possible increase in demand for training (if the 30% quota legislation is implemented), the increased coaching activities and possible expansion of the programme to the poorest Eastern Region. NDI's centre in Bobo-Dioulasso has visible insufficient and poorly diversified documentation available on its bookshelves which the evaluation team inspected. It should therefore be better documented, ensuring the availability of sufficient and diversified women's human rights, democratisation and poverty reduction related books and documentation to the targeted audience. Since the major focus of the possible second phase will be impact on poverty reduction, it would be relevant and effective that NDI have an equivalent presence and base in the poorest region of the country that is the Eastern Region of Burkina Faso. This would enable NDI to effectively and efficiently pursue coaching and regular training activities to the poorest region and fulfil a well-known dire need for support to the democratisation and poverty reduction process.

- 7 The cooperation and institutional support to CBDF should be continued in the second phase. It should be pertinently geared to the objectives of the second phase. The successful cooperation with the other relevant partners and NGOs working in the field of democratisation and human rights should also be continued with a strengthened focus on concrete and tangible changes in the reduction of gender and structural inequalities and poverty.
- 8 If in-depth societal changes and impact are expected to be achieved in the second phase, then the programme should be extended under a sufficiently broad period of time to enable such changes to occur and be adequately measured. For these reasons and in line with Sida's current practice on the duration of programmes targeting social changes, the evaluation team would like to recommend that the next phase is implemented over a period of 5 years.
- 9 Coordination and inputs with other interested donors within the Donor Gender Fund should be pursued on matters of substance.

Annex 1: Terms of Reference

1 Background

Burkina Faso is one of the poorest countries in the world. Burkina Faso also counts as one of the countries in the world with the highest degree of inequality between women and men. The results of UNDP's Gender Development Index 2007/2008 places Burkina Faso on the 175th place of 177.

Sida supports the National Democratic Institute for International Affairs, NDI, programme "Strengthening Women's participation in Political and Decentralization Processes" since 2005 in Burkina Faso. In Sida's decision from 12 October 2005, regarding the three-year contribution 2005–2007, it is stated that Sida should initiate an evaluation.

2 NDI

The National Democratic Institute for International Affairs, NDI, is a non-profit organization based in Washington, D.C. that works to strengthen and expand democracy worldwide. NDI has worked to promote inter-party dialogue in Burkina Faso since 2001 and has extensive experience in helping women participate more effectively in political processes in Africa and around the world. The goal of the Sida-supported program is to strengthen the participation of women and other disadvantaged segments of the population in Burkina Faso's political process, particularly in the context of the country's ongoing decentralization program. The specific objectives of the program are to: increase women's roles and responsibilities within political parties and local governments; strengthen women's ability to compete in elections and to serve as elected officials; enhance public understanding of democracy and its institutions; and strengthen partner NGOs' ability to play an effective role in promoting women's participation in politics and the decentralization process.

NDI has an office in Ouagadougou with a resident expatriate Country Director responsible for the implementation of the program. NDI also has a Resource Centre in Bobo-Dioulasso to assist the advocacy efforts of women candidates and newly elected leaders outside of the capital.

3 The Evaluation

Objectives and purpose

The objective of the evaluation of NDI's programme financed by Sida in Burkina Faso is to assess the programme against the DAC Evaluation Criteria (relevance, effectiveness, efficiency, impact and sustainability, see the following link: <http://www.oecd.org/dataoecd/15/21/39119068.pdf>).

The purpose of the evaluation is twofold, firstly as a learning opportunity for NDI and Sida, and secondly as an input for Sida's decision-making process with regard specifically to NDI and possible future contributions.

Scope of work

Key issues and evaluation questions to be addressed during the evaluation are presented below, within the framework of the DAC Criteria for Evaluating Development Assistance.

1. The relevance of the objectives, plans, and strategies of the programme

- Assess the relevance of the programme and its activities defined in the three year plan for 2005–2007, taking into account NDI's "Mid-Term Evaluation" from February 2007, as well as the political context of Burkina Faso.

- What has changed in the operating environment and/or the original assumptions that have hindered or enhanced the relevance of the programme?

2. The effectiveness of the activities and strategies

- What methodology did NDI use to monitor and assess the achievement of results?
- To what degree is sufficient learning provided by NDI's monitoring and evaluation system to ensure effectiveness?
- What selection criteria are being used and how does the choice of partners and participants influence the possibilities to reach the objectives?
- What were the factors that contributed to helping or hindering the effectiveness of the Burkinabe Coalition for Women's Rights (CBDF)?
- What were the advantages and draw-backs of the approach adopted by NDI including the choice of cooperating with CBDF to provide sustained technical support to newly elected local councillors?
- Has objectives been reached? Outcomes has to be broadly assessed including both unintended positive and negative effects.

3. The results and possible impact of NDI's work

- Have anticipated results been reached? Include in the analysis of results both intended and unintended, as well as positive and negative results, also considering untargeted beneficiaries.
- What tangible benefits/improvements have communities experienced as a result of involvement in NDI's programme?

4. The efficiency of the programme in comparison to alternatives

- Are there other means of supporting and enhance women's and other disadvantaged groups political participation?
- Was the programme implemented in a cost-efficient way?
- What are the strengths and weaknesses of NDI's approach?

5. The sustainability of development effects resulting from the programme

- Have appropriate processes or mechanisms been put in place to support the sustainability of program results?
- Are there any particular challenges to the continued sustainability of program results?

The evaluator shall feel free to raise any other issue of relevance and interest for Sida and NDI. If such an issue should constitute a major deviation from the scope of work according to these Terms of Reference, prior approval of such alternations by Sida is required.

Methodology

The evaluation shall be comprised of the following steps:

- Desk reviews of NDI and Sida documentation relevant to the program and Sida's support to NDI.
- Identify appropriate data collection and analysis methods, develop instruments and establish protocols for data collection and analysis.
- In-country study in Burkina Faso, including key informant interviews and/or focus groups with program staff of the NDI Ouagadougou office and the Bobo-Dioulasso Resource Center, political parties, women (women candidates, elected women or neither) and men in involved communities,

intergovernmental organizations, civil society organizations including CGD and Diakonia, donors and Embassies i.e. The selection of relevant organizations/actors to interview should be done in consultation with the Swedish Development Cooperation Office in Ouagadougou and NDI's field office.

- Assessment of the program against the DAC Evaluation Criteria and NDI's objectives and anticipated results mentioned above.
- Presentation of preliminary evaluation results at a meeting with Sida, NDI and relevant stakeholders.

The evaluation process and the report should correspond to DAC's Evaluation Quality Standards, see link (<http://www.oecd.org/dataoecd/34/21/38686856.pdf>).

The evaluation shall be carried out in co-operation with NDI.

Reporting and deliverables

- A draft evaluation report not exceeding 35 pages (plus annexes), should be sent to Sida electronically as a Word document and in one hard copy not later than ..., 2008. The draft report should also be sent electronically to NDI.
- A meeting with the concerned parties (NDI, Sida and the Consultant) should be held in Ouagadougou within three weeks from that date in order to discuss the draft report.
- The final evaluation report should be sent to Sida in one hard copy not later than 14 days after the above-mentioned meeting. The final report shall also be sent to Sida's Division for Democratic Governance and to NDI electronically as a Word document. The report shall be written in the English language and it should adhere to the terminology of the OECD/DAC Glossary on Evaluation and Results-Based Management, please see link (<http://www.oecd.org/dataoecd/29/21/2754804.pdf>). The report should moreover be guided by the "The Format for Sida Evaluation Reports".²¹
- A completed Sida evaluation data worksheet should be presented along with the final report (for Sida's internal purposes).

Time Schedule

The evaluation will be undertaken May–July 2008. Approximately 30 working days are calculated for the assignment. Travel to Burkina Faso is foreseen as well as contacts with NDI Washington.

Qualifications of Consultant

The Consultant shall have documented experience of evaluations of development cooperation and good knowledge of non-governmental organisations, women and politics as well as West Africa (preferably Burkina Faso). Excellent English oral and writing skills as well as excellent knowledge of French, are required. The Consultant will have to include one person from West Africa on the team, and select one person to be the team leader and the contact person with Sida.

²¹ The format can be found in *Looking Back, Moving Forward: Sida's Evaluation Manual (2nd ed.)*.

Annex 2: List of Persons Met and Methodology

Name	Organisation	Position
Local Authorities – Councillors – Method: Focus group discussions		
1. Ilboudo Germaine		Councillor Environment
2. Nikiema M.Noélie		Councillor Environment
3. Kabore Jeanne Marie		Councillors General affairs
4. Nana Kabore	Kokologho Commune	Mayor
5. Sana Quichaogo Awa		Councillors General Affairs
6. Diallo Sangarba Djénéba		Deputy Mayor
NGOs – Method: Round table meeting		
7. Lookmann Sawadogo	CDEC	General Secretary
8. Liehoun Mariam	GERDES-Burkina	Head of Programme
9. Sawadogo Issiabu	AFJ/ BF/ CBDF	Membre
10. Zoundi Salifou	ABSE/ CBDF	Accountant
11. Sawadogo Joseph	CAOBF/ CBDF	Deputy Accountant
12. Kaboré Elisabeth	EFB/ CBDF	PCA
13. Medah Félicité	CNLP/ CBDF	Vice PCA
14. Zongo yanogo Kadidia	Wildaf	Membre
15. Soulama Bibière	Kèbayina	Membre
16. Sirima Mariam	CBDF	Coordinator
Political party activists – Method: focus-group discussion in Bobo-Dioulasso		
17. Sanon Coulibaly Adiara	UNIR/MS	
18. Sanou N'Diaye D. Seck	UPR	
19. Sanou Odette	PAREN	
20. Kaba Brigitte	ADF/RDA	
21. Sawadogo Moumouni	PAREN	
22. Tionou Marie-Hélène	UPS	
23. Guiré Fatoumata	UNDD	
24. Troore Tenin	UNDD	
25. Traoré Aïssata	RDEBF	
26. Koala Fatimata	RDEBF	
27. Traoré Habi	RDEBF	
28. Assita Koné	ADF/RDA	
29. Aglessi Traoré Mimata	RDEBF	
30. Ouatarra Hawa	CDP	
31. Bambara Fatoumata	CDP	
32. Sanou Bintou	UNIR/MS	
33. Diakité Diafolé Kabo	UNIR/MS	
34. Zio Thomas	RDB	
35. Nignan Albanic	UMDD	
36. Traoré Komé Namara	UMDD	
Local Authorities Councillors – Method: Focus group discussions in Bobo-Dioulasso		
37. Sanou Minata	Bobo-Dioulasso	
38. Ganame Toure Fanta	Do	

39. Ouedraogo S. Suzanne	Bobo-Dioulasso	
40. Ouattara Sita	Bobo-Dioulasso	
41. Sanon Eve	Bobo-Dioulasso	
42. Sara Basi	Bobo-Dioulasso	
43. Kone Korotoumou	Orodara	
44. Barro Madialya	Do	
45. Ouattara Fatoumata	Dafra	
46. Barro/Sanou Maimouna	Konsa	
47. Dasostare Konde M.Chantal	Dafra	
48. Ouedraogo Fatimata	Dafra	
49. Ouedraogo Mariame	Fatimata	
Political Part activists – Method: Focus Group Discussion in Ouagadougou		
50. Sawadogo Aminata	CDP	Secretary for the National Women's Council
51. Kabré Zoungana Josiane	CDP	Deputy Mayor
52. Tientrébeogo Fatoumata	PDP/PS	
53. Kanyorlo Désirée	UNDD	
54. Millogo Marianne	ADF/RDA	
55. Sanou Aimée	ADF/RDA	
56. Ouatara Awa	UNIR/MS	
57. Sawadogo Cécile	ADF/RDA	
58. Zoungana Jean Baptiste	MPS /PF	
59. Ouédraogo Liliane	UPDD	
60. Koné Isabelle	PAI	
61. Bambara Claire	PAI	
62. Zebango Marlène	UNDD	Vice-Présidente
63. Coulibaly Kondé Suzanne	PDP/PS	
64. Ouédraogo Fatima	PDP/PS	
65. Bangoumjaiya Christine	MPS/ PF	
66. Yabila Rosalie	PAREN	
67. Bado Victor	PAREN	
68. Savadogo Benjamin	ADF/RDA	
69. Tamini Marie	PDS	
Members of Parliament – Method: Round Table meeting in Ouagadougou		
70. Bessin Edwige	Député ADJ	Assemblée Nationale
71. Dicko Agaleoue Adoua Maria-Goretti	Député CDP, Deuxième Vice-présidente	Assemblée Nationale
72. Yerbanga Ouedraogo Eulalie	Député CDP	Assemblée Nationale
Experts – Method: Semi-structured interviews		
73. Daniel Coulybaly	Consultant	Africa Label Group
74. Mariamé Ouattara	Consultante expert Genre	
75. Joséphine Ouedraogo	Chargée de Programme	Diakonia
76. Tina Ilboudo/ Byring	Directrice Régionale	Diakonia
Governmental bodies – Method: Semi-structured interviews		
77. Dr.Jocelyne Vokouma Boussari	Secrétaire Générale	Ministère de la promotion de la Femme
78. Guira T. Léonard	Directeur Général des collectivités territoriales	Ministère de L' Administration Territoriale et de la Décentralisation

Donors – Method: Semi-structured interviews/de-briefing meeting		
79. Paul Tholen	Premier Secrétaire	Ambassade Royale des Pays Bas
80. Remi Ouédraogo	Conseiller Technique	GTZ
81. Breanna Green	Conseillère pour les affaires Politiques et Militaires	Ambassade des États Unis
82. Diedé Dembele	Conseiller	Ambassade des États Unis
83. Göran Holmqvist	Conseiller Technique	Ambassade de Suède
84. Cecilia Gjerdrum	Chef de Coopération	Ambassade de Suède
NDI – Method: Semi-structured interviews and email questionnaire		
85. Animata Kassé	Représentante Résidente	NDI Burkina Faso
86. Kone Abdoulaye	Centre de Ressources Bobo-Dioulasso	NDI Burkina Faso
87. Traoré Augustine	Centre de Ressources Bobo-Dioulasso	NDI Burkina Faso
88. Awa Somé	Chargée de Programme	NDI Burkina Faso
89. Abdramane Diallo	Chargé de Programme	NDI Burkina Faso
90. Sophia Moestrup Barrie Hofmann Lisa Klimas Sarah Douglass Walarigaton Coulibaly	Provided a joint response to the e-mail questionnaire	NDI Washington
Sida – Method: meetings in briefing and de-briefing sessions		
91. Christine Lundberg	Human Rights and Rule of Law Sida Dep. for Democracy and Social Development Div. for Democratic Governance	Sida Stockholm
92. Cecilia Gjerdrum	Chef de Coopération	Ambassade de Suède
93. Göran Holmqvist	Conseiller Technique	Ambassade de Suède

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